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ANNO TRICESIMO PRIMO & TRICESIMO SECUNDO

# VICTORIÆ REGINÆ.

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CAP. CXXI.

An Act to regulate the Sale of Poisons, and alter  
and amend the Pharmacy Act, 1852.

[31st July 1868.]

**W**HEREAS it is expedient for the Safety of the Public that  
Persons keeping open Shop for the retailing, dispensing,  
or compounding of Poisons, and Persons known as  
Chemists and Druggists, should possess a competent practical Know-  
ledge of their Business, and to that End that from and after the Day  
herein named all Persons not already engaged in such Business  
should, before commencing such Business, be duly examined as to  
their practical Knowledge, and that a Register should be kept as  
herein provided, and also that the Act passed in the Fifteenth and  
Sixteenth Years of the Reign of Her present Majesty, intituled *An*  
*Act for regulating the Qualification of Pharmaceutical Chemists,* 15 & 16 Vict.  
e 56.  
herein-after described as the Pharmacy Act, should be amended.

Be it enacted by the Queen's most Excellent Majesty, by and with  
the Advice and Consent of the Lords Spiritual and Temporal, and  
Commons, in this present Parliament assembled, and by Authority  
of the same, as follows:

1. From and after the Thirty-first Day of *December* One thousand  
eight hundred and sixty-eight it shall be unlawful for any Person to  
sell  
Persons  
selling or  
compound-  
ing Poisons,

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*Sale of Poisons and Pharmacy Act Amendment.*

or assuming  
the Title of  
Chemist and  
Druggist, to  
be qualified

sell or keep open Shop for retailing, dispensing, or compounding Poisons, or to assume or use the Title "Chemist and Druggist," or Chemist or Druggist, or Pharmacist, or Dispensing Chemist or Druggist, in any Part of *Great Britain*, unless such Person shall be a Pharmaceutical Chemist, or a Chemist and Druggist within the Meaning of this Act, and be registered under this Act, and conform to such Regulations as to the keeping, dispensing, and selling of such Poisons as may from Time to Time be prescribed by the Pharmaceutical Society with the Consent of the Privy Council.

Articles  
named in  
Schedule(A.)  
to be deemed  
Poisons  
within the  
Meaning of  
this Act

2. The several Articles named or described in the Schedule (A.) shall be deemed to be Poisons within the Meaning of this Act, and the Council of the Pharmaceutical Society of *Great Britain* (herein-after referred to as the Pharmaceutical Society) may from Time to Time, by Resolution, declare that any Article in such Resolution named ought to be deemed a Poison within the Meaning of this Act; and thereupon the said Society shall submit the same for the Approval of the Privy Council, and if such Approval shall be given, then such Resolution and Approval shall be advertised in the *London Gazette*, and on the Expiration of One Month from such Advertisement the Article named in such Resolution shall be deemed to be a Poison within the Meaning of this Act.

Chemists  
and Drug-  
gists within  
Meaning of  
this Act.

3. Chemists and Druggists within the Meaning of this Act shall consist of all Persons who at any Time before the passing of this Act have carried on in *Great Britain* the Business of a Chemist and Druggist, in the keeping of open Shop for the compounding of the Prescriptions of duly qualified Medical Practitioners, also of all Assistants and Associates who before the passing of this Act shall have been duly registered under or according to the Provisions of the Pharmacy Act, and also of all such Persons as may be duly registered under this Act.

Assistants  
to be regis-  
tered.

4. Any Person who at the Time of the passing of this Act shall be of full Age, and shall produce to the Registrar, on or before the Thirty-first Day of *December* One thousand eight hundred and sixty-eight, Certificates according to Schedule (E.) to this Act that he had been for a Period of not less than Three Years actually engaged and employed in the dispensing and compounding of Prescriptions as an Assistant to a Pharmaceutical Chemist, or to a Chemist and Druggist as defined by Clause Three of this Act, shall, on passing such a modified Examination as the Council of the Pharmaceutical Society with the Consent of the Privy Council may declare to be sufficient Evidence of his Skill and Competency to conduct the Business of a Chemist and Druggist, be registered as a Chemist and Druggist under this Act.

5. The

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5. The Persons who at the Time of the passing of this Act shall have been duly admitted Pharmaceutical Chemists, or shall be Chemists and Druggists within the Meaning of the Act, shall be entitled to be registered under the Act without paying any Fee for such Registration. Provided, however, as regards any such Chemist and Druggist, that his Claim to be registered must be by Notice in Writing, signed by him, and given to the Registrar, with Certificates according to the Schedules (C.) and (D.) to this Act; and provided also, that for any such Registration of a Chemist and Druggist, unless it be duly claimed by him, on or before the Thirty-first Day of *December* One thousand eight hundred and sixty-eight, the Person registered shall pay the same Fee as Persons admitted to the Register after Examination under this Act.

Registration  
of Chemists  
and Drug-  
gists

6. All such Persons as shall from Time to Time have been appointed to conduct Examinations under the Pharmacy Act shall be and are hereby declared to be Examiners for the Purposes of this Act, and are hereby empowered and required to examine all such Persons as shall tender themselves for Examination under the Provisions of this Act; and every Person who shall have been examined by such Examiners, and shall have obtained from them a Certificate of competent Skill and Knowledge and Qualification, shall be entitled to be registered as a Chemist and Druggist under this Act; and the Examination aforesaid shall be such as is provided under the Pharmacy Act for the Purposes of a Qualification to be registered as Assistant under that Act, or as the same may be varied from Time to Time by any Byelaw to be made in accordance with the Pharmacy Act as amended by this Act; provided that no Person shall conduct any Examination for the Purposes of this Act until his Appointment has been approved by the Privy Council; and such Appointment and Approval shall not in any Case be in force for more than Five Years; moreover it shall be the Duty of the said Pharmaceutical Society to allow any Officer appointed by the said Privy Council to be present during the Progress of any Examination held for the Purposes of this Act.

Examiners  
under Phar-  
macy Act to  
be the Exa-  
miners under  
this Act.

Certificate  
of competent  
Skill, &c.

7. Upon every such Examination and Registration as aforesaid such Fees shall be payable as shall from Time to Time be fixed and determined by any Byelaw to be made in accordance with the Pharmacy Act as amended by this Act, and shall be paid to the Treasurer of the said Society for the Purposes of the said Society.

Application  
of Fees to  
Purpose of  
Pharmaceu-  
tical Society.

8. The Registrar appointed or to be appointed under or by virtue of the Pharmacy Act shall be Registrar for the Purposes of this Act.

Registrar  
under Phar-  
macy Act to  
be so under  
this Act.

9. The

*Sale of Poisons and Pharmacy Act Amendment.*

Council of  
Pharmaceuti-  
cal Society  
to make  
Orders for  
regulating  
Register to  
be kept.

9. The Council of the Pharmaceutical Society shall, with all convenient Speed after the passing of this Act, and from Time to Time as Occasion may require, make Orders or Regulations for regulating the Register to be kept under this Act as nearly as conveniently may be in accordance with the Form set forth in the Schedule (B.) to this Act or to the like Effect, and such Register shall be called the Register of Chemists and Druggists.

Duty of  
Registrar to  
make and  
keep Regis-  
ter.

10. It shall be the Duty of the Registrar to make and keep a correct Register, in accordance with the Provisions of this Act, of all Persons who shall be entitled to be registered under this Act, and to erase the Names of all registered Persons who shall have died, and from Time to Time to make the necessary Alterations in the Addresses of the Persons registered under this Act: to enable the Registrar duly to fulfil the Duties imposed upon him, it shall be lawful for the Registrar to write a Letter to any registered Person, addressed to him according to his Address on the Register, to inquire whether he has ceased to carry on Business or has changed his Residence, such Letter to be forwarded by Post as a Registered Letter, according to the Post Office Regulations for the Time being, and if no Answer shall be returned to such Letter within the Period of Six Months from the sending of the Letter, a Second, of similar Purport, shall be sent in like Manner, and if no Answer be given thereto within Three Months from the Date thereof it shall be lawful to erase the Name of such Person from the Register: Provided always, that the same may be restored by Direction of the Council of the Pharmaceutical Society should they think fit to make an Order to that Effect.

Notice of  
Death of  
Pharmaceuti-  
cal Chemi-  
st or  
Chemist and  
Druggist to  
be given by  
Registrars.

11. Every Registrar of Deaths in *Great Britain*, on receiving Notice of the Death of any Pharmaceutical Chemist, or Chemist and Druggist, shall forthwith transmit by Post to the Registrar under the Pharmacy Act a Certificate under his own Hand of such Death, with the Particulars of the Time and Place of Death, and on the Receipt of such Certificate the said Registrar under the Pharmacy Act shall erase the Name of such deceased Pharmaceutical Chemist, or Chemist and Druggist, from the Register, and shall transmit to the said Registrar of Deaths the Cost of such Certificate and Transmission, and may charge the Cost thereof as an Expense of his Office.

Evidence of  
Qualifica-  
tion to be  
given before  
Registra-  
tion

12. No Name shall be entered in the Register, except of Persons authorized by this Act to be registered, nor unless the Registrar be satisfied by the proper Evidence that the Person claiming to be entitled to be registered; and any Appeal from the Decision of the Registrar

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Registrar may be decided by the Council of the Pharmaceutical Society; and any Entry which shall be proved to the Satisfaction of such Council to have been fraudulently or incorrectly made may be erased from or amended in the Register by Order in Writing of such Council.

13. The Registrar shall, in the Month of *January* in every Year, cause to be printed, published, and sold a correct Register of the Names of all Pharmaceutical Chemists, and a correct Register of all Persons registered as Chemists and Druggists, and in such Registers respectively the Names shall be in alphabetical Order according to the Surnames, with the respective Residences, in the Form set forth in Schedule (B.) to this Act, or to the like Effect, of all Persons appearing on the Register of Pharmaceutical Chemists, and on the Register of Chemists and Druggists, on the Thirty-first Day of *December* last preceding, and such printed Register shall be called "The Registers of Pharmaceutical Chemists and Chemists and Druggists," and a printed Copy of such Registers for the Time being, purporting to be so printed and published as aforesaid, or any Certificate under the Hand of the said Registrar, and countersigned by the President or Two Members of the Council of the Pharmaceutical Society, shall be Evidence in all Courts, and before all Justices of the Peace and others, that the Persons therein specified are registered according to the Provisions of the Pharmacy Act or of this Act, as the Case may be, and the Absence of the Name of any Person from such printed Register shall be Evidence, until the contrary shall be made to appear, that such Person is not registered according to the Provisions of the Pharmacy Act or of this Act.

Annual Register to be published and be Evidence.

14. Any Registrar who shall wilfully make or cause to be made any Falsification in any Matter relating to the said Registers, and any Person who shall wilfully procure or attempt to procure himself to be registered under the Pharmacy Act or under this Act, by making or producing or causing to be made or produced any false or fraudulent Representation or Declaration, either verbally or in Writing, and any Person aiding or assisting him therein, shall be deemed guilty of a Misdemeanor in *England*, and in *Scotland* of a Crime or Offence punishable by Fine or Imprisonment, and shall on Conviction thereof be sentenced to be imprisoned for any Term not exceeding Twelve Months.

Penalty on wilful Falsification of Register, or for obtaining Registration by false Representation.

15. From and after the Thirty-first Day of *December* One thousand eight hundred and sixty-eight any Person who shall sell or keep an open Shop for the retailing, dispensing, or compounding Poisons, or

Protection of Titles, and Restrictions on Sale of Poisons.

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who shall take, use, or exhibit the Name or Title of Chemist and Druggist, or Chemist or Druggist, not being a duly registered Pharmaceutical Chemist, or Chemist and Druggist, or who shall take, use, or exhibit the Name or Title Pharmaceutical Chemist, Pharmaceutist, or Pharmacist, not being a Pharmaceutical Chemist, or shall fail to conform with any Regulation as to the keeping or selling of Poisons made in pursuance of this Act, or who shall compound any Medicines of the British Pharmacopeia except according to the Formularies of the said Pharmacopeia, shall for every such Offence be liable to pay a Penalty or Sum of Five Pounds, and the same may be sued for, recovered, and dealt with in the Manner provided by the Pharmacy Act for the Recovery of Penalties under that Act; but nothing in this Act contained shall prevent any Person from being liable to any other Penalty, Damages, or Punishment to which he would have been subject if this Act had not passed.

Reserving  
Rights of  
certain Per-  
sons.

16. Nothing herein-before contained shall extend to or interfere with the Business of any legally qualified Apothecary or of any Member of the Royal College of Veterinary Surgeons of *Great Britain*, nor with the making or dealing in Patent Medicines, nor with the Business of wholesale Dealers in supplying Poisons in the ordinary Course of wholesale Dealing; and upon the Decease of any Pharmaceutical Chemist or Chemist and Druggist actually in Business at the Time of his Death it shall be lawful for any Executor, Administrator, or Trustee of the Estate of such Pharmaceutical Chemist or Chemist and Druggist to continue such Business if and so long only as such Business shall be *bond fide* conducted by a duly qualified Assistant, and a duly qualified Assistant within the Meaning of this Clause shall be a Pharmaceutical Chemist or a Chemist and Druggist registered by the Registrar under the Pharmacy Act or this Act: Provided always, that Registration under this Act shall not entitle any Person so registered to practise Medicine or Surgery, or any Branch of Medicine or Surgery.

Regulations  
to be ob-  
served in  
the Sale of  
Poisons.

17. It shall be unlawful to sell any Poison, either by Wholesale or by Retail, unless the Box, Bottle, Vessel, Wrapper, or Cover in which such Poison is contained be distinctly labelled with the Name of the Article and the Word Poison, and with the Name and Address of the Seller of the Poison; and it shall be unlawful to sell any Poison of those which are in the First Part of Schedule (A.) to this Act, or may hereafter be added thereto under Section Two of this Act, to any Person unknown to the Seller, unless introduced by some Person known to the Seller; and on every Sale of any such Article the Seller shall, before Delivery, make or cause to be made

an

*Sale of Poisons and Pharmacy Act Amendment.*

an Entry in a Book to be kept for that Purpose stating, in the Form set forth in Schedule (F) to this Act, the Date of the Sale, the Name and Address of the Purchaser, the Name and Quantity of the Article sold, and the Purpose for which it is stated by the Purchaser to be required, to which Entry the Signature of the Purchaser and of the Person, if any, who introduced him shall be affixed; and any Person selling Poison otherwise than is herein provided shall, upon a summary Conviction before Two Justices of the Peace in *England* or the Sheriff in *Scotland*, be liable to a Penalty not exceeding Five Pounds for the First Offence, and to a Penalty not exceeding Ten Pounds for the Second or any subsequent Offence, and for the Purposes of this Section the Person on whose Behalf any Sale is made by any Apprentice or Servant shall be deemed to be the Seller; but the Provisions of this Section, which are solely applicable to Poisons in the First Part of the Schedule (A.) to this Act, or which require that the Label shall contain the Name and Address of the Seller, shall not apply to Articles to be exported from *Great Britain* by wholesale Dealers, nor to Sales by wholesale to retail Dealers in the ordinary Course of wholesale Dealing, nor shall any of the Provisions of this Section apply to any Medicine supplied by a legally qualified Apothecary to his Patient, nor apply to any Article when forming Part of the Ingredients of any Medicine dispensed by a Person registered under this Act; provided such Medicine be labelled in the Manner aforesaid, with the Name and Address of the Seller, and the Ingredients thereof be entered, with the Name of the Person to whom it is sold or delivered, in a Book to be kept by the Seller for that Purpose; and nothing in this Act contained shall repeal or affect any of the Provisions of an Act of the Session holden in the Fourteenth and Fifteenth Years in the Reign of Her present Majesty, intituled *An Act to regulate the Sale of Arsenic*

18. Every Person who at the Time of the passing of this Act is or has been in Business on his own Account as a Chemist and Druggist as aforesaid, and who shall be registered as a Chemist and Druggist, shall be eligible to be elected and continue a Member of the Pharmaceutical Society according to the Byelaws thereof; but no Person shall, in right of Membership acquired pursuant to this Clause, be placed on the Register of Pharmaceutical Chemists, nor, save as is herein-after expressly provided, be eligible for Election to the Council of the Pharmaceutical Society.

Chemists and Druggists in Business prior to passing of Act eligible for Election as Members of Pharmaceutical Society.

19. Every Person who is or has been in Business on his own Account as a Chemist and Druggist as aforesaid at the Time of the passing of this Act, and who shall become a Member of the Pharmaceutical Society, shall be eligible for Election to the Council of the

Council of Pharmaceutical Society.

the



*Sale of Poisons and Pharmacy Act Amendment.*

the Pharmaceutical Society ; but the said Council shall not at any Time contain more than Seven Members who are not on the Register of Pharmaceutical Chemists.

Chemists and Druggists registered eligible to be elected Associates, and, being in Business, have the Privilege of voting in the Society, on paying the same Subscriptions as Members.

20. Every Person who shall have been registered as a Chemist and Druggist under this Act by reason of having obtained a Certificate of Qualification from the Board of Examiners shall be eligible to be elected an Associate of the Pharmaceutical Society, and every such Person so elected and continuing as such Associate, being in Business on his own Account, shall have the Privilege of attending all Meetings of the said Society and of voting thereat, and otherwise taking Part in the Proceedings of such Meetings, in the same Manner as Members of the said Society : Provided always, that such Associates contribute to the Funds of the said Society the same Fees or Subscriptions as Members contribute for the Time being under the Byelaws thereof.

Voting Papers for Election of Council

21. At all Meetings of the Pharmaceutical Society at which Votes shall be given for the Election of Officers all or any of the Votes may be given either personally or by Voting Papers in a Form to be defined in the Byelaws of the said Society, or in a Form to the like Effect, such Voting Papers being transmitted under Cover to the Secretary not less than One clear Day prior to the Day on which the Election is to take place.

Benevolent Fund may be applied to past Members and Associates, also to Pharmaceutical Chemists and registered Chemists and Druggists

22. And whereas by the Charter of Incorporation of the said Pharmaceutical Society it is provided that the Council of the said Society shall have the sole Control and Management of the Real and Personal Property of the said Society, subject to the Byelaws thereof, and shall make Provision thereout, or out of such Part thereof as they shall think proper, for the Relief of the distressed Members or Associates of the said Society, and their Widows and Orphans, subject to the Regulations and Byelaws of the said Society . And whereas, for extending the Benefits which have resulted from the said Provision in the said Charter of Incorporation, it is desirable that additional Power should be granted to the said Council: Be it enacted, That from and after the passing of this Act the said Council may make Provision out of the Real and Personal Property aforesaid, and out of any special Fund known as the Benevolent Fund, not only for the Relief of the distressed Members or Associates of the said Society and their Widows and Orphans, subject to the said Regulations and Byelaws, but also for all Persons who may have been and have ceased to be Members or Associates of the said Society, or who may be or have been duly registered as " Pharmaceutical Chemists " or " Chemists and Druggists," and the Widows and

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and Orphans of such Persons, subject to the Regulations and By-laws of the said Society.

- 23.** Persons registered under "The Medical Act" shall not be or continue to be registered under this Act. Registration under "Medical Act."
- 24.** The Provisions of the Act of the Twenty-third and Twenty-fourth of *Victoria*, Chapter Eighty-four, intituled *An Act for preventing the Adulteration of Articles of Food or Drink*, shall extend to all Articles usually taken or sold as Medicines, and every Adulteration of any such Article shall be deemed an Admixture injurious to Health; and any Person registered under this Act who sells any such Article adulterated shall, unless the contrary be proved, be deemed to have Knowledge of such Adulteration. Adulteration of Food or Drink Act to extend to Medicines.
- 25.** On and after the passing of this Act all Powers vested by the Pharmacy Act in One of Her Majesty's Principal Secretaries of State shall be vested in the Privy Council, and the Seventh Section of the Public Health Act, 1858, shall apply to all Proceedings and Acts of the Privy Council herein authorized. Acts of Privy Council.
- 26.** The Privy Council may direct the Name of any Person who is convicted of any Offence against this Act which in their Opinion renders him unfit to be on the Register under this Act to be erased from such Register, and it shall be the Duty of the Registrar to erase the same accordingly. Power to Privy Council to erase Names of Persons from Register.
- 27.** This Act shall not extend to *Ireland*. Extent of Act.
- 28.** This Act may be cited as The Pharmacy Act, 1868. Short title.

SCHEDULES.SCHEDULE (A.)

## PART 1.

Arsenic and its Preparations.  
 Prussic Acid.  
 Cyanides of Potassium and all metallic Cyanides.  
 Strychnine and all poisonous vegetable Alkaloids and their Salts.  
 Aconite and its Preparations.  
 Emetic Tartar.  
 Corrosive Sublimate.  
 Cantharides  
 Savin and its Oil.  
 Ergot of Rye and its Preparations.

## PART 2.

Oxalic Acid.  
 Chloroform.  
 Belladonna and its Preparations.  
 Essential Oil of Almonds unless deprived of its Prussic Acid.  
 Opium and all Preparations of Opium or of Poppies.

SCHEDULE (B.)

Name.	Residence	Qualification.
<i>A.B.</i>	<i>Oxford Street, London.</i>	In Business prior to Pharmacy Act, 1868.
<i>C.D.</i>	<i>George Street, Edinburgh.</i>	Examined and certified.
<i>E.F.</i>	<i>Cheapside, London.</i>	Assistant prior to Pharmacy Act, 1868.

SCHE-

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*Sale of Poisons and Pharmacy Act Amendment.*

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SCHEDULE (C.)

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DECLARATION BY A PERSON WHO WAS IN BUSINESS AS A CHEMIST AND DRUGGIST IN GREAT BRITAIN BEFORE THE PHARMACY ACT, 1868.

To the Registrar of the Pharmaceutical Society of Great Britain.

I \_\_\_\_\_, residing at \_\_\_\_\_ in the County of \_\_\_\_\_ hereby declare that I was in Business as a Chemist and Druggist, in the keeping of open Shop for the compounding of the Prescriptions of duly qualified Medical Practitioners at \_\_\_\_\_ in the County of \_\_\_\_\_ of \_\_\_\_\_, on or before the \_\_\_\_\_ Day of \_\_\_\_\_ 186 .

Dated this \_\_\_\_\_

Day of \_\_\_\_\_

Signed \_\_\_\_\_ (Name.)

18 .

SCHEDULE (D.)

---

DECLARATION TO BE SIGNED BY A DULY QUALIFIED MEDICAL PRACTITIONER, OR MAGISTRATE, RESPECTING A PERSON WHO WAS IN BUSINESS AS A CHEMIST AND DRUGGIST IN GREAT BRITAIN BEFORE THE PHARMACY ACT, 1868.

To the Registrar of the Pharmaceutical Society of Great Britain.

I \_\_\_\_\_, residing at \_\_\_\_\_ in the County of \_\_\_\_\_, hereby declare that I am a duly qualified Medical Practitioner [*or* Magistrate], and that to my Knowledge \_\_\_\_\_, residing at \_\_\_\_\_ in the County of \_\_\_\_\_, was in Business as a Chemist and Druggist, in the keeping of open Shop for the compounding of the Prescriptions of duly qualified Medical Practitioners before the \_\_\_\_\_ Day of \_\_\_\_\_ 186 .

(Signed)

SCHEDULE (E.)

---

DECLARATIONS TO BE SIGNED BY AND ON BEHALF OF ANY ASSISTANT CLAIMING TO BE REGISTERED UNDER THE PHARMACY ACT, 1868.

To the Registrar of the Pharmaceutical Society of Great Britain.

I hereby declare that the undersigned \_\_\_\_\_, residing at \_\_\_\_\_ in the County of \_\_\_\_\_ had for \_\_\_\_\_ Three

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Three Years immediately before the passing of the Pharmacy Act, 1868, been employed in dispensing and compounding Prescriptions as an Assistant to a Pharmaceutical Chemist or Chemist and Druggist, and attained the Age of Twenty-one Years.

As witness my Hand, this                      Day of                      186 .  
*A.B.*, duly qualified Medical Practitioner.  
*C.D.*, Pharmaceutical Chemist.  
*E.F.*, Chemist and Druggist.  
*G.H.*, Magistrate.

*(To be signed by One of the Four Parties named.)*

I hereby declare that I was an Assistant to  
of                      in the County of                      in  
the Year                      , and was for Three Years immediately before the  
passing of this Act actually engaged in dispensing and compounding  
Prescriptions, and that I had attained the full Age of Twenty-one  
Years at the Time of the passing of the Pharmacy Act, 1868.

*N.O.*, Assistant.

## SCHEDULE (F.)

Date	Name of Purchaser	Name and Quantity of Poison sold	Purpose for which it is required	Signature of Purchaser.	Signature of Person introducing Purchaser

LONDON :

Printed by EYRE and SPOTTISWOODE, Ltd.,  
Printers to the King's most Excellent Majesty. 1914

CHINA. No. 1 (1908).

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CORRESPONDENCE

Y:413.41.N1

D8

RESPECTING THE

OPIUM QUESTION IN CHINA.

[WITH MAP.]

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*Presented to both Houses of Parliament by Command of His Majesty.  
February 1908.*

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LONDON:  
PRINTED FOR HIS MAJESTY'S STATIONERY OFFICE,  
BY HARRISON AND SONS, ST. MARTIN'S LANE,  
PRINTERS IN ORDINARY TO HIS MAJESTY.

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## Correspondence respecting the Opium Question in China.

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No. 1.

*Sir J. Jordan to Sir Edward Grey.—(Received September 20.)*

(Telegraphic.)

*Peking, September 20, 1906.*

THE framing of measures for the strict prohibition of the cultivation and consumption of opium has been ordered by a Decree published to-day, which commands that within a period of ten years the complete eradication of the evils arising from native and foreign opium shall be effected.

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No. 2

*Sir Edward Grey to Sir M. Durand.*

Sir,

*Foreign Office, October 17, 1906.*

THE American Ambassador told me to-day that his Government are much concerned with regard to the question of opium, which has been raised in connection with the Philippines, and he was instructed to ask me what view we should take of a Joint Commission on or a Joint Investigation of the Opium Trade and the Opium Habit in the Far East, to be undertaken by the United States, Great Britain, France, the Netherlands, Germany, China, and Japan.

I asked exactly what was meant by an investigation of the opium trade and opium habit.

The American Ambassador informed me that it was desired to come to a decision as to whether the consequences of the opium trade and opium habit were not such that civilized Powers should do what they could to put a stop to them.

I said that I must consult the India Office before I could give any answer on the question of such an investigation. But I might tell him at once that, though an interference with the import of opium into China would involve a great sacrifice of Indian revenue, that would not prevent the British Government from considering the question or incurring some sacrifice if it was clearly proved that the result would be to diminish the opium habit. The Chinese were understood to contemplate measures for stopping or restricting the consumption of opium in China, and if that were really to be done it would be a thing which we should encourage. If, on the other hand, China was simply to prevent the importation of foreign opium in order that individual Chinese might grow more opium themselves and realize a higher price for it in China, then it would be useless for us to make sacrifices. I would, however, consult the India Office, and let him know as soon as possible our view on the proposed investigation.

I am, &c.

(Signed) E. GREY.

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No. 3.

*Sir J. Jordan to Sir Edward Grey.—(Received November 17.)*

Sir,

*Peking, September 30, 1906.*

I HAVE the honour to transmit to you herewith, in translation, copy of an Imperial Decree ordering the complete removal of all the evils connected with opium smoking within a period of ten years, and giving instructions for the framing of such Regulations as may be considered necessary to insure the total prohibition of the cultivation and consumption of the drug.

The promulgation of this diastic announcement is due, I understand, largely to the initiative of his Excellency Tong Shoa-yi, who seems to have been much impressed

by the views he heard expressed on the subject during his recent visit to India. From conversations which he had with Mr. Baker, the Financial Secretary, and other Members of the Government of India, his Excellency came to the conclusion that India was prepared to dispense with the opium revenue, and on his return to China he informed his own Government that it was the Chinese craving for the drug, and not England's desire to force it upon China, which was now responsible for the continuance of the traffic. This view of the question received confirmation from Mr. Morley's recent speech in the House of Commons which the Chinese construed as an invitation to them to prove the sincerity of their desire for the cessation of the Indian import of opium.

Mr. Tong, from whom I received this account of the genesis of the present movement, could supply me with little information as to the steps which are to be taken to enforce the Edict, but the method of procedure, so far as it has been formulated at present, seems roughly to contemplate a gradual reduction of the area of cultivation of native opium, *pari passu*, with a corresponding decrease in the import of the foreign article. Smokers of the drug, if officials, are to be given a term of about six months in which to break off the habit, and the ordinary people are to be dealt with on a time scale graduated according to the degree in which they have become addicted to the habit.

It is true that the Chinese Government have in recent years effected some far-reaching changes, of which the abolition of the old examination system is perhaps the most striking instance, but to sweep away in a decade habits which have been the growth of at least a century and which have gained a firm hold upon 8,000,000 of the adult population of the Empire is a task which has, I imagine, been rarely attempted with success in the course of history; and the attempt, it must be remembered, is to be made at a time when the Central Government has largely lost the power to impose its will upon the provinces. The authors of the movement are, however, confident of success, and China will deserve and doubtless receive much sympathy in any serious effort she may make to stamp out the evil.

Apart from the difficulty of reforming people by legislative enactment, the fiscal side of the question is a very important factor in the situation, and one which will appeal to the Chinese quite as much as it would to any Western Government. The foreign import, which has been a gradually dwindling quantity during the last twenty years, stood in 1905 at 51,890 piculs,\* of which 50,200 piculs were Indian, producing a revenue of 5,711,711 taels (859,136*l.*). It is calculated that the total production of native opium is about ten times as great as that of the foreign import, and that the revenue derived from it amounts to about 45,000,000 taels (6,768,750*l.*).

The policy during the last few years has been to centralize this revenue, and either make it available for Imperial needs or ear-mark it for such definite purposes as conservancy work at Shanghai or the payment of loans contracted by provincial authorities. The dislocation of the finances which the enforcement of the Decree would entail is a far more serious question in the present state of the national exchequer than the similar problem with which the Indian Government will have to deal in sacrificing the opium revenue, and added to this is the immense difficulty of stopping the growth of the poppy in at least four large and distant provinces—Shansi, Shensi, Szechuan, and Yunnan—in most of which it is now the staple crop.

I have, &c.

(Signed) J. N. JORDAN.

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Inclosure in No. 3.

Extract from the "Peking Gazette" of September 20, 1906.

Imperial Decree.

(Translation.)

SINCE the restrictions against the use of opium were removed, the poison of this drug has practically permeated the whole of China. The opium smoker wastes time and neglects work, ruins his health, and impoverishes his family, and the poverty and weakness which for the past few decades have been daily increasing amongst us are undoubtedly attributable to this cause. To speak of this arouses our indignation, and, at a moment when we are striving to strengthen the Empire, it behoves us to admonish the people, that all may realize the necessity of freeing themselves from these coils, and thus pass from sickness into health.

It is hereby commanded that within a period of ten years the evils arising from

\* 1 picul = 133½ lbs.

foreign and native opium be equally and completely eradicated. Let the Government Council (Cheng Wu Ch'u) frame such measures as may be suitable and necessary for strictly forbidding the consumption of the drug and the cultivation of the poppy, and let them submit their proposals for our approval.

## No. 4.

*Sir Edward Grey to Mr. Whitelaw Reid.*

Your Excellency,

*Foreign Office, November 22, 1906.*

ON the 17th ultimo you informed me that you had received instructions to inquire what view His Majesty's Government would take of a Joint Commission or a joint investigation of the opium trade and the opium habit in the Far East to be undertaken by the United States, Great Britain, France, the Netherlands, Germany, China, and Japan.

I have now the honour to inform you that His Majesty's Government are willing to take part in such an inquiry if the other Powers named by your Excellency are likewise willing to participate, and if, as regards China, the inquiry extends to the production of opium in China as well as to the import of foreign opium.

I have, &c.

(Signed) E. GREY.

## No. 5.

*Sir J. Jordan to Sir Edward Grey.—(Received January 12, 1907.)*

Sir,

*Peking, November 26, 1906.*

IN continuation of my despatch of the 30th September last, I have the honour to transmit to you herewith, in translation, copy of the Regulations which have been framed for the enforcement of the opium Edict of the 20th September. This paper has been furnished to me privately by his Excellency Tong Shoa-yi, but I understand that it will be made public in the course of a few days.

The Regulations are drawn up in eleven Articles.

The first deals with the restriction of the cultivation of the drug, enumerates the provinces in which it is chiefly grown, and enjoins on all Governors-General and Governors to have accurate returns made of the acreage under poppy cultivation, and compel the cultivators to diminish the area of cultivation by one-ninth each year until the production entirely ceases at the end of nine years. Infringements of the rule are to entail confiscation of the land, and rewards are offered to officials who succeed in putting an end to the cultivation of the poppy before the time specified.

Articles 2 and 3 are concerned with measures for reducing the consumption of opium by issuing licences to smokers, without which no one will be permitted to buy opium, and by instituting punishments for those who persist in smoking after a certain specified time. After stating that between 30 and 40 per cent of the population—say, 100,000,000 of the people—are addicted to the opium habit, the Articles make a distinction between officials and persons of high rank, who will be dealt with very severely; for sake of example the lower classes, who receive less strict treatment, and persons of all classes over sixty, in whose case the question of giving up the habit is not to be pressed.

The licences issued to consumers will prescribe in each case a limit of time within which the habit must be given up, and will also fix the amount of consumption, which must be diminished by 20 or 30 per cent annually. The registration and rigorous inspection of these licences must be enforced, and no fresh licences will be granted after the first registration. The names of smokers of the lower classes who are not cured of the habit at the end of the specified time will be posted in a public place, while official offenders will be deprived of their office, and graduates of their diploma.

Articles 4 and 5 relate to opium shops, and a distinction is drawn between opium dens, which are to be compulsorily closed within six months, and ordinary shops, which are to be registered, kept under observation, and gradually done away with during the time limit fixed for the abolition of the drug. No shop will be permitted to sell opium to any person who does not produce his licence; no restaurant or eating-house may

provide opium for its guests, or allow them to bring opium appliances with them. A return of annual sales is to be made, and any shop attempting to continue in the trade after the expiry of the time limit will have its goods confiscated, and be liable to a fine of twice their value.

Articles 6 and 7 discuss the preparation of remedies for the cure of the opium craving; their sale at a fixed price, or free distribution; the establishment of anti-opium societies, and the formation of an enlightened public opinion on the subject.

Article 8 charges the local authorities with the duty of leading the movement, giving effect to all provisions regarding reports, inspections, and licences; inculcates the necessity of personal attention to these matters, and severely forbids any exactions on the part of underlings.

Article 9 forbids the smoking of opium by officials of high rank; a number of such persons are enumerated, who must solicit the permission of the Throne to be allowed to give up the habit within a fixed time, or, in default, to lose their post, if an official, or to have their rank pass on to the next in succession, if a hereditary noble.

For all other officials the time limit is six months. Teachers, scholars, officers and men of the army and navy, if opium smokers, are to be dismissed within three months.

Article 10 deals with the negotiations which are to be entered into with Great Britain and the Governments of other opium-importing countries, with the view of insuring that the import of foreign opium shall decrease *pari passu* with the decrease of the native drug, and shall cease entirely at the end of the specified ten years.

Measures are also to be taken for enforcing the XIth Article of the British Commercial Treaty, and preventing the importation of morphia, or instruments for its injection, except for medical use.

The 11th Article provides for the issue of Proclamations promulgating the Regulations for general observance.

So far as the rules are concerned, they seem to leave nothing to be desired in regard to their completeness of scope and thoroughness of aim, and the main point which arises for consideration is whether they are capable of being enforced in practice. On this there will naturally be much divergence of view, but I am bound to state that, so far as my opportunities of judging extend, there is a balance of well-considered opinion in favour of an affirmative answer. The magnitude of the task is admittedly enormous, but it is pointed out that the movement will have the support of public sentiment, and that the authors of the Regulations, whose sincerity is beyond all doubt, are determined to see them carried into effect. Already I am told by missionaries and others who come into daily contact with the people, that a tendency is observable amongst opium smokers to break off the habit, and that remedies are in great demand at the foreign hospitals. This may, of course, be merely a temporary response to the Imperial Edict, but a great awakening is going on in this country, and much of what is happening now makes one cautious in indulging in any prophesy as to what may be effected in the future.

It remains to note one important omission in the opium arrangements, so far as they are known at present. No provision has been made for procuring from other sources the large revenue which the State now derives from opium, and although a China without opium would doubtless in time be stronger financially than China now is, still the interval which must elapse before the reformation is accomplished is one which will impose a severe strain upon the public exchequer, and which will call for the elaboration of financial measures beforehand.

I have, &c.  
(Signed) J. N. JORDAN.

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Inclosure in No. 5.

*Proposals, in Eleven Articles, for Carrying out the Prohibition of Opium now reverently submitted to the Throne.*

(Translation)

ARTICLE 1. To restrict the cultivation of the poppy in order to remove the root of the evil.

The effects of poppy cultivation on the agricultural interests of the country have been disastrous. Throughout China the chief sources of opium production are the Provinces of Szechuan, Shensi and Kansu, Yunnan and Kueichou, Shansi, Kiangsu, and Anhui, but in the remaining provinces it may be said generally that there is hardly

a place from which it is absent. The term of ten years has now been fixed for the complete prohibition of its use. It is therefore necessary first to limit its cultivation, in order that the complete prohibition of its consumption may be successfully carried out; and with this end in view, all Governors-General and Governors of Provinces should direct the Departmental and District Magistrates to make an accurate investigation of the acreage in their respective jurisdictions hitherto devoted to the growth of the poppy, and to make an official return of the figures. It would then be for ever forbidden to bring under poppy-cultivation any land not hitherto used for that purpose. Certificates would be issued in respect of all land already used for growing the poppy, and the proprietor be compelled to reduce the growth each year by one-ninth part, and to substitute other crops suited to the particular soil.

It will, moreover, be incumbent on the Magistrates to make personal inspection at unexpected times of such lands. The certificates, too, will have to be changed each year, till within the period of nine years the whole cultivation is rooted out. Non-compliance with this rule will entail confiscation by the State of the land in question.

Any local authority who succeeds in less time than the statutory ten years in giving effect to the prohibition in respect to the land in his jurisdiction given up to the poppy, and in completely substituting in place thereof the cultivation of other crops, should, after due inquiry into the facts, be recommended to the Throne for recognition.

**Article 2.** To issue licences to smokers in order to prevent others from contracting the habit.

The vice of opium smoking is of long standing, and it may be reckoned that some 30 to 40 per cent. of the population are addicted thereto. The interdiction must therefore be extended with some consideration for what is past, while being applied in all strictness for the future. All persons of the official class and the gentry, literary graduates and licentiates resident at their homes throughout the Empire must be the first to be compelled to give up the habit, in order that they may serve as an example to the common people. All smokers, whether of the gentle or lower class, together with their wives and female servants, must without exception report themselves at the Yamen of the local authority of their native place or place of residence. If they reside at a distance from such Yamen or any police station, they may send their names in collectively through the Headman of the village.

Proclamations will be issued in advance by the local authorities giving the necessary directions, and forms will be supplied which smokers will have to fill in, giving their names in full, age, address, occupation, and daily allowance of opium; and a limit of time will be fixed for them within which they must report themselves as having given up smoking, due consideration being paid in this regard to the element of distance.

As soon as all the smokers have reported themselves, a register will be drawn up and a copy thereof be sent to the higher authorities for purposes of record and reference. At the same time, printed licences under the official seal will be prepared, and every smoker will be obliged to have his licence. These licences will be of two classes—(A) and (B). Persons over sixty years of age will get licences under class (A), while those under sixty will be enrolled under class (B), provided always that no person who has held a licence under class (B) shall be entitled to the issue of a licence under class (A) on subsequently attaining the age of sixty.

The licence will contain the holder's name in full, age, address, daily allowance of opium, and date of issue, and will constitute the permit to consume and buy opium. Any person consuming opium without a licence, or purchasing the drug, shall on discovery or information duly laid be subject to such penalty as may be called for. After the first inquisition, inspection will proceed on the basis of the register, and no fresh applications for licences will be entertained, in order that the number of smokers may be strictly limited.

**Article 3.** To reduce the craving for opium within a limited time, in order to remedy chronic addiction thereto.

After the licences have been issued, and putting out of consideration persons over sixty whose constitutions are already undermined, and in whose case the question of giving up the habit need not be pressed, all persons under sixty holding licences under class (B) shall have a limit set on the quantity of opium which they consume, to be reduced each year by 20 to 30 per cent., and to be totally given up within a few years. On becoming total abstainers, they will have to produce a bond signed by a relative or near neighbour, which will be presented to the local authority, and if found in order, the

name of the party will be erased from the register, while the licence will have to be surrendered for cancellation. Returns of all such proceedings will then be made quarterly to the higher authorities. But if in spite of the liberal period of years allowed under this system there should be individuals who fail to become total abstainers within the allotted time, they must be regarded as wilful victims to self-abuse, and nothing remains but to expose them to punishment for not abstaining. In the future, therefore, if any holder of a class (B) licence exceeds the time limit without giving up the habit and surrendering his licence for cancellation, he shall, if an official, resign his office; if a graduate or licentiate, he shall be deprived of his rank and diploma; and if he be of the ordinary people, his name will be recorded by the local authority as an opium sot. A special list of such names will be kept, and a return thereof be made to the higher authorities. Besides this, such names, with the person's age, will be affixed in a public place for general observation, and also be exhibited in the town or village where such person lives, that all may know his condition. Such persons will, further, not be allowed to take part in any annual or periodical meetings which may be convened for any purpose by the local Notables, or in any respectable concern of life, so that it may be clearly shown that they are outcasts of society.

**Article 4. To prohibit opium houses, in order to purify the abodes of pollution.**

Before the time limit is reached upon which the prohibition becomes absolute it would naturally be hard to suddenly prohibit the existence of shops for the sale of opium. But there is a class of opium dens which offer a continual temptation to youths and the unemployed to frequent. These places are in every respect noxious, and should be prohibited by the local authorities, one after the other; a term of six months being fixed for the complete cessation of this calling and the substitution of another trade. If the time limit is exceeded they should be compulsorily closed.

Eating-houses and restaurants must also not be allowed to furnish opium for the use of guests, nor must guests be permitted to bring smoking appliances with them, under penalty of a heavy fine. Shops for the sale of pipe-stems or bowls, opium-lamp, or other smoking appliances, must also be given one year's time by the local authorities within which to close business, under penalty of a heavy fine. In any place where an excise is levied per lamp in opium-dens, such levy must be discontinued within one month.

**Article 5. To closely inspect opium-shops in order to facilitate preventive measures.**

Although it is not possible to forbid at once the existence of opium shops, steps must still be taken to compel their gradual disappearance, and under no circumstances can any new shops be allowed to open. All shops in any city, town, or village which sell the raw drug or prepared opium must be severally inspected by the local authorities, who will draw up a list of them in the form of a register, and issue to each a licence which will constitute their permit to carry on this trade. Once the inspection has been made, no additions to the number of shops will be allowed.

Whenever persons come to such shops to buy opium, raw or prepared, the shop-keeper must examine the customer's licence before he serves him, and without so doing must not sell any of the drug.

At the end of the year these shops must make a *bond fide* statement in writing to the local authority of the amount of opium, raw and prepared, which they have sold. The local authority will register these returns, and reckon up the total amount sold in his district by all the shops together, so as to show the amount of decrease in each year and for the purposes of comparison, provided always that within the period of ten years the sale shall be entirely stopped. If the time limit be infringed, the shops will be compulsorily closed and the stock in hand be confiscated, besides the imposition of a fine of at least double its value.

Shops which from time to time drop out of the business must surrender their licences for cancellation. The licence must not be kept, under penalty of a heavy fine.

**Article 6 To manufacture remedies for the cure of the opium habit under official control.**

There are many good remedies for curing the opium habit, and the high provincial authorities should appoint efficient and experienced medical officers to make a careful study of these, with a view to the selection of a number of prescriptions (suitable to the natural conditions of each particular locality) and the manufacture thereof of pills

or medicines, provided that such pills or medicines shall not contain opium-ash or morphia.

Such remedial medicines should then be bought by the local authorities, who will distribute them among the local charitable institutions or medicine-shops for sale at the original price, while poor persons will be allowed to obtain them free of charge.

The gentry and tradesmen will also be allowed to manufacture such remedies according to prescription for free distribution with a view to spreading this benefit more widely; and any person who can be shown to have promoted such distribution by his personal exertions or exhortation, and to have succeeded in breaking others of the opium habit thereby, shall be awarded honorary recognition by the local authorities.

Article 7. To allow the establishment of anti-opium Societies in order to promote this good movement.

There have recently been several instances of public-spirited individuals who have combined with others of their own class in founding anti-opium Societies, and in mutually assisting in exhorting the abandonment of the habit. Such enterprises deserve the highest praise; and the high provincial authorities should direct the local officials to take the lead among the respectable men of standing in each place and develop the establishment of such Societies, so that with each addition to the number there will be an additional centre of activity. But such Societies must only be allowed to concern themselves with the single question of giving up opium, and must not discuss current politics or questions of local government, or other subjects not related to the abandonment of the opium habit.

Article 8. To charge the local authorities with the duty of leading the movement among the local gentry and heads of guilds, in order that it may prove really operative.

The present measure depends entirely on the local authorities taking the lead among the gentry and heads of guilds in giving proper effect to its provisions. Success can only be attained by a loyal and conscientious effort in this direction. The high provincial authorities must therefore carefully examine each year into the reports of their inferiors, and study the returns of the number of consumers originally recorded and the number of abstainers, besides seeing whether due activity has been shown in the supply of anti-opium medicines, and in promoting the formation of anti-opium Societies. By comparing these various records, they will be in a position to apportion praise and blame as due. They should also draw up an annual Report for transmission to the Council for State Affairs, and to serve as a basis for examining the operation of this measure.

As regards the city of Peking, the officers in charge of all police stations, the Captain-General of the Peking Gendarmerie, and the Governor of Peking (Shuntien-fu) will be responsible for the due execution of these provisions.

If, before the expiry of the term of ten years, it can be shown that there are already no opium smokers in any particular jurisdiction, the local authority shall be recommended for promotion.

In carrying out the survey of opium-bearing land, the inspection of opium dens and opium shops, and the issue of certificates and licences, as well as in the registration of smokers, the strictest injunctions must be imposed on the official assistants, clerks, and servants, that no exactions whatever will be permitted, under penalty for infraction of this rule, and upon information duly laid of the punishments prescribed for extortion.

Article 9. To strictly forbid the smoking of opium by officials, in order that an example may be set for others to follow.

The complete prohibition in ten years of the use of opium applies to the general population. But the officials must set an example to the people. If they have such a vice, how can it be expected that they shall lead the people straight?

Now, it is desired to make this measure effective, and, with this end in view, it is absolutely necessary to start with the officials, and make the time limit for them more severe and the penalties for non-compliance more heavy, so that, as grass bends to the wind, the people may comply with their example.

From henceforth, all metropolitan or provincial civil or military officials of high or low grade who are over 60 years of age, and who are so strongly addicted to the opium habit that they cannot break it off, will be put out of consideration, as if they were of the common people, and treated leniently.



All Princes, Dukes, and other hereditary Nobles, Presidents and Ministers of Boards and Metropolitan Yamens, Tartar Generals, Governors-General and Governors, Military Lieutenant-Governors, Deputy Lieutenant-Governors, Provincial Commanders-in-chief and Brigade Generals holding substantive appointments are the recipients of the Imperial favour to no small degree, and of exalted rank and standing. No deception or pretence on their part must be permitted in this matter. Any of these who have been in the habit of smoking shall be permitted to memorialize the Throne direct, praying for a limit of time to be fixed for them within which to give it up. During such period they will for the time being not be removed from office, but a substitute will be appointed to act for them. When they can show that they have given up the habit they will be allowed to resume office, but it must be clearly understood that no excuse of illness will be entertained as necessitating the further use of the drug beyond the appointed time. All other metropolitan and provincial officials, civil or military, substantive or expectant, of high or low grade, who are addicted to opium, shall be placed under the supervision of a delegate appointed by their superiors, and be directed to present a true statement of the facts of their case; and, without consideration as to whether their craving for opium is heavy or slight, they will be given six months within which to give up the habit altogether. At the expiry of this period they must apply for an officer to be appointed to examine them again, and enter into a bond, which will be filed. If they become seriously ill and fail to break off the habit within the stipulated time, they may represent the facts to their superiors, in which case any hereditary title they may possess will be transferred according to the proper rules of succession to another to hold, and, if they are officials, they will be retired with whatever rank they may be holding. If it be discovered that they are holding back the facts and infringing this rule by means of deception, they must be impeached and degraded, as a warning against any such trifling and deceit.

If the superior authorities are lax in examining, they shall be reported to the Throne for the determination of a penalty.

Further, all teachers and scholars in any schools or colleges, and officers and warrant officers of the army or navy, who are addicted to opium shall be dismissed within three months.

**Article 10.** To enter into negotiations for the prohibition of the import of foreign opium in order to close the sources of supply.

The prohibition of the growth of opium and of its consumption is a measure of internal policy which we are justified in taking without further circumspection. But the question of foreign opium, which is imported from other countries, impinges on our foreign relations, and the Imperial commands should therefore be sought to direct the Board of Foreign Affairs to make a satisfactory arrangement with the British Minister with a view to effecting an annual decrease within the next few years of the import of foreign opium *pari passu* with the decrease of native opium, so that both may be absolutely prohibited by the expiry of the time limit of ten years.

Besides Indian opium, the drug is also imported from Persia, Annam, and the Dutch Indies in no small quantities. In the case of Treaty Powers negotiations should similarly be entered into with their Representatives in Peking to effect the prohibition of such import; while with non-Treaty Powers we can exercise our own prerogative in strictly forbidding the import.

All Tartar Generals, Military Lieutenant-Governors, Governors-General, and Governors should also direct their subordinate authorities and Commissioners of Customs to take preventive measures along the trade routes and frontiers to stop smuggling.

As regards morphia and the instruments used for its injection into the skin, the effects of which are even more injurious than those of opium itself, proper effect should be given to the stipulations laid down in Article XI of the British Commercial Treaty, and Article XVI of the American Commercial Treaty, and instructions be issued to all custom-houses to disallow the import of any morphia and instruments into China which are not for medical use; while a strict prohibition must be enforced against any shops in China, whether native or foreign, manufacturing morphia or instruments for its injection.

**Article 11.** All Tartar Generals, Governors-General, and Governors of Provinces should direct the civil and military authorities in their jurisdiction to issue Proclamations promulgating these Rules for general observance.

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*Wang Tahsieh to Sir Edward Grey.—(Received January 26.)*

Your Excellency,

*Chinese Legation, January 25, 1907.*

I HAVE the honour to inform your Excellency that I have received from the Wai-wu Pu certain proposals for the gradual abolition of the opium trade in China. I have accordingly the honour to inclose a translation of these proposals for the favourable consideration of your Excellency.

I have, &c.  
(Signed) WANG TAHSIEH.

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Inclosure in No. 6.

*Proposals to the British Government with respect to the Indian Opium Traffic.*

(Translation.)

THE trade in Chinese native opium is, by order of the Chinese Government, to be discontinued within ten years. But if this reform is to have any effect the importation of Indian opium must also be prohibited within the same period, so that both may come to an end together. Assuming this to be so, the amount of imported Indian opium ought to be reduced year by year, and, taking the average of the five years 1901 to 1905 as the basis of reduction, we request the consent of the British Government to reduce the total amount of imported Indian opium by one-tenth every year, starting from 1907.

2. The principal centre of the export trade in Indian opium is Calcutta. They accordingly propose to send a Chinese official to Calcutta to take note of the quantities of opium sold at auction, packed into balls, and exported to China, and they request the British Government to consent to this course of action.

3. The duty on native opium, which formerly ranged from 60 to 90 taels, has now been raised to 115 taels. On Indian opium, which is twice as strong as the native article, the duty is 110 taels, a much lighter duty in comparison to that levied on the native opium. What the Chinese Government fears, therefore, is that this cheapness of Indian opium will, combined with its extra strength, aggravate the vice of opium smoking, and so defeat the policy of prohibition. The Chinese Government accordingly request the British Government to consent to doubling the import duty upon Indian opium by raising it to 220 taels a-picul. In doing this, the Chinese Government is not actuated by any desire of increasing its revenue, but simply by the hope of bringing about a diminution in the number of opium smokers.

4. A large quantity of prepared opium is already produced in Hong Kong and finds its way into the interior of China. The amount of this prepared opium is sure to be greatly increased by the suppression of the native opium trade and by the prohibition against the importation of Indian opium. To meet this danger the Chinese Government make two proposals, for which they request the support of the British Government. One is that the Governor of Hong Kong should be requested to render every assistance towards strictly preventing both the raw and the prepared opium entering Chinese territory. The other is to levy a high duty on any such prepared opium entering China.

5. In the present state of affairs the hotels, the restaurants, the tea shops, the brothels, and other public resorts in the foreign Settlements are supplied with opium. The Chinese Government desires that the supply of the drug to these places shall be prohibited, as well as the "opium dens" closed. It also desires that the sale of pipes, lamps, and other implements used for or in connection with the smoking of opium in any shops shall be stopped. They request the British Government to inquire into these matters and to instruct the proper authorities to assist the Chinese officers in enforcing the new Regulations for dealing with the opium traffic.

6. The practice of subcutaneous injection of morphia by a syringe or injection needles constitutes a grave public danger, and as such it was made the subject of prohibition under Clause XI of the Mackay Treaty, but the prohibition was not to be enforced until the other Treaty Powers assented to such enforcement. The Wai-wu Pu has communicated on this subject with the other Powers whose Commercial Treaties with China have not yet been settled, and has requested them to agree to this point, and to prohibit the exportation to China of morphia and of the syringes or

injection needles. Most of the countries so applied to have given their consent. Those which have not yet replied have been urged to do so at once. Under the circumstances, and having regard to the fact that the object in view is a laudable one, the Chinese Government trust that the British Government will see their way to enforcing the Mackay Treaty on this point without delay

## No. 7.

*Sir J. Jordan to Sir Edward Grey.—(Received January 28, 1907.)*

Sir, *Peking, December 11, 1906.*  
 WITH reference to my despatch of the 26th ultimo, I have the honour to forward to you herewith a copy of a Circular despatch which I addressed to His Majesty's Consular officers in China on the 1st instant on the subject of the recent Regulations issued by the Chinese Government dealing with the opium abolition question.

I have, &c.  
 (Signed) J. N. JORDAN.

## Inclosure in No. 7.

*Circular addressed by Sir J. Jordan to His Majesty's Consuls in China.*

Sir, *Peking, December 1, 1906.*  
 I FORWARD to you herewith a translation of a set of Regulations which have been issued by the Chinese Government dealing with the question of the eradication of the use of opium by the nation.\*

I have forwarded a copy of these Regulations to His Majesty's Government, who have been approached by the Chinese Government with a request for their co-operation in the stamping out of this vice and its attendant evils.

I have to request you to give your careful attention to the Articles of the Regulations herewith inclosed, and to furnish me with reports from time to time on the steps which may be taken by the provincial officials to carry them into effect. You should also report on the attitude of the officials and of the people generally towards them, and any details which you consider may prove of value or interest.

I would point out that the matter, involving as it does so important a question of policy, no trouble should be spared to furnish me with all the information procurable on the methods adopted to carry out these Regulations, so that I may be in a position to advise His Majesty's Government fully on the subject.

It appears to me that in the provinces chiefly devoted to the growth of the poppy, and in those where the means of access for Consular officers with the interior are difficult, much useful information as to the extent of land still under poppy cultivation from time to time, the reception of the Regulations by the people, &c., might be obtained from missionaries or others residing in the remoter districts, and I would suggest that these means of obtaining information should be adopted wherever practicable.

I am, &c.  
 (Signed) J. N. JORDAN.

## No. 8.

*Memorandum communicated by the American Embassy.*

GREAT BRITAIN advised the United States, in Sir Edward Grey's letter of the 22nd November, 1906, that His Majesty's Government was willing to take part in a Joint Commission or joint investigation of the opium trade and the opium habit in the Far East by the United States, Great Britain, France, the Netherlands, Germany, China, and Japan, if the other Powers agreed, and if, as regards China, the inquiry

\* See Inclosure in No. 5.

extended to the production of opium in China as well as to the import of foreign opium

Since then the United States has received a similar favourable response from the Government of Japan; the co-operation of China seems also assured by the Imperial Rescript of the 21st November, 1906.

The United States is now inquiring from France, Germany, and the Netherlands whether they would be willing to join in a Conference on the opium question, or whether, if deemed more convenient and practical, they would be prepared to name Commissioners, who would concert with like Commissioners of the other Powers named, to investigate the subject. In the latter case either a joint recommendation of the Powers would be expected, or, in case of divergence of opinions, a statement to each Government for its consideration, with a view ultimately to united action or to coincident action by each Government in its own sphere.

The United States would be glad to learn which of the two courses above suggested would seem to His Majesty's Government the more convenient and acceptable.

February 11, 1907

No. 9.

*Sir Edward Grey to Mr. Carter.*

Sir,

*Foreign Office, March 14, 1907.*

I HAVE the honour to inform you that His Majesty's Government have considered the Memorandum communicated to me on the 11th ultimo, inquiring whether His Majesty's Government would prefer to join in an International Conference on the question of the production of opium in China, as well as of the import of foreign opium into that country, or to name Commissioners who would investigate the subject in concert with the Commissioners of certain other Powers.

I have the honour to say, in reply, that, in the opinion of His Majesty's Government, procedure by way of Commission would seem better adapted than a Conference for an investigation of the facts of the opium trade, and of the consequences of the opium habit, in the Far East. It is understood from the conversation which I had the honour of holding with Mr Whitelaw Reid on the 17th October, 1906, that it was the wish of the Government of the United States that the facts should be carefully investigated in the Far East by a Commission, preliminary to any action which might be taken by the Powers jointly or severally. It is conceivable that a Conference, if convened, might find that the materials placed before it were insufficient for arriving at definite recommendations.

If, however, the other Powers consulted prefer procedure by way of a Conference, His Majesty's Government have no desire to press this view.

I have, &c.  
(Signed) E. GREY.

No. 10.

*Sir J. Jordan to Sir Edward Grey.—(Received March 23.)*

Sir,

*Peking, February 6, 1907.*

I HAVE the honour to transmit to you herewith copy of a despatch which I have received from Mr. Tours, Acting British Consul at Chunkiang, inquiring what attitude he should assume towards opium shops existing within the British Concession.

I also have the honour to inclose copy of a despatch which I have addressed to Mr. Tours in reply. In the British Concessions at Tien-tsin and Canton there are no opium dens, and I am making inquiries as to how far they exist at other ports. It would, in my opinion, be desirable that the Municipal Councils of all British Concessions should be moved to close any opium shops or dens that may exist in them, even before His Majesty's Consuls are approached on the subject by the Chinese authorities, but, pending the receipt of instructions from you on the whole question of the assistance to be given to the Chinese Government in their endeavours to suppress the opium habit, I have thought it better in my despatch to Mr. Tours to confine myself to

instructing him, in the event only of his being approached by the local authorities, to give them the assurance that he is ready to take measures for the closing of opium shops in the Concession similar to those that may be put into practice by them outside. For the rest, he need not initiate any action until the receipt of further instructions.

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure 1 in No. 10.

*Acting Consul Tours to Sir J. Jordan.*

Sir, *Chinkiang, January 21, 1907.*  
IN view of your Circular of the 1st December last, I have the honour to inquire what attitude this Consulate should assume towards opium shops existing within the British Concession.

I have permitted the Meeting of Landrenters to renew the opium-shop licences for the year 1907, but I informed the Meeting that permission was entirely conditional upon any attitude I may be called upon to take up as a result of the recent Regulations against opium.

I have, &c.  
(Signed) B. G. TOURS.

Inclosure 2 in No. 10.

*Sir J. Jordan to Acting Consul Tours.*

Sir, *Peking, February 6, 1907.*  
I HAVE received your despatch of the 24th ultimo, inquiring what attitude you should observe towards opium shops existing within the British Concession.

In reply, I have to inform you that, in a Memorandum handed to me by the Ministers of the Wai-wu Pu on the 29th November last, His Majesty's Government were requested, among other things, to take the lead in giving the necessary instructions that in all foreign Settlements and Concessions the measures for the inspection and prohibition of opium shops and dens shall be similar to those adopted by the Chinese authorities.

The Memorandum contained various other proposals, all of which I have communicated for the consideration of His Majesty's Government, from whom I am as yet without instructions. As soon as I am definitely informed by Sir Edward Grey of the attitude I should adopt in regard to the proposals of the Wai-wu Pu, I will issue circular instructions to His Majesty's Consuls, and in the meanwhile you need not initiate any action unless the question is brought to your attention by the Chinese authorities.

As the latter is a possible eventuality I would draw your attention to the inclosed letter,\* dated the 12th January, from the Chairman of the Shanghai Municipality, written in reply to one from the Senior Consul, inclosing a Proclamation proposed to be issued by the Taotai and having for its object the closing of opium houses. This letter was published in the "North China Daily News" of the 17th January. In the concluding paragraph the Council express their readiness to support the local authorities to the full extent of their power as soon as there is evidence of *bond-fide* intention on the part of the Chinese Government to give practical effect to their present protestations.

This attitude, adopted by the Municipal Council of an international Settlement, appears to me fair and reasonable, and it is, in my opinion, desirable that every willingness should be shown in a British Concession to co-operate with the Chinese authorities in any genuine endeavour to suppress the opium habit. Should you, therefore, be approached by them in the matter, I see no objection to your giving them the assurance that you are ready to take measures for the closing of opium shops in the Concession similar to those that may be put into practice by them outside.

I am, &c.  
(Signed) J. N. JORDAN.

\* Not printed.

## No. 11.

*Sir J. Jordan to Sir Edward Grey.—(Received April 6.)*

Sir,

*Peking, February 20, 1907.*

I HAVE the honour to inclose translation of the Imperial Decree, the effect of which is to remind the Provincial Governments that the Court attaches great importance to the conscientious fulfilment of the earlier Decree and Regulations for the prohibition of opium.

I also inclose, for your information, copies of the correspondence with his Excellency Tong Shoa-yi, Vice-President of the Wai-wu Pu

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure 1 in No. 11.

*Imperial Decree.*

(Translation.)

A MEMORIAL has been received from the Board of the Interior devising general arrangements for the prohibition of opium; and whereas opium is injurious to the public health, we have already issued an Edict commanding every province to fix a limit of time for its strict prohibition. The Board having now recommended in their Memorial the extension of branch Anti-Opium Societies, and that the opium dens throughout the provinces should be uniformly closed and prohibited as laid down in the new Regulations, it is hereby commanded that all Tartar Generals, Viceroy, and Governors shall take part with their subordinates in conscientiously carrying out these steps. But strict as must be the prohibition against smoking, it is even more necessary to forbid the cultivation of the poppy, in order to sweep away the source of evil. The responsibility is, therefore, placed upon all Tartar Generals, Viceroy, and Governors to see to it that cultivation is diminished annually, as prescribed by the Regulations submitted to us, and that within the maximum term of ten years the supply of foreign and native opium is completely cut off. There must be no laxity or disregard for this beneficial measure, which the Throne so ardently desires.

*February 7, 1907.*

Inclosure 2 in No. 11.

*Sir J. Jordan to Tong Shoa-yi.*

Dear Mr. Tong,

*Peking, February 6, 1907.*

I HAVE received a query from His Majesty's Government with regard to which I should be glad to have definite information.

In the opium proposals which your Excellency and the other Ministers of the Wai-wu Pu asked me to transmit on the 30th November last, it was suggested that the Indian import should be diminished by one-tenth each year after 1907. I took this to mean that the settlement to which the proposals relate was to take effect from January 1908. Is this correct?

The Government of India have, I understand, notified the continuance of sales on the present scale up to that date, and any change before then would be very inconvenient.

I shall be much obliged if you will kindly let me have an early reply.

Yours sincerely,  
(Signed) J. N. JORDAN.

Inclosure 3 in No. 11.

*Tong Shoa-yi to Sir J. Jordan.*

(Translation.)

Sir,

*February 9, 1907.*

I HAVE the honour to acknowledge the receipt of your Excellency's letter inquiring, under instructions from His Majesty's Government, whether the proposal in

this Board's Memorandum on the opium traffic that after 1907 the Indian importation of opium into China should be diminished by one tenth per annum was intended to mean that this arrangement should start from the 1st January, 1908, and observing that the Indian Government had made its arrangements, as usual, with the dealers for the current year, and that any alteration would, of course, be inconvenient.

I have the honour to state, in reply, that the prohibition of opium in China was fixed by Imperial Decree to become completely effective in ten years, and that this time-limit should be reckoned from the present time to the end of the 42nd year of Kuang Hsu (22nd January, 1917).

His Majesty's Government being now prepared to call on India to diminish her importation of opium into China, and in view of the wording in this Board's Memorandum, which provides for steps being taken "after 1907," I have the honour to state that there is no objection to reckoning the date of commencement from the 1st January, 1908, but as this will be eleven months later than the date which China intended to fix, or, roughly speaking, a year later, it is to be apprehended that in the last year of this period opium will still be brought into China where the prohibition will have become already completely effective, and that, owing to the want of market, the importers may be put to loss. We would therefore request His Majesty's Government to direct that the amount of opium imported into China, counting from the 1st January, 1908, should be decreased by one-ninth part each year, so as to cease entirely within the 42nd year of Kuang Hsu (3rd February, 1916, to the 22nd January, 1917), and thus correspond with the steps taken by China. I have the honour to request your Excellency to lay this before His Majesty's Government for their consideration and consent.

I avail, &c.  
(Signed) T'ONG SHOA-YI.

No. 12.

*Sir Edward Grey to Sir J. Jordan.*

(Telegraphic.)

*Foreign Office, April 27, 1907.*

YOUR despatch of the 6th February.

I agree with your proposal that, before the foreign Consuls are approached by the Chinese authorities, the Municipal Councils should be moved to close opium shops or dens, provided effective measures for closing the establishments outside the foreign Concessions have previously been taken.

No. 13.

*India Office to Foreign Office.—(Received May 30.)*

Sir,

*India Office, May 29, 1907.*

I AM directed by the Secretary of State for India in Council to address you with reference to the proposals made by the Chinese Government for restricting the importation and consumption of foreign opium. I am also to forward, for the information of Sir Edward Grey, a copy of a letter from the Government of India,\* in which the effect of the scheme, if brought at once into full operation, on the revenues and agriculture of India is examined, and suggestions made for giving it a more limited and tentative shape, consistent with the principle that the reduction of the import of Indian opium shall take place *pari passu* with reduction in the production and consumption of Chinese opium.

2. The three proposals in the scheme which directly concern India are—

(1.) That taking the average import of opium into China for the five years 1901-1905 as a basis, the import in 1908 shall be restricted to nine-tenths of this quantity, and a like reduction of one-tenth shall be made in each subsequent year until the trade be extinguished by 1917.

(2.) That a Chinese official shall be stationed at Calcutta to watch the auction sales and exports of opium.

\* Not printed.

(3.) That the Chinese Government should increase the present consolidated import and *li-k'in* duty of 110 taels per picul of foreign opium to 220 taels.

3. It will be seen that the Government of India have no objection to (2) provided that it is clearly understood that the Chinese official will have no power of interference of any description. With regard to (1), the Government of India are willing, if it be thought necessary, to restrict the export of opium from India in 1908 to 48,000 chests of Bengal opium and 12,000 chests of Malwa opium. The quantity of opium exported of late to China and other countries is returned at 52,800 chests of Bengal opium and 19,000 chests of Malwa opium, or 71,800 chests in all. The proposed limitation of the export to 60,000 chests from 1908 is thought to be a very substantial reduction on this figure, and the view of the Government of India is that such a standard ought to satisfy the Chinese Government for the present, and until the effect of the measures taken in China to diminish the production of native opium can be accurately ascertained. With regard to (3), the Government of India express themselves opposed to an increase in the present rate of import and *li-k'in* duty. It is urged that the proposal cannot be maintained on moral grounds, or as having the effect of a measure of prohibition, as inasmuch as it would merely result in a transfer of revenue from the Indian to the Chinese Treasury, and would not raise the price of Indian opium to the Chinese consumer. It is further urged that the evidence is opposed to the view that a higher rate of taxation on Chinese opium has up to date been effectively imposed throughout China.

4. The two important questions, so far as India is directly concerned are, therefore, the restriction to be placed on the quantity of opium imported into China, and the future rate at which the consolidated import and *li-k'in* duty is to be levied at Chinese ports on foreign opium. I am now to state the conclusions at which the Secretary of State for India in Council has arrived on these points, after giving the subject his most careful consideration.

5. As regards restriction of import two separate points present themselves for consideration. First, the method of applying the restriction, and secondly, the degree of rapidity with which it is to be enforced.

6. The intention of the Chinese Government would seem to be to limit by Imperial Law and by Treaty Regulations the aggregate quantity of foreign opium from all sources, without distinction of the country of origin, that is to be allowed by the Maritime Customs to enter China in each year. On the limit being reached, further import would presumably be prohibited for the rest of the year. Under this system the Chinese Government would not be directly concerned with the quantity of opium produced in India or placed on the Indian market for export, but would rely on restrictions to be enforced by the Customs in Chinese ports. The alternative method suggested by the Government of India's letter is that the Indian Government should undertake to restrict the quantity of opium exported from India. This method proceeds on the assumption that, as regards Indian opium, a restriction of the aggregate export of opium from India would in itself bring about the restriction of the import into China desired by the Chinese Government, and would not require to be supplemented by a Chinese Regulation limiting the import of Indian opium into China. At present the whole of the Malwa opium, and two-thirds of the Bengal opium exported from India go to China, either directly or by transfer from Singapore or other intermediate ports. It is believed, and apparently on reasonable grounds, that any reduction in the quantity of opium produced in, and exported from India, would reduce to that extent the quantity consigned to China. There are obvious advantages in regulating the supply of opium at its source; and Mr Secretary Moiley considers that restriction in India, in the manner proposed, might be offered to the Chinese Government as a simple and effective means of meeting their wishes. The restriction of the imports of Persian, Turkish and other opium would, in that case require to be separately arranged, and should be carried out simultaneously.

7. With regard to the second point, the Secretary of State in Council does not anticipate that the Chinese Government would be satisfied if our co-operation were limited, as the Government of India have suggested, to restricting for some years to come, until there was adequate evidence that production and consumption of opium in China had been reduced proportionally, to 60,000 chests a-year the export of opium from India to China and elsewhere. The Chinese proposal on the other hand, which involves extinction of the import in nine years, would commit India irrevocably and in advance of experience to the complete suppression of an important trade, and goes beyond the underlying condition of the scheme, that restriction of import from abroad



and reduction of production in China shall be brought *pari passu* into play. In discussing the matter with the Chinese Government, His Majesty's Minister should, I am to suggest, point out this difficulty, and, while accepting the principle of a progressive reduction, should propose to limit it in the first instance to a term of three years. But he might be authorized to give an assurance, on behalf of His Majesty's Government, that the export of Indian opium would continue to be reduced in the same proportion beyond that period, if the Chinese Government had within the period observed their share of the mutual undertaking. Expressed in figures, the three years' agreement would be this. In the five years, 1901-1905, the sales of Bengal opium for export averaged about 48,000 chests a-year, of which about 32,000 chests were taken by China. In the same period the exports of Malwa opium averaged 19,000 chests a-year, the whole of which went to China. The gross export of Indian opium beyond seas in the five years thus averaged 67,000 chests a-year, of which China took 51,000 chests. His Majesty's Government would undertake to limit the quantity of opium (Bengal and Malwa) exported from India to countries beyond the seas to 61,900 chests in 1908, 56,800 chests in 1909, and 51,700 chests in 1910, the reduction being at the rate of 5,100 chests a-year, or one-tenth the average export of Indian Opium to China in the five years ending 1905.

8. With regard to the proposed doubling of the import and *li-k'in* duty, I am to say that the Secretary of State in Council considers that the Government of India have shown that this measure would not have the prohibitive effect claimed for it by the Chinese Government as it would not alter the price of opium in China. It is desirable that some emphasis should be laid on this point when the Chinese scheme comes under discussion, since the Chinese Government have expressly declared that enhancement of the duty is not sought by them for revenue purposes. But it must be frankly recognized that the Chinese Government have a clear case for proposing to subject foreign opium to as heavy a scale of taxation as is levied on native opium, all relevant circumstances being duly considered in making the comparison. His Majesty's Minister should, it is suggested, be instructed to discuss the proposed enhancement of taxation with the Chinese Government from this point of view. The information before Mr Secretary Morley is insufficient for definite conclusions to be drawn as to the comparative incidence of the existing taxes on foreign and native opium, but the facts are doubtless within the knowledge of or readily procurable by His Majesty's Minister. There is first the point raised by the Indian Government, whether the new taxation in China is levied on all native opium. Secondly, there is the point whether the new taxation, so far as it has been made effective, has doubled or largely increased the taxation hitherto levied on native opium. As stress is laid on this by the Chinese in proposing to double the import duty on foreign opium, its accurate determination is of importance. It would seem that hitherto numerous transit duties have been levied on native opium, the collective effect of which was not inconsiderable, and that these have now been swept away and a single uniform tax substituted. Thirdly, there is the point as to the relative values or the relative strengths of Indian and Chinese opium. As to relative strengths there is very little information on record. But, in view of the improvement said to have taken place of recent years in Chinese opium, the statement that Indian opium has double the strength of the native article seems to require verification. As to values, the intrinsic value of a chest of opium in India, as measured by the cost of production, is about 500 rupees. The price of Yunnan opium in Yunnan free of duty was reported in 1904 by Mr. Consul Latton to be from 460 to 600 rupees the picul, the picul being a little less than a chest. On this basis there would not seem to be a case for levying twice as high a duty on Indian opium as on native opium. If the comparison is made with the price of Indian opium in the Hong Kong market, a different inference might be drawn, but it should not be overlooked that this price is not the natural price of the article, but includes the Bengal monopoly tax, or the Malwa Pass duty, as the case may be.

9. Mr. Secretary Morley considers that these points require to be discussed with the Chinese Government before any conclusion can be come to as to the reasonableness of the proposal to double the present duty. The Chinese Government have undertaken not to discriminate against imported opium. Indian and Chinese opium, it is agreed, should pay proportionally equal taxation. It should be possible as the result of full discussion to settle approximately, though not with mathematical accuracy, what this taxation should be. The Chinese Government recently suggested to Sir Robert Hart that the Treaty Powers should be asked to agree to the present duty of 110 taels being

raised to 150 taels. If this was thought a reasonable proposal a year ago, it might be found on examination to be in greater accordance with facts than the present proposal for a duty of 220 taels. There is no question of the imposition of a prohibitive duty, as the Chinese Government seem to suppose. The desired decrease in the consumption of foreign opium is provided for by the proposal for the gradual decrease of its importation.

10. In conclusion I am to say that Mr Secretary Morley in Council is anxious that a settlement satisfactory both to India and China should be arrived at as soon as possible, and trusts that the Chinese Government will recognize the sympathetic spirit in which their proposals have been met by His Majesty's Government, and the extent of the sacrifice which the diminution of the opium trade will occasion to India.

11. It is understood that the assent of the Treaty Powers will be necessary to an enhancement of the import duty, or to a limitation of the import of opium into China. If, however, the alternative method of restriction by means of fixing the maximum quantity of opium to be exported from India beyond seas is accepted by the Chinese Government as preferable to restriction in Chinese ports, it can be put into force without reference to the Powers, and the Secretary of State in Council would be prepared to take action in this direction to the extent indicated in the last sentence of paragraph 7.

I am, &c.  
(Signed) A. GODLEY.

## No. 14.

*Sir Edward Grey to Sir J. Jordan.*

Sir,

*Foreign Office, June 14, 1907.*

I TRANSMIT to you herewith a copy of a letter which has been received from the India Office with regard to the proposals of the Chinese Government for carrying out the Imperial Decree for the abolition of opium-smoking.\*

You should communicate with the Chinese Government in the sense of this letter, which covers the first three proposals put forward by the Chinese Government, as reported by you in November last.

You will observe that the reply of the India Office on these three points is to the following effect:—

In regard to 1, His Majesty's Government make a counter-proposal. Instead of the amount of opium imported into China being restricted, they offer to limit the amount exported from India to countries beyond the seas to—

61,900	chests in 1908.
56,800	" " 1909.
51,700	" " 1910.

The average total annual export for 1901-5 was 67,000 chests, of which China took 51,000.

The progressive annual diminution for the three years would therefore be one-tenth of the amount annually taken by China on an average during that period.

You are also authorized to give an assurance that the progressive diminution would continue in the same proportion after the three years if the Chinese Government had within that period observed their share of the mutual undertaking, *i.e.*, that the production and consumption of opium in China had been proportionally diminished.

The restrictions of the import of Turkish, Persian, and other opium would have to be separately arranged and carried out simultaneously.

In regard to 2, there is no objection to the presence of the Chinese official at Calcutta, provided it is understood that he has no power of interference.

In regard to 3, you should state that you are prepared to discuss the proposal to double the present consolidated duty and *li-kin* from the point of view that foreign opium should be subject to as heavy taxation as native; but His Majesty's Government consider that before any conclusion can be arrived at as to the reasonableness of the

proposal to double the present impost on foreign opium, reliable information is necessary on three points:—

- (a.) Is the new taxation in China effectively levied on all native opium?
- (b.) Has it doubled or largely increased the taxation hitherto levied?
- (c.) What is the relative value of Indian and native opium?

With regard to point 4 of the Chinese proposals, which was to the effect that the Government of Hong Kong should strictly prohibit the boiling of opium for export to China, and that the Chinese Government should be free to impose a prohibitive duty upon such opium, you were requested in December last to consult with the Governor of Hong Kong direct, and I should be glad to learn the result of your communications with his Excellency on the subject.

With regard to point 5, you were informed in my telegram of the 27th April last that His Majesty's Government concur in the view expressed in your despatch of the 6th February last that if effective measures have previously been taken to close any opium shops and dens which may exist outside the limits of the various foreign Settlements and Concessions, the Municipal Councils of these localities should be moved to close such establishments as exist within the Settlement or Concession areas before being approached by the Chinese authorities.

With regard to point 6, while His Majesty's Government are anxious to co-operate with a view to securing the prohibition of the importation of morphia into China, the consent of all the Powers having Treaty relations with that country is necessary before the prohibition can be put into force.

You are aware that the French Government have intimated their willingness to co-operate, and you have been requested to report whether any further action has been taken by the Chinese Government to obtain the assent of the other Powers concerned.

I am, &c.  
(Signed) E. GREY.

No. 15.

*Sir J. Jordan to Sir Edward Grey.—(Received June 17.)*

Sir,

*Peking, April 30, 1907.*

I HAVE the honour to forward to you herewith copy of a despatch which I have addressed to His Majesty's Acting Consul at Chinkiang, in accordance with the views expressed in your telegram of the 27th instant, instructing him, in the event of effective measures to close opium establishments outside the British Concession having been adopted by the local authorities, to move the Municipal Council to take similar action.

I have ascertained that Chinkiang is the only British Concession in China in which opium establishments exist.

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure in No. 15.

*Sir J. Jordan to Consul Sundius.*

*Peking, April 30, 1907.*

WITH reference to my despatch of the 6th February last, copy of which I forwarded to the Foreign Office with a copy of Mr. Tours' despatch of the 24th January, I have to inform you that I have now received a telegram from Sir Edward Grey concurring in a suggestion of mine that British Municipal Councils should be moved to close opium shops or dens before His Majesty's Consuls are approached by the Chinese authorities, provided that effective measures have been taken to close establishments outside the Concessions.

I have therefore to request you to ascertain what action has been taken in the matter by the local authorities outside the British Concession, and, in the event of

effective measures to close opium establishments having been adopted, to move the Municipal Council to take similar action.

I have, &c.  
(Signed) J. N. JORDAN.

No. 16.

*Sir J. Jordan to Sir Edward Grey.—(Received August 10.)*

(Telegraphic.)

*Peking, August 9, 1907.*

I HAVE the honour to suggest the prohibition of the trade in prepared opium, both export and import, between Hong Kong and China, and that measures should be taken by both Governments to prevent smuggling into their respective territories.

The opium farmer's licence entitles him to prepare and sell within the Colony only, and he would therefore not be prejudiced by such a measure, nor would the legitimate trade of Hong Kong be appreciably affected, as, according to Customs returns, less than 13 piculs formed the total amount of prepared opium imported into China last year from foreign countries and Hong Kong, and of these Macao supplied 4 piculs.

No. 17.

*Sir J. Jordan to Sir Edward Grey.—(Received August 12.)*

Sir,

*Peking, June 26, 1907.*

I HAVE the honour to inclose in translation copy of a further Imperial Edict which was issued to-day, reiterating the prohibition against the cultivation and consumption of opium.

The fact that it has been found necessary to adopt the unusual course of repeating these instructions so often suggests the inference that the Government is not altogether satisfied with the response they have hitherto received.

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure in No. 17.

*Imperial Edict, dated June 26, 1907.*

(Translation.)

OPIUM is in the highest degree detrimental to the people. In an Edict of last year prohibiting the use of it, the Council of Government were commanded to frame Regulations and to direct all yamens throughout the country to put a stop to it.

In the third month of this year (13th April—11th May) a further Edict was issued, commanding that general instructions be given to act in strict accordance with the Regulations which had been submitted to the Throne, alike in respect of the cultivation, sale, and consumption of opium.

The welfare of the people is a matter of great concern to the Court, and this is a matter which must positively be put through. The Governor of Peking and the Tartar Generals, Viceroy, and Governors of the provinces are commanded to issue strict instructions to their subordinates to put the prohibition into actual effect, to make it a matter of familiar knowledge in men's houses, to get completely rid of the evil. The Maritime Customs should keep a strict watch on the foreign opium which is imported, and the places in the interior which cultivate native opium must annually decrease the amount cultivated, in accordance with the dates sanctioned. It is further commanded that the relative merits of officials in this respect must be recognized. If the instructions are zealously carried out by an official in his own jurisdiction, it is permitted to memorialize the Throne, asking for some encouragement to be shown him. If an official merely keeps up appearances and, while outwardly obeying, secretly disregards these commands, he is to be denounced by name for punishment.

It is also commanded that an annual return of the land under opium cultivation be made, by way of verification and to meet the desire of the Court to relieve the people of this evil.

## No. 18.

*Sir Edward Grey to Sir J. Jordan.*

(Telegraphic.)

*Foreign Office, September 7, 1907.*

THE following telegram has been dispatched to the Governor of Hong Kong:—

“Sir J. Jordan will consult you about the proposal for prohibiting the trade in prepared opium between Hong Kong and China, the proposal being that measures to prevent smuggling into its own territories shall be taken by each Government. Unless there is some strong objection of which I am not aware, you should agree to this.

“Please address a communication to the Chinese Government, if Lugard agrees when consulted on the subject.”

## No. 19.

*Sir J. Jordan to Sir Edward Grey.—(Received September 23.)*

(Extract.)

*Peking, August 7, 1907.*

IN your telegram of the 27th April last you were pleased to approve the view which I had expressed in my despatch of the 6th February, to the effect that the Municipal Councils of British Concessions should be moved to close any opium shops or dens which might exist within them even before being approached on the subject by the Chinese authorities, provided effective steps had previously been taken to close such establishments outside the limits of the Concessions.

Instructions in this sense were, as reported in my despatch of the 30th April, sent to His Majesty's Consul at Chinkiang, which was found to be the only port where there were any opium shops in the British Concession.

Your despatch of the 14th June extended the above instructions to foreign Settlements, and on its receipt I thought it prudent to telegraph a summary of the views held by His Majesty's Government to His Majesty's Consul-General at Shanghai for communication to the Council. A Circular embodying your instructions, of which a copy is inclosed, was also issued for the guidance of His Majesty's Consuls.

## Inclosure in No. 19.

*Circular addressed to His Majesty's Consuls in China.*

Sir,

*Peking, July 31, 1907.*

WITH reference to the Imperial Decree of the 20th September, 1906, enjoining the prohibition of the consumption and cultivation of opium in China within a period of ten years, and the Regulations subsequently framed for the enforcement of that Decree, and to recent negotiations that have taken place between the British, Indian, and Chinese Governments on the subject, I beg to inform you that His Majesty's Government are of opinion that, if effective measures have previously been taken to close any opium shops and dens which may exist outside the limits of the various foreign Settlements and Concessions, the Municipal Councils of these localities should be moved to close such establishments as exist within the Settlement or Concession areas before being approached by the Chinese authorities, and I have to request that you will bring the views of His Majesty's Government to the notice of the Municipal Council at your port.

I have, &c.  
(Signed) J. N. JORDAN.

No. 20.

*Sir J. Jordan to Sir Edward Grey.—(Received October 5.)*

Sir,

*Peking, August 14, 1907.*

I HAVE the honour to acknowledge the receipt of your despatch of the 14th June last, and to transmit to you herewith copy of a note which I addressed to the Wai-wu Pu on the 12th instant, embodying the views of His Majesty's Government with regard to the proposals of the Chinese Government for giving effect to the Imperial Decree for the abolition of opium smoking.

At an interview which I had yesterday at the Wai-wu Pu, I explained to the Ministers that this communication merely contained a summary of the instructions with which you had furnished me, and that I should be prepared at any time to enter into a fuller consideration of the various points, and explain to them the reasons on which the conclusions of His Majesty's Government were based.

The Grand Secretary Na Tung thanked me for this offer, and intimated his intention of availing himself of it as soon as he had found time to study with sufficient care the contents of my note.

As the further consideration of the question with the Wai-wu Pu will require fuller information on certain points than is at present in my possession, I have issued a Circular to His Majesty's Consuls (copy inclosed) calling for reports on the subject.

In a country where no statistics are published, and where there is great irregularity of procedure in all Departments of the Administration, it is extremely difficult to give anything in the nature of accurate replies to the three questions propounded in your despatch in connection with the Chinese demand for an increase in the taxation of foreign opium.

The following information has been derived from Sir Alexander Hosie, the Acting Commercial Attaché:—

The answer to question (a), as to whether the new taxation is levied on all native opium, is in the negative, for the new tax is not a tax on production, but a transit tax.

(b.) The new tax of 115 Kuping taels may have doubled or largely increased the taxation of opium in transit in some parts of China, but in others it would seem to have resulted in decreased taxation. At Ichang, for example, in the first half of 1905 (*i.e.*, prior to the introduction of the uniform tax of 115 taels) native opium, if junk borne, paid 118·93 Haikuan taels per picul in taxes; while, if steamer borne, it paid 134·79 Haikuan taels if destined for the four inner provinces, and 104 Haikuan taels if for the four outer provinces, of the "Kao chuan Zollverein."

(c.) The Government of India state that the cost of production of a chest of opium is about 500 rupees, or 330 dollars. From the Mengtzu Trade Report for 1906 it appears that native opium was bought on the farms near Yunnan-fu for 288 to 320 dollars per picul, the picul being little less than a chest, while at Mengtzu the price was 480 dollars. At Ichang, in 1905, the f.o.b price of Szechuan opium is given as 340 Haikuan taels per picul, and if taxation of 134·79 Haikuan taels is deducted, the cost of production is 205·21 Haikuan taels, or 308 dollars. On the whole, therefore, it would appear that there is little difference between the cost of production in India and China.

As regards the strength of Indian and Chinese opium, I have been given to understand that the former yields from 10 to 15 per cent. more prepared opium, and that a smoker of 3 mace weight a day of Indian opium requires 4 mace of Chinese opium to produce the same effect.

The replies from the Consulates will, I hope, enable me to submit to you more detailed information on these various points.

I have, &c  
(Signed) J. N. JORDAN.

## Inclosure 1 in No. 20.

Sir J. Jordan to Wai-wu Pu.

Your Highness,

Peking, August 12, 1907.

THE proposals of the Chinese Government for restricting the importation of opium, as embodied in the Memorandum which was handed to me on the 29th November, 1906, by the Ministers of the Wai-wu Pu, were transmitted by me to His Majesty's Government, and have been carefully considered by them in consultation with the Government of India.

I now have the honour to communicate to your Highness the views of His Majesty's Government on this subject:—

1. The Chinese Government proposed that the importation of foreign opium should cease within ten years, and with this end in view should be reduced by one-tenth per annum.

With regard to this His Majesty's Government make a counter proposal. Instead of the amount of opium imported into China being restricted, they are willing to limit the amount exported from India to countries beyond the seas. The average total annual export for the years 1901–5 having been 67,000 chests, of which China took 51,000; they propose, during the next three years, to diminish annually the total amount exported by one-tenth of the average amount taken annually by China: thus, in 1908 the amount exported would be limited to 61,900 chests, in 1909 to 56,800, and to 51,700 in 1910. If during these three years the Chinese Government have duly carried out their arrangements for diminishing the production and consumption of opium in China, His Majesty's Government undertake to continue in the same proportion this annual diminution of the export after the three years in question.

The restriction of the import of Turkish, Persian, and other opium would have to be separately arranged by the Chinese Government and carried out simultaneously.

2. The Chinese Government propose that they should appoint an officer to proceed to Calcutta for the purpose of watching the opium auctions and the packing, in order to ascertain the actual quantities of foreign opium delivered for export. To this His Majesty's Government have no objection, provided it is understood that such officer shall have no power of interference.

3. The Chinese Government represent that foreign opium, though stronger than the native drug, is more lightly taxed; and they propose as a restrictive measure, and not with a view to increasing their revenue, to impose upon it a prohibitive duty and *li-kin* charge of 220 taels per picul.

In regard to this, I have the honour to inform your Highness that I am authorized to discuss the proposal of doubling the present consolidated duty and *li-kin* from the point of view that foreign opium should be subject to as heavy taxation as native, but before His Majesty's Government are prepared to arrive at a conclusion on this question, they consider that trustworthy information is necessary on the three following points, namely:—

(a.) Is the new taxation of 115 taels per picul effectively levied on all native opium in China?

(b.) Has it doubled or largely increased the taxation hitherto levied?

(c.) What is the relative value of Indian and native opium?

In order to comprehend justly this question of the actual value of imported opium as a product, it will be of assistance to your Highness' Board to bear in mind that the price of Indian opium in the Hong Kong market is not the natural price of the article, but includes the Bengal monopoly tax, or the Malwa pass duty, which amounts to 433 taels per picul in case of the former, and 264 taels in that of the latter.

As regards the statement that the strength of imported opium is double that of the Chinese article, the Government of India is not satisfied that this is the case, since the methods of cultivation in China are said to have been much improved in recent years.

4. As regards the preparation of boiled opium in Hong Kong, and the proposals of the Chinese Government for preventing its import into China, my information is not yet complete, and I must therefore defer making a reply upon this point.

5. With regard to the measures to be taken in the foreign Settlements or Concessions for the prohibition of opium dens and the inspection of shops for the sale of opium and smoking appliances, the view of His Majesty's Government is that if effective steps

have been taken by the Chinese authorities beyond the limits of such Settlements or Concessions, the municipal authorities of these localities should also take effective steps on their own initiative without awaiting the request to do so from the Chinese authorities.

Instructions in this sense have been sent by me to His Majesty's Consuls in the ports where British Concessions exist, and also to His Majesty's Consul-General at Shanghai. But I should state, for the information of your Highness, that considerable doubts have been expressed by competent observers as to the efficiency of the measures taken in various ports by the Chinese authorities, and it is alleged that the closing of the smoking dens has merely converted them into retail opium shops, with the result that the consumption of opium is undiminished among the lower classes.

6. The question of prohibiting the general importation of morphia is one in which His Majesty's Government are fully prepared to co-operate as soon as the consent of all the Treaty Powers has been obtained.

I avail, &c.  
(Signed) J. N. JORDAN.

Inclosure 2 in No. 20.

*Circular addressed by Sir J. Jordan to His Majesty's Consuls in China.*

Sir, *Peking, August 10, 1907.*

AS reliable information regarding the price, strength, and taxation of native opium is desirable, I have to request that you will furnish me with answers to the following questions, so far as they concern your district:—

1. What is the price per picul of raw opium produced in your district before taxation of any kind has been paid?

2. What is the average amount of boiled or prepared opium yielded by 1 picul of raw opium? If possible, compare this amount with that yielded by Indian opium.

3. How much more of the native prepared opium does a smoker of Indian opium require to smoke to produce the same effect? If a smoker consumes 3 mace of Indian opium a day, how much native opium would he consume to obtain equal results?

4. Is the tax known as "t'ung-shui," or "t'ung-chuan," amounting to 115 Kuping taels per picul, levied on all raw opium produced in your district, whether consumed locally, transported from place to place in the district, or exported from the district?

5. If the "t'ung-shui," or "t'ung-chuan," tax is not levied in your district, what other taxes are imposed, if consumed locally and if exported?

6. If the "t'ung-shui," or "t'ung-chuan," tax is not levied in the province of production, is it levied when the drug passes into another province?

7. Is raw native opium which has paid "t'ung-shui," or "t'ung-shuan," elsewhere liable to further taxation in or when passing through your district?

8. Is there an excise or tax on prepared native opium? If so, how much, and how is it levied?

9. Has any attempt been made to establish an official monopoly or monopolies for the purchase and [or] preparation of opium, foreign and [or] native, within your district? If so, please state what has been done.

I am, &c.  
(Signed) J. N. JORDAN.

No. 21.

*Mr. Whitelaw Reid to Sir Edward Grey.—(Received November 1.)*

Sir, *American Embassy, London, October 30, 1907.*

WITH reference to your note of the 14th March last in reply to the Memorandum which I handed to you on the 11th February relating to the question of the production of opium in China, I have the honour to inclose herewith copies of correspondence setting forth the replies of the various Governments to the proposal of the United States to appoint a Commission to investigate this question.



It may be remembered that the initial inquiry instituted by my Government having elicited favourable responses, further instructions were then issued to the several American Diplomatic Representatives expressing the desire on the part of the United States to be informed whether the Governments concerned preferred to investigate the opium question by means of a Conference or through a Joint Commission.

In their replies all the Governments mentioned accepted the proposal in principle, and expressed a preference for a Joint Commission. In one instance the reservation was made that the inquiry should cover the production of opium in China as well as its importation, while several accepted the proposal only on condition of being assured of the co-operation of China. Assurances of the co-operation of China have been given in their reply to my Government, while their general policy in the matter is evidenced by the fact that Regulations for the gradual suppression of the production and consumption of opium in China and orders for their enforcement have been promulgated by the Chinese Government.

In sending to you the present inclosures, I am instructed to convey the expression of the sincere gratification of my Government at the acceptance in principle by His Majesty's Government of the Joint Opium Commission, as well as their appreciation of the friendly interest which they have shown in the contemplated effort to suppress the opium evil in the Far East.

I further venture to inquire whether or not His Majesty's Government find it convenient to suggest a place and time of meeting of the proposed Commission, it being suggested that the several Governments may prefer to await the selection of a place and date of meeting before proceeding to name Commissioners.

I have, &c.  
(Signed) WHITELAW REID.

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Inclosure 1 in No. 21.

*Prince Ch'ing to Mr. Rockhill.*

(Translation.)

Your Excellency,

*Foreign Office, Peking, July 23, 1907.*

WITH regard to the proposal to appoint a Commission to investigate the opium question, I have the honour to acknowledge the receipt of your Excellency's note of the 15th instant, in which you explain clearly the meaning of the first and second paragraphs of your previous despatch. In the note under acknowledgment you also make the following statements:—

1. "As for the manner in which the investigation shall be conducted, the Commissioners themselves, after they shall have met together, must consider and decide upon such details, but none of the Governments represented will be bound to accept the conclusions of the Commissioners or to act upon their recommendations. . . . Each Government will reserve to itself the right to act as it may see fit."

2. "All that is now asked is that China will consent to the general principle of a Joint Commission for the investigation of the opium question."

3. "I trust . . . that I may be favoured at an early date with a reply assenting" to such general principle.

In reply, I have the honour to state that the Chinese Government is determined in its effort to prohibit the use of opium, but, not understanding the method of investigation which would be pursued by the Commission, my Board could not conveniently assent to the proposal before. Now, however, we have read your Excellency's second note, in which your Government's proposal is clearly explained. Moreover, your Excellency called at the Foreign Office on the 19th instant and explained that after the method of investigation shall have been agreed upon by the Commissioners, each Government will itself make the investigation within its own territory. This is the general plan as my Board understands it, and to this proposal we can consent. We will select and appoint a competent Commissioner, and as soon as all the Commissioners together have decided upon the method of investigation to be pursued, China herself will carry out the investigation in all the provinces.

It becomes my duty to send this note to your Excellency for your information, and I request that you will forward this reply to the Department of State.

(Seal of the Wai-wu Pu.)

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Inclosure 2 in No. 21.

*Herr von Tschirschky to Mr. Eddy.*

*Imperial German Ministry for Foreign Affairs,*

*March 28, 1907.*

(Translation.)

IN reply to the note of the 27th February, 1907, the Undersigned has the honour to inform Mr. Spencer Eddy, Chargé d'Affaires of the United States of America, that the Imperial Government is very willing to accept the invitation of the United States, to take part conjointly with the Governments of the United States, Great Britain, France, Holland, China, and Japan, in a Conference for the investigation of the opium question and the opium trade in Eastern Asia. Further, if it should be deemed more practical, the Imperial Government would be willing to appoint a Commission to study the opium question and to investigate proposals, or it would name a Commissioner to take part in a united action.

The Undersigned, while desiring to be informed as to how the proposals of the United States have been received by the other Powers, avails, &c.

(Signed) VON TSCHIRSCHKY.

Inclosure 3 in No. 21.

*M. van Goudriaan to Mr. Hill.*

*Ministère des Affaires Étrangères,*

*La Haye, le 27 Mars, 1907.*

M. le Ministre,

EN réponse à la lettre de votre Excellence du 14 Février dernier, j'ai l'honneur de porter à sa connaissance que le Gouvernement de la Reine est disposé à coopérer de la manière indiquée à l'institution d'une enquête par rapport au commerce et à la consommation de l'opium en Extrême-Orient. Il procédera à la nomination d'un Délégué à la Conférence mentionnée par votre Excellence, ou bien à l'indication d'un membre dans une Commission éventuelle dès qu'il sera décidé de quelle manière l'enquête se fera.

Veillez, &c.

(Signé) VAN TETS VAN GOUDRIAAN.

(Translation.)

*Ministry for Foreign Affairs, The Hague,*

*March 27, 1907.*

M. le Ministre,

IN reply to your Excellency's letter of the 14th February last, I have the honour to inform you that the Queen's Government is disposed to co-operate in the manner indicated in the institution of an inquiry in regard to the trade in, and consumption of, opium in the Far East. It will proceed to appoint a Delegate to the Conference mentioned by your Excellency, or else to select a member to serve on the Commission, as soon as it is decided in what manner the inquiry is to be conducted.

I have, &c.

(Signed) VAN TETS VAN GOUDRIAAN.

Inclosure 4 in No. 21.

*M. van Goudriaan to Mr. Hill.*

*Ministère des Affaires Étrangères,*

*La Haye, le 11 Mars, 1907.*

M. le Ministre,

POUR faire suite à ma lettre du 27 Mars dernier, j'ai l'honneur de porter à la connaissance de votre Excellence que le Gouvernement de Sa Majesté la Reine est d'avis que la nomination d'une Commission Internationale serait préférable à la réunion d'une Conférence pour étudier la question de l'opium en Extrême-Orient.

Veillez, &c.

(Signé) VAN TETS VAN GOUDRIAAN.

(Translation.)

M. le Ministre,

*Ministry for Foreign Affairs, The Hague,  
May 11, 1907.*

WITH reference to my letter of the 27th March last, I have the honour to inform your Excellency that the Queen's Government is of opinion that the appointment of an International Commission would be preferable to the summoning of a Conference for the purpose of studying the opium question in the Far East.

I have, &amp;c.

(Signed) VAN TETS VAN GOUDRIAAN.

Inclosure 5 in No. 21.

*Note by French Foreign Office.*

PAR une note verbale en date du 26 Juin dernier, l'Ambassadeur des États-Unis a prié le Ministre des Affaires Étrangères de vouloir bien lui faire connaître la réponse du Gouvernement de la République à la proposition du Cabinet de Washington, en date du 25 Février, de soumettre à une Conférence Internationale ou de faire élucider, par des Commissaires nommés par les Puissances intéressées, la question du commerce de l'opium en Chine. Mr. White ajoutait que les Gouvernements Anglais, Japonais, Allemand, et Hollandais avaient déjà répondu à la proposition précitée qu'ils étaient prêts à se joindre au Gouvernement des États-Unis "en nommant des Commissaires pour étudier la question de l'opium, si la coopération de la Chine était assurée et si l'enquête à faire devait s'étendre à la production de l'opium aussi bien qu'à son importation."

Le Ministre des Affaires Étrangères a l'honneur de faire savoir à son Excellence Mr. White que le Gouvernement de la République est prêt à se faire représenter dans une Commission Internationale d'Enquête si les Puissances intéressées y sont également disposées, si la coopération de la Chine est assurée et si l'enquête s'étend à la production de l'opium en Chine aussi bien qu'à l'importation de l'opium étranger dans ce pays.

Le Gouvernement de la République estime que la procédure d'une Commission est plus pratique qu'une Conférence, qui ne disposerait pas actuellement de tous les éléments nécessaires pour formuler des règles précises, avant qu'une Commission n'ait procédé à une enquête détaillée sur la production, le commerce, l'usage, et les inconvénients de l'opium.

*Paris, le 3 Juillet, 1907.*

(Translation.)

IN a communication dated the 26th June last the United States' Ambassador requested the Minister for Foreign Affairs to inform him of the reply made by the Government of the Republic to the proposal of the Cabinet of Washington, dated the 25th February, to submit the question of the opium trade in China to an International Conference, or to Commissioners appointed by the Powers interested. Mr. White added that the Governments of Great Britain, Japan, Germany, and the Netherlands had already replied to the above-mentioned proposal to the effect that they were prepared to join the Government of the United States "in appointing Commissioners to study the opium question, if the co-operation of China was assured, and if the inquiry extended to the production as well as to the importation of opium."

The Minister for Foreign Affairs has the honour to inform his Excellency Mr. White that the Government of the Republic is ready to send a Representative to act on an International Commission of Inquiry if the Powers interested are similarly disposed, provided that the co-operation of China is assured, and that the inquiry extends to the production of opium in China as well as to the importation of foreign opium into that country.

The Government of the Republic considers that procedure by a Commission is more practical than a Conference, which would not be in possession of all the data necessary for drawing up formal regulations until a Commission had made a detailed inquiry as to the production, trade, use and disadvantages of opium.

*Paris, July 3, 1907.*

Inclosure 6 in No. 21.

*Viscount Hayashi to Mr. Wright.*(Translation.)  
M. l'Ambassadeur,*Department of Foreign Affairs, Tôkiô,  
March 27, 1907.*

I HAVE the honour to acknowledge the receipt of your Excellency's note under date of the 8th instant, stating that the inquiries made by the United States' Government towards the end of last year about the views of the Imperial Government and of the British Government, relative to the limitation and suppression of the opium traffic, having elicited favourable replies from these Governments as to the investigation on the subject, your Excellency's Government have made further inquiries of the Governments of France, Germany, and the Netherlands as to whether they would join in an International Conference on the question, or whether, if another course were deemed more convenient and practical, each of the Governments would be prepared to name a Commissioner, who would undertake to investigate the subject. Your Excellency now makes a similar inquiry as to the views of the Imperial Government on the question.

In reply, I beg leave to state that the Japanese Government would have no objection to either course being taken of convening the International Conference or of naming a Commissioner, when each of the Governments above mentioned will have consented thereto.

I avail, &c.  
(Signed) Viscount HAYASHI,  
Minister for Foreign Affairs.

No. 22.

*Sir J. Jordan to Sir Edward Grey.—(Received November 2.)*

Sir, *Peking, September 18, 1907.*  
WITH reference to my despatch of the 30th April last, I have the honour to transmit to you herewith copy of a despatch which I have received from Mr. Sundius, Acting British Consul at Chunkiang, reporting that a notice has been issued by the Municipal Council, prohibiting the sale of prepared opium within the limits of the Concession.

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure in No. 22.

*Acting Consul Sundius to Sir J. Jordan.*

Sir, *Chunkiang, August 25, 1907.*  
I HAVE the honour to state that copy of your despatch of the 30th April last was communicated to the Chairman of the Chinkiang Municipal Council as soon as it was received by myself. This was read at the next Council meeting, and I was informed that due effect would be given to your wishes. A notice has now been issued by the Council, prohibiting the sale of prepared opium within the limits of the Concession, thus anticipating any similar action on the part of the Chinese authorities outside. It does not entail any real hardship on the licensed opium dealers, six in all, not one, as I had been previously misinformed, who one and all have denied to emissaries of mine that they dealt in the prepared drug.

The last opium-smoking establishment in the Concession was closed in 1891, not 1897, as stated.

I have, &c.  
(Signed) A. J. SUNDIUS.

No. 23.

*Sir J. Jordan to Sir Edward Grey.—(Received November 18.)*

Sir,

*Peking, October 2, 1907.*

IN compliance with the instructions contained in your telegram of the 7th ultimo, I consulted the Governor of Hong Kong as to the proposal that the trade in prepared opium between Hong Kong and the mainland of China should be prohibited, and that each Government should adopt such measures as it deemed fit to prevent smuggling into its own territories.

Having received Sir F. Lugard's assent to the arrangement, I communicated it officially to the Chinese Government in a note dated the 21st instant, copy of which I have the honour to transmit to you herewith.

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure in No. 23.

*Sir J. Jordan to Wai-wu Pu.*

Your Highness,

*Peking, September 21, 1907.*

I HAD the honour to inform your Highness in paragraph 4 of my note of the 12th ultimo, respecting the restriction of the importation of opium, that as regards the preparation of boiled opium in Hong Kong and the proposals of the Chinese Government for preventing its import into China my information was not yet complete, and I must therefore defer making a reply upon this point.

I have now received instructions from His Majesty's Government to the effect that they are willing to agree to the prohibition of import and export in prepared opium between Hong Kong and China, and they propose that each Government shall take measures to prevent smuggling into its own territories.

I accordingly have the honour to communicate this proposal to your Highness, and avail, &c.

(Signed) J. N. JORDAN.

No. 24.

*Sir Edward Grey to Mr. Whitelaw Reid.*

Your Excellency,

*Foreign Office, November 27, 1907.*

I HAVE the honour to inform you that a reply has now been received from the Secretary of State for India to the reference made to him in regard to the proposal of the United States' Government to appoint a Commission to investigate the question of the opium trade in China.

I shall be glad if your Excellency will be so good as to inform the United States' Government that His Majesty's Government have learnt with pleasure that the Governments concerned, in accepting the proposal in principle, have expressed a preference for a Joint Commission; and that, at this stage, His Majesty's Government will be glad, if possible, to receive some more precise information as to the proposed procedure of the Commission, and the time and place of meeting, which they prefer to leave to the initiative of the American Government, the originators of the proposal.

I am, &c.  
(Signed) L. GREY.

## No. 25.

*Sir J. Jordan to Sir Edward Grey.—(Received December 5.)*

(Telegraphic.)

*Peking, December 4, 1907.*

ERADICATION of opium in China.

Please see Inclosure I in my despatch of the 14th August.

Following is substance of a note which has been addressed to me by the Wai-wu Pu, under date the 2nd instant in which the Board express the high appreciation felt by the Chinese Government of the cordial support which they have received from His Majesty's Government and reply to the various points under consideration :—

1. Chinese Government accept proposal made by His Majesty's Government to diminish export annually for a period of three years from January 1908, and agree to proviso which His Majesty's Government have attached to this proposal. They state, however, that, according to the Customs returns, the average annual import of opium into China during the five years 1901 to 1905 inclusive, amounted to 42,327 chests, each 120 catties in weight, and they ask that that figure may form the basis of the proportion of annual diminution.

2. Chinese Government accept stipulation that officer shall have no power to interfere.

3. Chinese Government find it difficult at present to go fully into the three points on which information is required by His Majesty's Government. The Board reserve the question therefore for future discussion, but they propose to postpone levy of the double duty

4. Wai-wu Pu agree to proposal (please refer to my despatch of the 2nd October), and steps to prevent smuggling of prepared opium into China will be taken

5. Wai-wu Pu accept views of His Majesty's Government as evidence of their intention to accord the fullest measure of support to China in eradicating the evil, and refer to what has been already effected outside the limits of settlements and concessions as evidence of their own action.

6. Chinese Government have secured the co-operation of all the Powers with the exception of Japan.

The note concludes by stating that it is the earnest hope of China to effect the complete eradication of opium, seconded as she is by the assistance of Great Britain.

I have repeated this telegram to the Viceroy of India

## No. 26.

*Sir Edward Grey to Sir J. Jordan.*

(Telegraphic.)

*Foreign Office, January 4, 1908.*

PLEASE refer to your telegram of the 4th December, 1907.

The difference between the 51,000 chests given by His Majesty's Government and the 42,327 chests returned by the Maritime Customs is due to the former including all chests consigned to Treaty ports or to Hong Kong from India.

His Majesty's Government made a counter-proposal to the following effect, viz., that the import of Indian opium into China should not be directly restricted in Treaty ports but that the total export from India to all countries beyond the seas should be reduced by the Indian Government. If the Chinese Government accept this, the reduction by 5,100 chests a-year of the total export is more favourable to Chinese policy than reduction by 4,232 chests. But the Customs figures would be accepted for computing five years' average, if the Chinese Government proposes to obtain the right to impose direct restriction on import of Indian and other opium in Treaty ports by Convention with Treaty Powers.

The Chinese Government should understand that the Indian Government will be free to regulate export from India beyond seas in accordance with the latter's estimate of the general demand under these new conditions, and the counter-proposal will drop if direct restriction is applied at Treaty ports.

By transshipment or by a change of the ship's destination any restriction imposed in India on amount of opium to be exported to a given destination could be

evaded. Choice lies between direct limitation by China of import into Treaty ports,—which plan, however, before it could be put into operation, would require to be accepted by other Powers—and between limitation by India of total export to all countries.

## No. 27.

*Sir J. Jordan to Sir Edward Grey.—(Received January 11, 1908.)*

Sir,

*Peking, November 25, 1907.*

I HAVE the honour to transmit to you herewith copy of a letter which has been addressed to the Senior Consul at Shanghai by the Chairman of the Municipal Council, stating the local aspect of the opium question, so far as it presents itself to that body.

You will see that for the present the Council has directed that the issue of fresh licences to houses and shops for the consumption and sale of the drug shall cease, but that they consider that it is desirable to await the full discussion and ventilation of the subject at the general meeting of ratepayers, which takes place in March next, before the settlement of any definite policy in regard to a future course of action.

I have, &c.

(Signed) J. N. JORDAN.

## Inclosure in No. 27.

*Municipal Council to M. Siffert.*

Sir,

*Council Room, Shanghai, October 18, 1907.*

WITH reference to your letter of the 24th July, and in reply to that of the 16th October, I have the honour to state that, so far as the Council is concerned, the local aspect of the opium question presents the following features:—

Under provision of the Land Regulations, and under directions given annually at the general meeting of ratepayers, the Council licenses houses and shops for the consumption and sale of the drug according to an approved scale. It is thus desirable to await the full discussion and ventilation of the subject, in March next, before settlement of any definite policy in regard to a future course of action.

For the present the Council has gone so far as to direct that the issue of fresh licences shall cease and, in fact, no new premises have been licensed during the past three months.

It appears to the Council reasonable that during the next ten years the issue of licences shall gradually be so restricted as to bring about their complete cessation synchronously with the operation of the Regulations for the suppression of opium, which received Imperial sanction in November last.

I have, &c.

(Signed) D. LANDALE,  
*Chairman.*

## No. 28.

*Sir J. Jordan to Sir Edward Grey.—(Received January 11, 1908.)*

Sir,

*Peking, November 27, 1907.*

DURING the past year reports have from time to time been sent to you of the progress of the measures which the Chinese Government and the provincial authorities were taking for enforcing the Opium Decree of the 20th September, 1906, but the information thus furnished was necessarily of a somewhat fragmentary character.

In order to convey an adequate idea of the results attained during the first year in which the Decree has been operative, I requested Mr. Leech, the Councillor of the Legation, to bring all the information at our disposal into a general and accessible form, and the result is the Report which I have now the honour to transmit to you, and which will, I venture to think, prove both instructive and useful.

I have, &c.

(Signed) J. N. JORDAN.

Inclosure in No. 28.

*General Report on Opium.*

## GLOSSARY.

THE following glossary is given of words used in this Report which may not be familiar to those who read it.—

**TAOTAI:** The Intendant of a circuit usually composed of several prefectures within a province.

**YAMÁN:** An official residence.

**MANDARIN:** A general term for an official.

**GENTRY:** Influential people, not necessarily landowners.

**TUNGSHUI:** Consolidated provincial dues; in this Report applicable to native opium, which pays a uniform tax of 115 Kuping taels per picul, whether for export or consumption, and on payment of which the drug is labelled, and can then circulate freely throughout the Empire.

**Li-ku.** An inland transit tax.

**CONCESSION:** An area of land leased in perpetuity by a foreign Government from the Chinese Government.

**SETTLEMENT:** An area of land selected as a suitable place for foreigners to reside.

**CATTY:** 1½ lbs.

**PICUL:** 133½ lbs. (100 catties).

**MAOE:** 1½ oz.

**HAIKWAN TAEI:** The average demand value was 3s. 3½d. in 1906.

**KUPING TAEI.** Is the Government Treasury tael, differing slightly from a Haikwan tael.

**MAOE:**  $\frac{1}{16}$ th of a tael.

**CASH:** About 1,200 are equal to 1 tael.

**DOLLAR:** Present exchange is 2s. 2d.

AS a year has now elapsed since the issue by the Chinese Government of the eleven Regulations framed for the enforcement of the Opium Edict of the 20th September, 1906, it will be of interest to review the results which have been so far obtained, and the measure of success which has attended the stupendous task of attempting by legislation to eradicate a national and popular vice in a country whose population is generally estimated at 400,000,000.

China has not hesitated to deal with a question which a European nation, with all the modern machinery of government and the power of enforcing its decisions, would probably have been unwilling to face.

Though it is too early to expect any very definite result, the amount of success (and it is appreciable) which has hitherto been obtained produces the impression that the task which the Government has undertaken can be fulfilled, and shows conclusively that the Chinese people in general consider opium smoking a vice, from which they would willingly free themselves, inspired by what a missionary has aptly described as an ill-defined moral and patriotic motive.

The Court attaches great importance to the conscientious fulfilment of the Decree and Regulations, and the fact that the Central Government has found it necessary to adopt the unusual course of repeating the instructions at frequent intervals would seem to show that they are not altogether satisfied with the response which has been made. Moreover, the Decree of the 10th October, 1907, removing from their offices a number of high dignitaries and Princes who have failed to break off the opium habit within the limit of the prescribed time, indicates the determination of the Palace to insist on obedience.

If this example of the Court is upheld and followed by the authorities in the provinces, there seems no reason why the object of the Decree should not be attained in the specified term of ten years. The Vice-Presidents of the Censorate and of the Law Reform Committee, who were confirmed opium smokers, have recently died in consequence of having had to give up the habit. These sad results of virtue have caused the stringency of the Regulations to be relaxed, and those past 50 instead of 60 years of age are now to be allowed to continue smoking; while those who have been addicted to the habit



for ten years may continue to smoke in diminishing quantity during the ten years allowed for total abolition of opium.

The steps to be taken towards a general suppression of opium smoking practically only commenced in August last, and as the poppy is in most places a winter crop, and is usually sown in the late autumn, no reduction in the area under cultivation could be made last year in obedience to the Decree, while, as the seed is only now being sown, it is too early to judge how far the Regulations are being carried out in this respect.

Before explaining the action which has been taken in each province to carry out the Imperial Decree, it will be well to mention the difficulties with which the Government has to contend.

Foremost among these is the increasing difficulty experienced by the Central Government in enforcing their wishes in the provinces. The opium habit is one indulged in by all classes of society throughout the vast Empire, and is practically the principal, if not only, national stimulant. If opium goes, its place will not long be empty, and if its substitute is one which produces aggressive action rather than sedative inaction, the change will scarcely be a good one.

The loss of revenue will, under present conditions, be less severely felt by the Central Government than by the provinces. In a country where official statistics do not exist, and where there is often great irregularity of procedure, it is difficult to obtain figures which are absolutely reliable, but competent authorities assert that out of the total annual revenue of about 6,500,000<sup>l</sup> collected on native opium only 1,750,000<sup>l</sup> reaches the Central Government, the remainder being employed in the provinces. Formerly taxation on native opium varied in different provinces, but in July 1906 it was abandoned in favour of a uniform tax of 115 Kuping taels per picul, known as "tungshui," leviable on all native opium, whether for export or local consumption. Once paid, the drug can circulate free throughout the Empire. Owing to the difficulties of enforcing this tax in the Province of Szechuan, the Central Government have permitted a return to the tax formerly levied, viz., 27 28 taels per picul and an additional 5 28 taels levied for railway purposes, which reduces the price of the drug in the province, but increases it in others, where it still has to pay the 115 taels "tungshui" on entering. Foreign raw opium pays 30 taels (Haikwan) import duty and 80 taels *li-kin*, and receives a Customs stamp which accords free circulation in China.

The prospective loss of revenue, however, is a matter which would not seem to have caused much anxiety to the Central Government, and, as far as can be ascertained, no concrete proposals have yet been made to replace the eventual loss to the Exchequer. In the provinces, however, the progress of the movement has been greatly hampered by the revenue difficulty and the prospect of dislocated finances.

Whether China can completely obtain the goal she seeks without Government control of opium, both native-grown and imported, is somewhat doubtful. At present she is debarred from doing so by Article V of the British Treaty of Nanking of 1842 and Article XIV of the French Treaty of Tien-tsin of 1858, which run as follows:—

Article V of the British Treaty of Nanking, 1842:

"The Government of China having compelled the British merchants trading at Canton to deal exclusively with certain Chinese merchants, called hong merchants (or co-hong), who had been licensed by the Chinese Government for this purpose, the Emperor of China agrees to abolish that practice in future at all ports where British merchants may reside, and to permit them to carry on their mercantile transactions with whatever persons they please; and His Imperial Majesty further agrees to pay to the British Government the sum of 3,000,000 dollars on account of debts due to British subjects by some of the said hong merchants, or co-hong, who have become insolvent, and who owe very large sums of money to subjects of Her Britannic Majesty."

Article XIV of the French Treaty of Tien-tsin of 1858:

"*Aucune Société de Commerce privilégiée ne pourra désormais s'établir en Chine, et il en sera de même de toute coalition organisée dans le but d'exercer un monopole sur le commerce. En cas de contravention au présent Article, les autorités Chinoises, sur les représentations du Consul ou de l'Agent Consulaire, aviseront aux moyens de dissoudre de semblables Associations, dont elles s'efforceront d'ailleurs de prévenir l'existence par des prohibitions préalables, afin d'écartier tout ce qui pourrait porter atteinte à la libre concurrence.*"

Both in former years and since the issue of the Edict attempts have been made both in the direction of interfering with the importation of foreign opium and the

establishment of official monopolies, and successfully opposed by Great Britain as contrary to Treaty stipulations

The financial side of the question in connection with the establishment of a State control or monopoly is a very serious obstacle to be overcome should the matter ever come within the bounds of practical politics. In the cases where State control was recently commenced it was found necessary to seek the assistance of the native opium merchants in order to overcome the difficulty. Although China can deal with native-grown opium as she wishes, wherever the interests of British opium merchants have been effected by these monopolies complaint has been made, and they have in consequence been abandoned, except in the non-Treaty cities or ports where they have been established.

Official control of any undertaking is in these days regarded in China with suspicion and dislike by the non-official classes, who would find no difficulty in convincing the people that the officials, so far from endeavouring to suppress the use of opium, were converting the traffic to their own advantage. However, it is evident that China cannot establish State control of foreign opium without the consent of the Treaty Powers, and, to judge from the past, it is questionable whether she would obtain the consent of all without having to pay very dearly by way of *quid pro quo* to some, and also doubtful if all would be prepared to approach the question from a purely moral standpoint.

The position of the Chinese Government in regard to the opium question is not dissimilar to that in which His Majesty's Government would find themselves if they desired to suppress the distillation and consumption of whisky in the British Isles without being able, owing to Treaty stipulations, to introduce efficient Government control or prevent the importation of the spirit from abroad.

The amount of opium produced in China in 1906 has been estimated at 330,000 piculs (a picul equals 133½ lbs.), and the accompanying map shows the various provinces and the amount of opium attributed to each, though the Province of Fukien is probably under-estimated. It will thus be seen that Szechuan alone produces close on two-thirds. Of this total production only 4,730 piculs were exported to foreign countries in 1906, of which the chief items were 4,013 piculs to French Indo-China, and 147 to Hong Kong, *en route* probably to Formosa.

Foreign raw opium imported in the same year was as follows:—

Indian—								Piculs.
Malwa	..	..	..	..	..	..	..	14,465
Patna	..	..	..	..	..	..	..	25,486
Benares	..	..	..	..	..	..	..	13,479
								<hr/>
								53,430
Other kinds	..	..	..	..	..	..	..	795
								<hr/>
Total	..	..	..	..	..	..	..	54,225

Thus China may be said to have required for her own consumption, 1906:—

Native opium	..	..	..	..	..	..	..	Piculs.
Foreign opium	..	..	..	..	..	..	..	54,225
								<hr/>
Total	..	..	..	..	..	..	..	379,495

or 50,599,333 lbs. weight, or 22,588 tons, of which about one-seventh comes from India.

It is said that, during the *pourparlers* which preceded the Anglo-Chinese Commercial Treaty of 1902, a suggestion was made by the Chinese negotiators that the Chinese Government should annually purchase the Indian export of opium with a view to controlling the sale of the drug in China, but that the question went no farther. Indian opium is stronger than that grown in China, and, moreover, the latter is frequently adulterated, which adds to its inferiority. It may be said that a smoker who requires to take 3 mace of Indian opium to produce a certain effect would, on the average, require 4 to 4½ mace of the native drug to obtain the same result.

The Imperial Anti-opium Edict of the 20th September, 1906, is as follows:—

“Since the restrictions against the use of opium were removed, the poison of this drug has practically permeated the whole of China. The opium smoker wastes time and neglects his work, ruins his health, and impoverishes his family, and the poverty and weakness which for the past few decades have been daily increasing among us are undoubtedly attributable to this cause. To speak of this arouses our indignation; and at a moment when we are striving to strengthen the Empire it behoves us to admonish

the people, that all may realize the necessity of freeing themselves from these coils, and thus pass from sickness into health.

"It is hereby commanded that within a period of ten years the evils arising from foreign and native opium be equally and completely eradicated. Let the Government Council (Cheng-wu Chu) frame such measures as may be suitable and necessary for strictly forbidding the consumption of the drug and the cultivation of the poppy; and let them submit their proposals for our approval."

And was supplemented by the eleven Regulations<sup>o</sup> issued two months later for the enforcement thereof, and the Imperial Edict of the 26th June last† in the form of a reminder.

Considerable latitude is not infrequently taken in China by the provincial authorities both in the interpretation of the spirit of an Imperial Decree, and in the steps they decide to take to enforce its provisions; but the Imperial wishes have undoubtedly been brought to the notice of most of the inhabitants of the Empire, and in every province special Rules and Regulations of some kind have been drawn up with a view to carrying out the desire of the Throne.

The average price per picul of raw native opium in the district in which it is produced, and before taxation of any kind, is 250 taels. In certain districts the price is as high as 500 taels, while in Szechuan Province, where, roughly speaking, as much as two-thirds of the native drug is both grown, prepared, and smoked, the average price is from 150 to 200 taels per picul.

Native raw opium when prepared (that is, boiled) is reduced to about 65 per cent. of what it was before that process. Indian opium after a similar process works out at about 75 per cent. These figures, however, are only approximate, and it is quite impossible under present conditions to reach anything more trustworthy.

The important point in this Report being to show what really effective steps have been taken by the provincial authorities to carry out the Decree, it will, in regard to good intentions, be sufficient to say that the special Rules and Regulations they have issued in their districts have generally been in the right direction, though of great variety. In some instances they have been quite inadequate, and in others either not enforced or disobeyed.

In taking each province by itself, therefore, mention will rarely be made of the different local enactments, and the account will be restricted to a statement of what has actually been done to obey the Decree.

These accounts are chiefly based on reports supplied by His Majesty's Consular officers, who have been kindly and ably aided by the British Protestant missionaries in their Consular districts, many of whom, from their long residence in China and intimate knowledge of the country and people, have afforded both reliable and valuable information, often from remote spots where they are perhaps the only European inhabitants.

Many of the replies which have been received from the missionaries to the questions put to them on the subject have been negative, and show that in numerous districts little or nothing has been done or even attempted to carry out the Regulations; but wherever the local authorities are sincere, energetic, and enlightened a beginning has been made and the fire of enthusiasm lit; still, as one Consul has remarked, it is necessary that some one should continue to apply the bellows.

In any case the information from which this Report is composed is undoubtedly the most far-reaching, reliable, and accurate which exists on the subject at the present time.

*Fengtien Province* may be classified as a portion of Manchuria for the purposes of this Report, and the annual production of opium in Manchuria is estimated at 150,000 piculs.

In Mukden and other towns the opium dens have all been closed and their business has ceased. Opium shops still remain open, where the raw drug can be purchased, and its preparation at home presents no difficulty.

In Newchwang two refuges have been opened by the Taotai to assist people to cure themselves of the opium habit.

In Manchuria the poppy is grown as usual.

*Mongolia*.—More land is this year being given over to poppy cultivation, and although the Mongolians are reported to have obeyed the Proclamation, the Chinese inhabitants now sell and smoke as usual.

\* See p. 4.

† See p. 19.

*Chinese Turkestan.*—From Kashgar it is reported that the Imperial Edict and Regulations are a dead letter, most people being ignorant of their existence.

*Chihli Province.*—Production 10,000 piculs In Peking itself, although some obscure dens may have eluded the vigilance of the police, it may be said that they have been closed. Shops are inspected and registered, but so far smokers do not register themselves. Orders have been issued for the abandonment of smoking among the officials and retainers of the Palace, but there is no means of ascertaining how far they have been carried out.

*Tien-tsin.*—The dens are all closed in the city, while two proprietors who disobeyed were fined 100 and 300 dollars respectively, and each received 100 blows. The shops for the sale of raw or prepared opium are open, but under official supervision. The poppy area has decreased as a direct or indirect result of the measures introduced by his Excellency Yuan Shih K'ai, the former Viceroy.

In the country districts a certain number of dens were closed, but by the month of June general slackness and indifference were shown in regard to the whole matter.

In the month of April the Consolidated Opium Tax Bureau, which is a branch of the head office in Hupei, and unquestionably an official institution, issued a Proclamation urging the cultivation of the poppy for the sake of revenue, which can only be looked upon as an extraordinary proceeding in face of the Decree.

*Jehol.*—The dens have all been closed officially, but smoking still goes on in other houses, and the officials have not the courage to take any steps.

*Shansi Province.*—Production, 5,000 piculs As a result of the Decree, the duty on opium has been raised. The Provincial Treasurer has opened free dispensaries for the cure of the opium habit, and set aside 3,000 taels for the preparation of medicine for sale or free distribution by the officials. Between 300 and 400 applicants were reported to present themselves daily, and there is apparently a real desire among the people to overcome the vice. Some forty-one shops in the capital (T'ai Yuan Fu) sell anti-opium medicines.

In one district in the north of the province quite a number of the poor are giving up the habit, and the poppy area is being considerably reduced, while half the dens are closed. In another, although nothing is done to restrict the continually increasing cultivation of the poppy, establishments for distributing anti-opium medicines are fairly generally started; the officials and gentry are favourable to the movement, have held meetings, and by exhortation some have been induced to relinquish the habit.

In Southern Shansi very few dens exist. Some people smoke in the opium shops, which are all registered and licensed, and, in addition to a licence fee, a tax of 100 cash (.08 tael) per ounce is levied on all raw opium purchased by the shop. The sale of anti-opium medicines has increased, and smoking is prohibited in Government schools.

At Ping-yang, one of the chief towns in the south of the province, both dens and shops pay a monthly tax. Although none of them have been closed, no new ones are allowed to be opened.

The returns of the area under poppy are both carelessly and irregularly made

*Shensi Province.*—Production, 10,000 piculs Generally speaking, no action has been taken beyond the publication of the Imperial Edict. The gentry are indifferent, and apathy reigns supreme, the Regulations being totally disregarded. Ten per cent. of the land is under poppy, and more is grown this year than last. In one district the farmers have reduced the area of poppy land owing to the decision of the authorities to impose an extra tax on land growing the crop.

In the centre of the province, north and south of the Hwei River, the gentry have established an Anti-opium League and distributed medicine gratis. Opium shops are inspected and their books examined. The dens, though few in number, have not been closed.

In the district of Hangchung-fu a missionary reports that the inhabitants, on hearing of a Proclamation which was received but never published, threatened to boycott all foreign goods.

*Kansu Province.*—Production, 5,000 piculs. Practically no official action has been taken in this far-off and conservative province. Few dens existed, as the people prefer smoking at home, but where they were found they have been generally closed.

More poppy is grown than ever, and in one district an official urged the people to plant for all they were worth, and to make hay (or opium) while the sun shone; in consequence, five times as much was sown. One missionary sends a discouraging report that the high price of opium has induced people to take to drink, while another states that those in his neighbourhood are trying various medicinal herbs as a cure.

*Shantung Province*.—Production, 10,000 piculs. At Chefoo the issue of the Proclamations was sufficiently effective to induce the owners of dens, about 300, to close these establishments of their own accord, except in the case of one proprietor, who required compulsion, and was subsequently paraded through the streets in chains, bearing his pipe in one hand and his lamp in the other.

The officials are credited with a sincere desire to assist the movement, and the people also appear anxious to see opium abolished, but smoking meets with such general and popular appreciation that its suppression will depend on the *bona fides* of the Government, or rather on the energy of the local officials, and fortunately these seem to be really in earnest.

One refuge has been established for the cure of the habit. But little poppy is grown near Chefoo, and there has been no restriction of the area, although returns were being prepared of the amount of land under poppy cultivation. In one instance the farmers, alarmed at the energy of the Inspectors, destroyed the growing crop. The officials have registered themselves, and in one district 50 per cent. of them are reported to have given up smoking, and so have 70 per cent. to 80 per cent. of the people. From another district one hears that smokers do not register themselves, though shops are inspected, and a report has been drawn up of their approximate number.

*Chinan-fu*.—As a result of enhanced taxation, only one-third of the land formerly devoted to poppy in the south west portion of the province is used for opium.

An official Prepared Opium Bureau has been opened, and native opium is to be subjected to the following experimental taxation :—

1. Land tax (amount not specified).
2. Licence tax for selling prepared opium, 5 taels. For a district monopoly 50 taels is charged, and 1 tael for each branch shop.
3. "Tungshui" tax (115 taels) to be paid by the merchant at the first barrier, and prepared opium to pay from 70 to 116 taels per picul.

*Kiangsu Province* —Production, 5,000 piculs. This province is the foremost in China in anti-opium measures.

In Nanking 100 dens were shut and their appliances destroyed because the proprietors refused to pay the new prepared opium tax. Effective measures of suppression are said to be in force among the student and military classes.

The official monopoly of prepared opium was to have commenced on the 8th September, but was suspended on the protest of His Majesty's Government that it came in conflict with Treaty provisions. The whole scheme is now in abeyance, and meanwhile all dealers in opium, raw or prepared, carry on their business as before, though no lamps are allowed on the premises. Rules relating to raw opium and the registration of smokers await the reply of the Viceroy's Memorial to the Throne.

*Chinkiang*.—All dens in the native city are closed, though some are still allowed to sell prepared opium for consumption off the premises, but only to known confirmed smokers. This was effected under the personal supervision of the Taotai, who, finding two proprietors smoking in their divans, administered 200 blows to the one and locked up the other.

The same procedure has been adopted in two other towns in the Taotai's district.

The British Concession at Chinkiang is the only British one in China where opium establishments existed; these have now been closed, an order having been issued by the Municipal Council prohibiting the sale of prepared opium within the Concession, thus anticipating any similar action on the part of the Chinese authorities. No real hardship was entailed by this order, for the licensed opium dealers, six in all, had each denied that he dealt in prepared opium.

*Soochow*.—All shops registered at the Prepared Opium Bureau received a licence and paid the tax. A Proclamation has been issued that the price of prepared opium is raised by one-tenth, and of this increased taxation two-fifths goes to the *Li-kin* Bureau and three-fifths towards the expenses of the Anti-Opium Bureau. This Bureau has opened a department for the care and treatment of those addicted to smoking.

First-class patients pay 6 dollars until cured; second-class, 3 dollars, half of which will be returned when the patient is cured; third-class are treated gratis. Accommodation is provided for 100 persons at a time. The proctor of the Anti-Opium Bureau has been cashiered for lack of zeal.

*Shanghai*.—Here the authorities had to contend with the powerful influence and opposition of the rich commoners who derive their wealth from opium. These

authorities, as well as the gentry and respectable merchants, were in favour of the Decree, and the closing of the dens became a fashionable and popular movement. Though trouble was anticipated, the closing of the 700 dens in the native city was peacefully and successfully carried out, the Opium Guilds having given way and supported the Taotal. Their suppression, however, did not appear to diminish the consumption of opium, shop sales rather increasing than otherwise. Finally the shops were closed.

An account of the attitude taken up by the Municipal Council of the International Settlement at Shanghai and by that of the French Concession is given at the end of this Report

*Anhui Province*.—Production, 3,000 piculs. At Wuhu practically nothing has been done to carry out the Decree, though in certain districts some attempt has been made to keep students and new troops from the habit. There is general inaction, owing to fear of riots and the absence of means to quell them.

Though little poppy is grown in the province, a riot occurred near Wuhu in the summer, due to the arbitrary uprooting of the whole poppy crop in the district by the Magistrate, and generally as a protest against the Decree.

Just when the dens were to be closed, the Governor was assassinated, and the authorities turned their attention to revolutionaries and shelved the opium question.

At the beginning of August all the dens were closed in Wuhu in order to enable a report to be made to that effect, but by the beginning of September they were all open again.

In several of the country districts they have been more effectively closed, though smoking still continues in private, as shops are still open; but it has diminished to a certain extent.

At Ningkuo refuges have been established, while the officials and gentry are in favour of the Decree.

The poppy area is reduced to one-eighth of what it was last year, but this is due to the heavy squeeze then exacted.

In the south-west of the province the number of dens if anything is on the increase, and morphia is greatly used. Nearly all the anti-opium medicines contain either opium or morphia, and the cure therefore only continues as long as the medicine is taken.

*Chekiang Province*—Production, 5,000 piculs

*Hangchow*—The gentry and better classes are favourable to the movement. The officials have registered themselves as smokers or non-smokers, mostly signing documents of a non-committal kind to the effect that if they smoked they should be given six months' leave in which to cure the habit, and that, if then still addicted, they would consent to be handed over to the police.

The dens are all closed, and the Anti-Opium Society has opened a school for opium smokers, where they can learn trades, and advances loans to approved ex-denkeepers in order to enable them to start some other business. The Society also purchased the old smoking utensils, 5,000 of which were publicly burned. Anti-opium pills are distributed gratis. A thriving trade is done by selling opium in the form of anti-opium pills, so that the people can change smoking for eating opium, which is cheaper and more convenient. It is stated on very reliable authority that it is far more difficult to cure opium or morphia eating than smoking or injection. The Anti-Opium Society is adopting similar measures in the country districts.

The Provincial Treasurer has been suspended on account of his opium tendencies.

At Chuchow, in the south of the province, the local officials have either given up the habit or are endeavouring to do so, and one is said to have died in the attempt. The dens are all closed, and the trade of the opium shops is reduced to one-sixth of what it was last year.

At Yenchow, in the east of the province, all the dens are closed, and anti-opium medicines are distributed gratis under the auspices of the leading officials and gentry.

*Ningpo*.—Activity in the movement has been delayed owing to the circumstance that the revenue is chiefly derived from opium, and cannot be dispensed with until a new source is found.

Both the Prefect and the Magistrate are said to have given up the habit, while two-thirds of the population are in favour of the Decree.

Apparently there is no decrease in the poppy-growing area.

All the dens in the city and in the Settlement are closed.

*Kiangsi Province*—Production, 500 piculs. Generally throughout the province the dens have been closed and without any trouble, though shops selling raw opium are still

open. The people are in sympathy with the Decree. But little opium is grown in the province. In the north-eastern portion only two-thirds of the old poppy ground has been taken up for the same purpose; but this is said to be due, not to the Decree, but to the high price obtainable for rice and flour. In any case it is not possible to form a reliable opinion till the winter crop appears.

At Yaochow the head of police, said to be the only opium-smoking official in the city, has been suspended for six months pending his cure.

*Fukhsien Province.*—Production, 2,000 piculs—probably under-estimated.

In Foochow a native Anti-Opium League has been started, and, owing to the energy exercised, some 500 dens have been closed.

The high officials are said to have given up smoking. Three large and successful refuges have been opened in the city, and the treatment is gratis.

In the surrounding district all the dens are closed, and a very heavy fee is imposed for licences to opium shops. Four refuges have been opened and financed by the gentry, also many private ones. Admission is 2½d. a-day for food and treatment, and free for the poor. Each building holds about twenty.

At Hsing-hua all the dens are closed, six proprietors having been cangued for refusing. A meeting has been held by the officials and gentry, when it was decided to open refuges.

*Amoy.*—For some time no active measures were taken, but as soon as the Foochow Taotai sent officials to inquire why nothing had been done the local Taotai hastily issued a Proclamation on the 10th of July, and closed all the dens by the 19th, which shows what can be done in China when the officials are in earnest. Opium can still be purchased in retail shops, but may not be consumed in public places.

The poppy area is small, and some 50 miles north of Amoy has been reduced, owing, it is said, to the attitude of the Government.

The more important officials are endeavouring to give up the habit, also some of the *literati*.

*Kuangtung Province.*—Production, 500 piculs

*Kiungchow (Hainan Island).*—Official control over the people is here purely nominal. Some 300 persons have registered themselves as smokers, and one or two dens have been closed.

*Canton.*—There is considerable activity among the Anti-Opium Societies and students in the way of propaganda, and well-attended meetings have been held, while smoking is no longer the fashionable vice. It has been decided that all officials are to cease smoking; all *divans* are to be registered, and the lawless ones closed. All smoking is to cease in hotels, restaurants, and brothels.

In June there was evidence of a desire to start opium farms in the provinces of Kuangtung and Kuangsi on the lines of that in Hong Kong, but the immense practical difficulties to be encountered prevented the idea from being carried out.

In September the authorities introduced a new licence fee, which, from the manner of its incidence, was in opposition to Treaties. It was withdrawn on the protest of His Majesty's Consul-General. Similar attempts were made in 1902 and 1903, but failed. It is reported in the newspapers that a non-commissioned officer, together with several others was executed by order of the Viceroy for assembling to smoke opium.

*Swatow.*—Little attention is paid to the Edict beyond a prohibition to smoke in public places. Purchasers may buy as much opium as they require, but must smoke at home. There are no licences.

In the neighbourhood of Swatow the dens are closed, and popular feeling is undoubtedly in favour of prohibition. In one case a den which remained open after the time limit was plundered by the people, but whether owing to moral indignation or to recognition of a favourable occasion to loot is uncertain; but the incident tends to show that the movement has public sympathy. Many Anti-Opium Societies have been started.

Little poppy is grown, and the area is decreasing.

At Chao-chow, though some thirty *divans* have been closed, all is confusion as far as the rest of the Decree is concerned, and the only practical proof of success is the fall in the import of opium by ten chests a month, while the price of foreign opium shows a steady decline. Native has also fallen in value.

*Kuangsi Province.*—Production, 3,000 piculs. At Nanning popular enthusiasm in favour of the Decree is so great that strong measures meet with no opposition. The dens are closed and a thorough inspection made by officials, who visit every shop, house, and hovel to obtain particulars regarding smokers.

At Kueilin, the capital, efficient measures were at once taken by the authorities.

The dens are closed, but the drug can still be purchased in the retail shops. The future prospects are looked upon as distinctly hopeful, according to a missionary. Public feeling is aroused, and an energetic Governor is all that is wanted.

At Wuchow the action of the officials has been fairly satisfactory. The dens are closed, and two recalcitrant proprietors were fined and cangued.

*Hunan Province.*—Production, 3,000 piculs. At Changsha the authorities are sincerely in sympathy with the movement, and none of the local officials smoke.

The proprietors of dens—544 in number—have been compelled to give bonds to close within six months. Two dispensaries have been opened officially, and the poor are attended gratis. Two refuges were opened—one being subsequently closed, a single one being thought sufficient.

Close upon 200 cures are reported up to the end of September.

In the west of the province considerable official earnestness is shown, the dens closed, and rewards offered to any one who discovers illicit establishments. A census of each household is taken to facilitate the control of smokers.

*Honan Province.*—Production, 5,000 piculs. Little or nothing has been done in this province beyond the issue of the Proclamation. About 15 per cent of the land is under poppy, and in the north of the province it is said that it is the feeling of uncertainty which prevents people from sowing more.

In one district, however, there is a reduction, and in another the crop was rooted up at the suggestion of the officials. But with these exceptions and the closing of the dens at Fukow no energetic measures have been taken.

*Hupey Province*—Production, 4,000 piculs. At Hankow nothing has been done beyond threats of dismissal of officials, soldiers, and students, and, although dens have been closed in certain districts, shops still sell the drug. In some districts wheat has been sown among the poppies with the idea of replacing it, while in the north of the province the poppy area has, if anything, increased.

*Ichang.*—Nothing whatever has been done—no Proclamations issued, and one or two more dens have been opened.

*Szechuan Province*—Production, 200,000 piculs, of which 182,000 is consumed in the province, practically no foreign opium entering this part of China. When these figures are compared with 330,000, the estimated total annual production of opium in China, it will be readily perceived how important a place this province holds in connection with the opium question.

The area of the province is said to be 167,000 square miles; that of the British Islands is 136,000. Sir Alexander Hosie, the Acting Commercial Attaché in Peking, who has spent five years in the province, has given the following account of the cultivation of opium in Szechuan:—

“The province was at one time the great wheat producer and exporter, but since the rapid extension of poppy cultivation that export has ceased and has been replaced by opium. It is too readily taken for granted that the cultivation of the poppy trenches on the food crops of the people, but it must be remembered that it is a winter crop, and shares the ground with wheat, rape, beans, peas, and barley. Szechuan still (in 1904) produces sufficient flour for home consumption, and the export of wheat of former years has given way to opium, which the farmer finds a far more profitable crop. An English acre of wheat will, on the average, yield grain of the value of 4*l.* 5*s.* 6*d.*, whereas a similar area will produce raw dry opium of the value of 5*l.* 16*s.* 8*d.*”

The population of the province is estimated at 45,000,000, and Sir Alexander is of opinion that 17 per cent. of the adults and 7 per cent. of the entire population are addicted to smoking.

In regard to the province generally, it may be said that, to start with, the authorities did not carry out the provisions of the Edict with any degree of completeness or sincerity, and that but little was done to abolish or restrict the habit. Matters have now improved, and official activity is more noticeable in many directions.

It must not be forgotten that the question is much more difficult to deal with in Szechuan than in other provinces on account of every one being personally interested in opium to a far greater extent than the inhabitants of any other province.

In Cheng-tu, the capital, the following steps have been taken to carry out the Decree.

Refuges for the cure of the habit have been opened, and though they are not much patronized, there appears to be a real attempt on the part of the non-official and shop-keeping class to overcome the habit, while the officials do little or nothing to stop their own smoking.



The 500 dens in the city have been replaced by 300 well-appointed official divans for consumption on the premises, and though this arrangement carries out neither the letter nor the spirit of the Decree, it is a step in the right direction, and the complete prohibition of smoking in a city of 400,000 inhabitants where 50 per cent. of the male population smoke would undoubtedly have caused disturbances.

All persons using these official divans have to register themselves, but except in the case of the coolie class the authorities are unable to enforce this order with any degree of thoroughness. The richer classes have either laid in a store of the drug or purchase it secretly. Smoking is effectively prevented in colleges, schools, industrial institutions, the police, and the army.

At K'ai Hsien, the largest opium-producing district in the province, where every available spot is under poppy, slight steps have been taken to obey the Decree. The Mandarin himself has given up the habit, and the yamèn people have reported themselves. Some of the dens have been closed, and people have been beaten for smoking, but they are hostile, and destroyed four out of the twenty offices erected for collecting the opium tax.

In view of the unpopularity of the "tungshui" tax, which in some places the authorities were unable to collect, and in order to ameliorate the position of the opium merchants, the Acting Viceroy asked permission of the Board of Finance in Peking to revert to the former tax on opium, the objection of the people being that the tax deprived the poor of their pipe by making the price of opium prohibitive except as a luxury for the rich.

The result of the appeal to Peking was that the "tungshui" tax was abolished in July in favour of a tax of 27.28 taels per picul, with an additional tax of 5.28 taels for railway purposes on all opium, whether for local consumption or for export, this amount of 27.28 taels in the case of opium for export being divided into 20 taels as customs duty and 7.28 taels *li-kin*.

At Chungking half the dens were closed two years ago at the time the opium tax was increased, which shows the effect which taxation can have on the question.

An official Prepared Opium Office has been opened in the city for registering smokers, licensing smoking premises, and supplying the Government with prepared opium. The closing of the dens has been modified: 46 were allowed to remain open, 2 in each ward of the city, and this number was subsequently increased to 100, the proprietors depositing 50 taels guarantee for good behaviour. The poorer classes are registering themselves, and the rich have mostly laid in a store which makes them independent of the Government supply. The authorities show energy, fines, blows, and the cangue being administered, and a crusade carried on against unlicensed houses, illicit sale, and unregistered smokers.

The licensing system has not yet been adopted in the country districts, but it is to be on the basis of one guaranteed store in each village. In these districts most of the dens have been closed.

From Fushun a missionary reports that the dens have been reduced from thirty-six to seven. The officials are energetic, and great sympathy is expressed for the thousands of poor who work in the salt-well district and are unable to continue work without the drug. Heavy taxation has reduced consumption, and less ground is under the poppy than last year.

In the Luchow district many dens have been closed definitely, others reopened under the name of "The Silver Exchange."

In the north-eastern portion of the province many of the gentry have given up the habit; some have entered hospitals, others are said to have cured themselves. Many dens have closed of their own accord, and the gentry have combined together to purchase and manufacture anti-opium medicine.

At Suifu the dens have been closed three times without disturbance, but many have reopened clandestinely, and though the police occasionally make ostentatious raids, they usually connive at what they dare not suppress.

**Kueichow Province.**—Production, 15,000 piculs. All dens have been closed at Kueiyang, the capital, and a number of persons punished for taking in smokers.

An official Prepared Opium Bureau has been opened, also two refuges where 100 and 80 patients respectively are to be treated gratis.

In September, one had 10 indoor and 1,400 outdoor patients; the other, 7 indoor and 400 outdoor patients. Ninety days are allowed for the cure, which is said to be unnecessarily long, ten to fifteen being sufficient.

**Yunnan Province.**—Production, 30,000 piculs, of an estimated value of 1,000,000*l*. The serious efforts of the Viceroy are looked upon by his subordinates, not only

without sympathy, but with positive dismay. He has dismissed all opium smokers from his *yamên*.

In the neighbourhood of the city of Yunnan-fu there has been a considerable decrease in the area under poppy, but this is reported to be due less to the Decree than to the fact that the 1905-6 crop could not be sold at a profit, and that a large stock remained on hand. Both shops and dens have been inspected in the city, and the latter were subsequently all closed without disturbance.

An Anti-Opium Bureau has been opened to licence, regulate, and restrict the sale of opium, and in regard to the latter the authorities announced that the first year would be for exhortation, the second for zealous prohibition, the third for force.

The Bureau is actively at work, and eighty shops have taken out licences. To commence with, great difficulties were encountered in making a return of smokers owing to their reluctance to admit their vice. The manufacture and sale of opium utensils has ceased. Emissaries of the Bureau have visited each house and taken down particulars of every smoker and the number of lamps used. Preparations have been made to obtain returns of the area under poppy cultivation, which is to cease in the spring of 1910.

The sale of opium is to cease in July 1908, and an official Company is to purchase what is grown and sell it to those confirmed opium sots over 60 years of age who have been registered, and also, no doubt, to the Tonquin Régie (though this is not mentioned).

The Director of Agriculture has proposed that opium sots over 60 shall wear the red garb of a criminal, and be labelled, "So-and-so, Opium Convict," and the Governor has favourably received this proposal. There are some thirty-seven anti-opium drugs in use.

Thus it will be seen that a serious effort is being made to carry out the wishes of the Government.

*Tengyueh* —Here the Regulations are not taken seriously by the people. Exhortation is not expected to have much effect on them, and the authorities dare not use force.

At Talifu the people are reported to have restricted the poppy area of their own accord and to be growing other crops.

The eleven Articles of the Opium Decree of November 1906 will now be considered one by one, together with the steps which have been taken to carry out their provisions, special attention being paid to the Province of Szechuan, where most opium is grown and consumed.

Article 1. Restriction of the cultivation of the poppy in order to remove the root of the evil.

In Szechuan, beyond general directions for the gradual reduction of the area under cultivation conveyed in the Viceroy's Proclamation, no definite steps have been taken to carry out this Article. If returns are being made of the area under cultivation, they are being prepared with great secrecy, though it is reported from two districts that orders have been given for a reduction of cultivation next year.

As the seed is only sown at the beginning of November, it is too early to form any reliable opinion as to what is being done in the matter.

Although in isolated instances in other provinces the cultivation of the poppy has been reduced, yet it may be safely said that in general no attention has been paid to this Article throughout the Empire, nor have the penalties for non-compliance with its provisions been imposed.

Art. 2. To issue licences to smokers in order to prevent others from contracting the habit.

In Chengtu, the capital of Szechuan, an attempt is being made to carry out this Article by ordering all persons using the official opium divans or purchasing opium from the official opium shops to register themselves. But it is only among the humbler classes that the authorities have been able to enforce these orders with any amount of success. The Chinese have an instinctive dislike to registration. Growing public opinion condemns the use of the drug, and hence a natural disinclination on the part of persons of any claim to respectability to avow themselves addicted to the habit. Registration of smokers has been carried out to a certain extent at Chefoo, Hangchow, Kungchow, Nanning, Changsha, Chengtu, Chungking, Yunnan-fu, but in general it may be said that little or nothing has been done in this matter, although many instances have occurred of people considerably under the age of 60 not hesitating to register themselves as having reached that age, in order to insure to themselves the privilege of continuing the habit.

Art. 3. To reduce the craving for opium within a limited time in order to remedy chronic addiction thereto.

At Chengtu (Szechuan) the head Anti-Opium Bureau has issued Regulations providing for a limited quantity of opium being issued to each smoker, the amount to be reduced annually by 20 per cent.

These Regulations, however, have not been effectively carried out for the reasons given under Article 2

In the rest of China this Article is practically a dead letter.

Art. 4 To prohibit opium houses in order to purify the abodes of pollution.

Of all the eleven Articles in the Decree, the above has met with most success.

In the Province of Szechuan, generally speaking, dens have been closed, licensed houses being opened in their stead.

In Chengtu the divans have been reduced from 500 to 300; in other towns the reduction has been on a smaller scale, but they are undoubtedly under stricter police supervision than in the past. Though dens have not been suppressed altogether, they have been improved and brought under official control, a much needed reform in a province where they were notoriously the resort of the criminal classes. For the rest of China it may be said that the dens have been closed in nearly all the chief cities and without disturbance, while the majority have been shut in the country districts.

Art. 5. To closely inspect opium shops, in order to facilitate preventive measures.

In Chengtu the Provincial Government, as in several other provinces, have gone somewhat beyond the scope of the spirit of the Article, and have endeavoured to create a monopoly of the manufacture and sale of the prepared drug

Official opium stores have been established, and a limited number of retail opium shops have been licensed. The sale of prepared opium without a licence is made a criminal offence. No restriction has been placed on raw opium which can be purchased as desired, though boiling is prohibited, except in official store, where only an amount is allowed corresponding to that noted in the smoking licence.

In Chungking a similar procedure is in force, but elsewhere in the province the monopoly depends on the ability of the local officials to enforce it.

In the rest of China the shops are inspected and licensed in most cities, and are more or less under official supervision and subject to taxation, which is generally based on the amount of business done. Raw opium can still, however, without much difficulty be purchased by those who wish and can be prepared and smoked at home. Nevertheless, the opium den in China occupies very much the same popular position as the public-house in England, and its suppression is a very important step in the right direction.

Art. 6. To manufacture remedies for the cure of the opium habit.

This is one of the most difficult rules to carry out efficiently, not from the lack of remedies, but from the fact that those provided are either not efficacious in themselves or produce greater evil than that which they are intended to prevent.

Most anti-opium medicines contain either opium or morphia, and the efficacy of such cures is not infrequently limited to the period during which they are taken, while they have a tendency to introduce opium eating instead of smoking, replacing one vice by another, and introducing one more difficult to cure. In Chengtu opium refuges exist where medicine is supplied free of charge, but these establishments are not well patronized. In addition, the sale of opium remedies, for the most part spurious, is strictly controlled by the police.

In other places in the Province of Szechuan benevolent societies have been formed for the distribution of opium remedies, and a large number of people have applied to mission dispensaries for medicine. In most cases the applicants cannot be induced to undergo a course of treatment in the mission hospital. It is also noteworthy that the Chinese authorities do not invoke the assistance and advice of foreign medical men in the selection and preparation of opium remedies.

For the rest of China it may be said that refuges and anti-opium medicines are provided in nearly all the capitals and chief towns, and that they are within reach of the majority of the inhabitants of the Empire.

The morphia question is one which is of great importance in connection with that of opium, inasmuch as the Chinese have of late years taken a great fancy to it. It would

no doubt take the place of opium were the latter eventually suppressed had not the Chinese Government already taken steps to prevent this contingency.

By Article XI of the Commercial Treaty of the 5th September, 1902, between Great Britain and China His Majesty's Government undertook to prohibit the general importation of morphia into China, except for medical purposes, as soon as all other Treaty Powers agreed to this step. The Chinese Government on their side undertook to adopt measures at once to prevent the manufacture of morphia in China. With the exception of Japan, the consent of all the Treaty Powers has now been obtained, so that China is within measurable distance of seeing morphia eradicated.

Art. 7. The establishment of Anti-Opium Societies in order to promote the good movement.

In the Province of Szechuan the authorities have given little encouragement to such Societies, and have ordered them only to discuss opium and not current politics or questions of local government.

In the rest of China Anti-Opium Societies have been established in many of the capitals, some being under official auspices, others of a private nature. They display a certain amount of energy.

Art. 8. To charge the local authorities with the duty of leading the movement.

In regard to the Province of Szechuan, with the exceptions of the capital (Chengtu) and Chungking, it cannot be said that the local authorities have as a whole done much to help and encourage the anti-opium movement. The country officials are mostly smokers, their attitude lukewarm, and their action generally limited to the issue of the necessary Proclamations. As to the rest of China, the officials foremost in energy are those of the cities of Tien-tsin, Chefoo, Soochow, Shanghai, Nanking, and Foochow.

Art. 9. To strictly forbid the smoking of opium in order that an example may be set for others to follow.

This Article is practically a dead letter in the Province of Szechuan. The late Viceroy did issue an order to all civil and military officials throughout the province fixing a limit of six months in which to give up the habit, opium smokers in the meantime to report themselves to their superior officials in order that their names might be entered on a black list. No officials are known to have reported themselves; on the other hand, several officials, notoriously inveterate smokers, are retained in office.

In all Government colleges, schools, industrial institutions, the police, and in the army the prohibition is strictly enforced. Generally speaking, in regard to the rest of China, it may be said that not much progress has been made in the way of obeying this Article. There are instances of officials having given up the habit, and of attempts being made to do so; also instances of officials being dismissed, but they are few and far between.

The military authorities, however, are very strict about it in the Luchun (national army), and they profess to be equally so in the provincial armies, though it may be doubted whether the same energy is displayed in their case. The penalty for smoking opium in the army is death, but there is no proof of an execution having taken place. This, however, is negative evidence, as no foreigner is allowed to see a soldier punished. Lieutenant-Colonel Pereira, His Majesty's Military Attaché, is of opinion that, whilst officers in the first six divisions of the national army would not smoke, it is probable that there are cases in the national army in the provinces. In the capital the recent dismissal from office of a number of high dignitaries and Princes who had failed to break off the habit within the prescribed limit of time shows the continued interest taken in the movement by the Court.

The Imperial Maritime Customs issued two Circulars in December 1906 to those employed in the service, the one bringing the Decree to their notice, the other calling for a report in July 1907 giving the names of such subordinates in the service as still continue to use the drug, their age and length of service. The replies to this Circular, taken all round, have shown that smoking is not general among the native staff, and that where formerly indulged in it had in most instances ceased, or was being gradually given up.

It became necessary to dismiss a few whose efficiency had been diminished by the use of the drug.

Art. 10. To enter into negotiations for the prohibition of the import of foreign opium in order to close the sources of the supply.

No foreign opium is imported into the Province of Szechuan, which produces more than is required for its own consumption.

Negotiations are being conducted with His Majesty's Government, and the reply of the Chinese Government to the counter-proposals of the Indian Government is still awaited. The essential features of these negotiations were as follows: China proposed to annually restrict the import of Indian opium so that it would totally disappear within ten years, and in the meanwhile to double the import duty on Indian opium, which they alleged contained double the strength of the native-grown drug. The Indian Government, in reply, accepted unreservedly the good faith of the Chinese Government in putting forth this project of reform, were willing to face the eventual loss of 3,000,000*l.* annual revenue at present derived from opium, but suggested that instead of China restricting the import of Indian opium the Government of India should reduce the gross export from India for a period of three years, and that this progressive diminution should continue after these three years if within that period of three years the production and consumption of opium in China had been proportionately diminished by the Chinese Government, and if the restrictions of the import of Turkish, Persian, and other opium had been arranged for and carried out simultaneously. The proposed increased duty on Indian opium was considered undesirable for various reasons, and the Chinese contention as to the relative strength of the two kinds (Indian and Chinese) not proven. Here the matter stands, and the reply of the Chinese Government awaited.

Should these counter-proposals of the Indian Government be favourably received by the Chinese Government, it is much to be hoped that in approaching the Governments of the other Treaty Powers on the subject they will meet, not only with the same self-sacrificing spirit which has been shown by the Government of India, but with the same willingness to assist in the laudable endeavour to free the Chinese Empire from a national scourge.

The importation of Indian opium into China in 1906 was 53,430 piculs, while the total importation from other sources was only 795 piculs, from which it will be seen that the pecuniary interest of other countries in the trade is practically non-existent.

Art. 11. All Tartar Generals, Governors-General, and Governors of provinces should direct the civil and military authorities in their jurisdictions to issue Proclamations promulgating these Rules for earnest observance.

This Article has been complied with.

As foreign nations occupy a peculiar position in China by virtue of their Concessions, Settlements, and leased territories, it will be well to draw attention to the steps they have each taken to uphold or carry out the principles of the Opium Edict.

*Germany.*—No opium dens have ever been allowed in the two German Concessions at Tien-tsin and Hankow, and the same may be said of Tsingtao, the new town created in the German leased territory of Kiauchow.

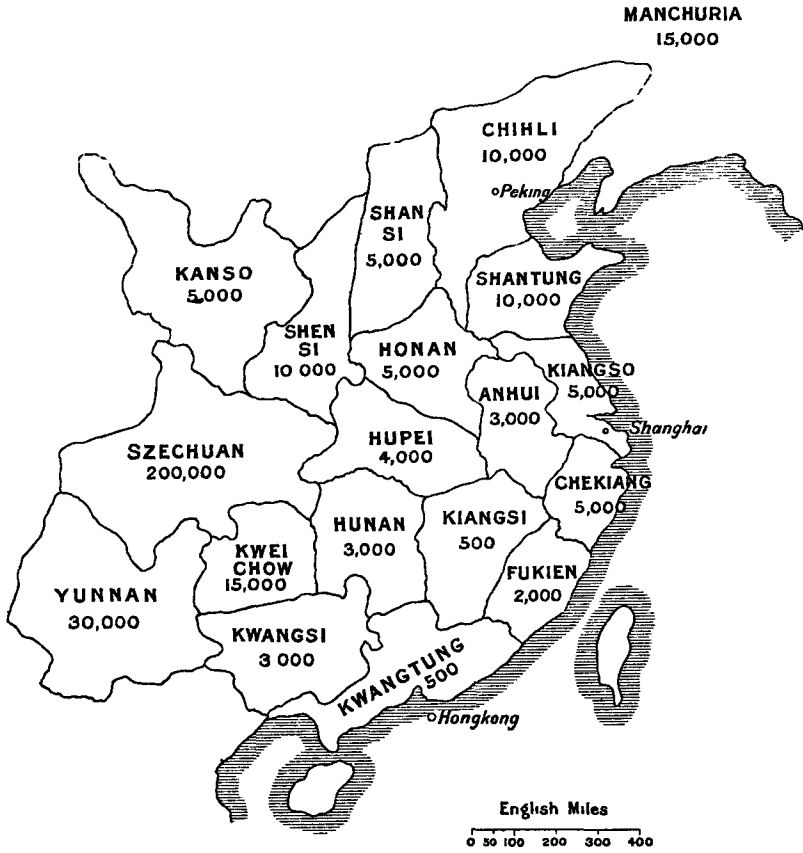
*Japan.*—No opium dens are permitted in the Japanese Concessions, as far as is known. In some of the Settlements measures are being taken, at the request of the Chinese authorities, to prevent smoking by Chinese, but at Antung there are any number of dens in use in the Japanese Settlement.

*Russia.*—There are only two Concessions, Hankow and Tien-tsin. In the former opium smoking is prohibited by order of the Municipal Council. In the latter the Russian Consul has been instructed to act with his colleagues in the matter of the suppression of smoking. In regard to the leased railway territory, the Administration has come to an understanding with the Chinese authorities with a view to enforcing the Opium Regulations in the near future.

*America* has no independent Concessions.

*France.*—All dens have been closed in the French Concession at Tien-tsin. At Shanghai, where there is an independent French Concession, the measures adopted have not been of so radical a nature. No new licences have been issued by the municipality since the 1st July last. The licence tax has been increased fourfold, and females prohibited from entering the establishments, with the result that twenty-five dens have found it necessary to close their doors.

*England.*—There are now no opium establishments of any kind in any of the British Concessions in China, and the International Settlement in Shanghai is the only one which has to be considered in connection with Article 5 of the Decree.



*The Figures represent the annual production of piculs of opium in each Province.  
A picul is 133½ lbs.*

Any action which is taken in the matter rests with the Municipal Council, which is an international institution.

The Chairman has, through the Senior Consul, assured the Taotai of the Council's sympathy with the movement, and promised that as soon as there was evidence of *bona fides* on the part of the Chinese Government to give practical effect to the Decree the active co-operation of the foreign authorities in the International Settlement would follow.

On the 22nd June last the 700 native dens were closed, and the Taotai renewed his request that similar steps should be taken in connection with the 1,600 dens which exist in the International Settlement.

He was informed in reply that the course which had been adopted in the Chinese city of converting dens into shops for the retail sale of the drug, if adopted in the Settlement, would not tend to check the opium habit, and the Council suggested that, before they took action, some endeavour should be made to decrease the large areas in the interior under poppy cultivation.

The Council had also to consider the municipal finances, which look to opium as one source of revenue, and assert that before the month of March, when the annual meeting of ratepayers takes place, they had not the power to introduce any alteration in the system of taxation then in force.

*Italy.*—All opium dens have been closed since January 1907 in the Italian Concession at Tien-tsin, and a special Article is to be inserted in the Regulations for the Concession which are being drawn up, forbidding such establishments and commerce in future.

*Belgium* has one Concession only, at Tien-tsin, and opium dens have never been allowed in it.

*Austria* has only one Concession, also at Tien-tsin, and all dens have been closed in it since the 8th August, 1907.

#### No. 29.

*Sir J. Jordan to Sir Edward Grey.*—(Received January 25, 1908)

Sir,

*Peking, December 7, 1907.*

WITH reference to my despatch of the 14th August last, I have the honour to transmit to you herewith copy of a note from the Wai-wu Pu, containing their reply to the counter-proposals of His Majesty's Government on the opium question, the substance of which was communicated to you in my telegram of the 4th instant.

The Chinese Government assent to the proposal of His Majesty's Government for a progressive diminution in the export of opium from India for a period of three years from the 1st January, 1908, on the understanding that if during this period the Chinese Government shall have duly carried out the arrangements on their part for reducing the production and consumption of opium in China, His Majesty's Government undertake to continue in the same proportion the annual diminution of the export after the expiration of the three years' period of trial. The Board, however, point out that the total average import of Indian opium into China during the years 1901-5 inclusive was, according to the Customs returns, not 51,000 chests as given by us, but only 42,327 chests of 120 catties each, and they request that the proportion annually diminished may be based upon the latter figure.

The import of Persian and other foreign opium will, they add, be correspondingly diminished.

As regards the dispatch of an officer to India to watch the opium sales, the Chinese Government accept the condition prescribed by His Majesty's Government, viz., that the officer so appointed shall have no power of interference.

Their proposal to double the duty and *li-kin* charges was, they explain, made merely with the view of restricting the use of the drug, and not for revenue purposes.

The three points on which His Majesty's Government have been asked for information in connection with this proposal cannot be fully determined at short notice, and the Board therefore propose to postpone the levy of the double duty and to reserve the question for future discussion.

The Board agreed to the proposal of His Majesty's Government for the prohibition of import and export of prepared opium between Hong Kong and China, and in

pursuance of the understanding that each Government should take measures to prevent smuggling into its own territories, they intimate that Regulations are being drawn up to prevent the smuggling of boiled opium in China.

Under the fifth heading His Majesty's Government agreed that, if effective steps have been taken by the Chinese authorities for the prohibition of opium shops, &c., outside the limits of foreign Settlements or Concessions, the municipal authorities of these localities should also take effective steps on their own initiative before being approached by the Chinese authorities on the subject.

This declaration the Board accept as evidence of the intention of His Majesty's Government to accord the fullest measure of support to the efforts of the Chinese Government, and they then proceed to state the steps which they have themselves taken for the suppression of opium beyond the limits of Settlements and Concessions.

With regard to the prohibition of the importation of morphia and instruments for its injection, the Wai-wu Pu state that they have secured the co-operation of all the Powers with the exception of Japan, whose reply will be communicated as soon as it is received.

In conclusion, the Board affirm that it is their earnest hope, with the assistance of Great Britain, to effect the complete eradication of the opium habit, and they hold it to be their duty to send still more stringent instructions to the local authorities for the energetic enforcement of the prohibitive measures.

I am forwarding copies of this despatch to his Excellency the Viceroy of India and his Excellency the Governor of Hong Kong.

I have, &c.  
(Signed) J. N. JORDAN.

Inclosure in No. 29.

*Wai-wu Pu to Sir J. Jordan.*

(Translation.)

Sir,

*Peking, December 2, 1907.*

I HAVE the honour to acknowledge the receipt of your Excellency's various communications on the subject of opium prohibition, in which the views of His Majesty's Government, in response to the detailed proposals of the Board, are conveyed, and to express to your Excellency my high appreciation of the cordial support which His Majesty's Government have lent in the accomplishment of this task.

I have now the honour to communicate to your Excellency seriatim the present proposals of the Board:—

1. Our assent to the proposal to commence from January 1908 the annual diminution of the quantity of opium exported from India to China, with a view to its final cessation in ten years, was signified to your Excellency last February. It is now the month of December 1907, and January 1908, the period from which the annual diminution of the export is to commence, is already close at hand.

The Board are willing to accept the present proposal of His Majesty's Government to put the arrangement experimentally into effect for a term of three years, with the proviso that, if during that period the Chinese Government shall have duly carried out arrangements on their part for diminishing the production and consumption of opium in China, His Majesty's Government undertake to continue in the same proportion this annual diminution of the export after the three years' trial period.

The number of chests given as the annual import into China of Indian opium differs, however, from the Board's own estimate. According to the Customs Trade Returns, during the five years 1901 to 1905, inclusive, the average total import was only 42,327 chests of 120 cattiees each. It is requested that the proportion annually diminished may be based upon that figure.

The import of Persian and other foreign opium will, of course, be limited in a corresponding manner.

2. The dispatch of an officer to Calcutta to watch the opium auctions and the packing is merely with a view to ascertaining the exact quantity exported, and has no other purpose whatever. The proviso with which His Majesty's Government qualified their assent, namely, that such officer should have no power to interfere, will of course be notified by the Board to the officer sent.



3. The original proposal to double the duty and *li-kin* charge on foreign opium was made with a view to utilizing the tax as a restrictive measure, and not with a view to increasing the revenue.

His Majesty's Government have raised three points upon which they require information in connection with the proposed tax and the value of the native drug. These are not questions which can be fully gone into at short notice. The Board therefore propose to postpone for the time being the levy of the double duty, and to reserve the question for future discussion.

4. With reference to the prohibition of the import of boiled opium into China from Hong Kong, His Majesty's Government have agreed that each country should take steps to prohibit the import into its own territory.

The Board will therefore direct the various provincial Superintendents of Customs to draw up strict regulations for a careful watch to be kept to prevent the smuggling of boiled opium into China.

5. With regard to the measures to be taken in the foreign Settlements and Concessions for the prohibition of opium shops, resorts for opium smoking, and of the sale of opium appliances, His Majesty's Government have agreed that if effective steps have been taken by the Chinese authorities beyond the limits of such Settlements or Concessions, the municipal authorities of these localities should also take effective steps on their own initiative, without awaiting the request to do so from the Chinese authorities. The intention of His Majesty's Government to accord the fullest measure of support to the efforts of the Chinese Government is amply evidenced by this action.

Numerous Imperial Edicts have already appeared commanding that the measures to be taken for the suppression of opium beyond the limits of Settlements and Concessions by the local Chinese authorities should be energetically put into effect. Present appearances go to prove, therefore, that the consumption of opium by the lower classes is already showing a sensible diminution, a fact the truth of which your Excellency can ascertain by inquiry.

6. His Majesty's Government have signified that they are fully prepared to co-operate in prohibiting the general importation of morphia and instruments for its injection as soon as the consent of all the Treaty Powers has been obtained.

The Board has the honour to inform your Excellency that correspondence which has passed between the Chinese Government and the various Powers has shown that they all share the view of His Majesty's Government, with the single exception of Japan, from whose Government no reply has yet been received. When the Japanese Government have replied signifying their consent, a further note will be circulated among the foreign Representatives.

To sum up, it is the earnest hope of China to effect the final and complete eradication of opium. Seconded as she is by the assistance of Great Britain, it is incumbent upon the Board to convey orders of a still more urgent nature to the local authorities to give energetic effect to the prohibitive measures.

I have the honour to request your Excellency to communicate the terms of this reply to His Majesty's Government, and avail, &c.

(Signed) Prince CH'ING.

No. 80.

*Sir J. Jordan to Sir Edward Grey,--(Received January 27)*

(Telegraphic.)

*Peking, January 27, 1908.*

WITH reference to your telegram of the 4th instant, I have the honour to report that the Chinese Government now accept reduction of the total export of opium from India by 5,100 chests yearly, beginning with 1908. The Chinese Government desire that I should again express gratitude to His Majesty's Government.

I have informed the Government of India of the above.

No. 31.

*India Office to Foreign Office.—(Received February 12.)*

Sir,

*India Office, February 11, 1908.*

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter, forwarding a copy of a telegram from His Majesty's Minister at Peking, dated the 27th ultimo, on the subject of the restriction of the import of Indian opium into China.

In reply, I am to say that the Government of India will be informed that the Chinese Government, in lieu of their original proposal to restrict, by direct measures taken at the ports, the quantity of foreign opium imported into China in each year, have accepted the counter-proposal of His Majesty's Government that as regards Indian opium the restriction shall be of an indirect nature, and will be enforced by the Indian Government, which will limit the quantity of opium exported beyond seas to 61,900 chests in the present year, 56,800 chests in 1909, and 51,700 chests in 1910.

The counter-proposal was stated to be contingent on arrangements for the restriction of the import of Persian, Turkish, and other opium being made and brought into operation by the Chinese Government. I am to ask that information as to the measures which may have been taken in this respect may be obtained from His Majesty's Minister. I am, however, to say that the Government of India will be instructed to enforce immediately the restrictive measures which have been agreed to on behalf of India, without insisting on the prior fulfilment of the conditions that similar restrictions would be simultaneously enforced in respect of the import of non-Indian opium.

I am to suggest, for Sir Edward Grey's consideration, that when the discussion about raising the import duty on foreign opium is resumed by the Chinese Government, His Majesty's Minister might conveniently invite that Government to define and limit, as part of any arrangement that might be concluded, the powers of the Provincial Governments as regards the levy of licence or consumption taxes under clause 5 of the Additional Article to the Chefoo Convention, so as to secure the provisions of that Agreement from infringement. Attempts have been made to collect the "prepared opium" tax from others than the actual retailers, to convert it into a tax on unopened chests, or to make it fall more heavily on foreign than on native opium, and these attempts have given rise to considerable friction. If the consolidated duty payable at the ports is to be enhanced, it seems desirable that in return the Imperial Chinese Government should give some guarantee that opium which has paid the import duty shall not be unfairly taxed, against the terms of the Additional Article, by the Provincial Governments.

I am, &c.  
(Signed) A. GODLEY.

CHINA. No. 1 (1908).

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CORRESPONDENCE respecting the Opium Question  
in China.

[WITH MAP.]

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*Presented to both Houses of Parliament by Com-  
mand of His Majesty. February 1908.*

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LONDON:  
PRINTED BY HARRISON AND SONS.

CHINA. No. 3 (1909).

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DESPATCHES

FROM

HIS MAJESTY'S MINISTER AT PEKING,

FORWARDING

REPORTS

RESPECTING THE

OPIUM QUESTION IN CHINA.

[In continuation of "China No. 1 (1909)."]

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*Presented to both Houses of Parliament by Command of His Majesty,  
December 1909.*

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Despatches from His Majesty's Minister at Peking, forwarding  
Reports respecting the Opium Question in China.

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[In continuation of "China No. 1 (1909)."]

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No. 1

*Sir J. Jordan to Sir Edward Grey.—(Received November 15.)*

Sir,

*Peking, October 21, 1909.*

IN continuation of my despatch of the 14th November, 1908,\* I have the honour to transmit herewith a further general report on the opium question in China, drawn up by Mr. Max Muller, councillor to this legation.

This report shows that considerable progress continues to be made in the task which the Chinese Government undertook three years ago. There has undoubtedly been a very sensible diminution in the consumption and cultivation of opium, and a public opinion has been formed which will greatly strengthen the hands of the Government and the provincial authorities in the drastic measures which they contemplate taking in the near future. Total prohibition within a measurable time is undoubtedly the policy which finds favour at the moment, and considering the conditions of the country and the difficulty in verifying the progress of gradual reduction, it is perhaps the best method of dealing with the problem. That the end, however, is so near as many of the official pronouncements would seem to indicate is, I venture to think, very doubtful.

We have full and reliable information about only two of the provinces—Shansi and Yunnan—and the annexes to Mr. Max Muller's report furnish eloquent testimony of the good work that has been done in both. At the opposite extreme stand Shensi, Kansu, Hupei, and Szechuan, in all of which comparatively little has been accomplished to check either the consumption or cultivation of the drug. The last-named province, which is by far the largest producing area in the Empire, will furnish the supreme test of the success or failure of the programme of total prohibition, and as the order has gone forth that no poppy is to be sown this autumn the issue on which so much depends is doubtless being fought out as this report is being written.

I cordially endorse the suggestion made at the end of this report that consular officers, with a knowledge of the language, should be sent to visit the principal opium producing provinces in the course of the year 1910. Mr Max Muller has, so far as our available materials permit, given a most exhaustive and highly instructive account of the present state of the opium question in China; but, as he himself states, it is only by tours of personal inspection, such as have been made this year in Shansi and Yunnan, that we can ever hope to arrive at the actual facts.

I have, &c.

J. N. JORDAN

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Inclosure 1 in No. 1.

*General Report by Mr. Max Muller respecting the Opium Question in China.*

IT is now nearly a year since Sir Alexander Hosie, commercial attaché to His Majesty's Legation in Peking, wrote the last general report on the progress of the campaign against the use of opium in China. In forwarding that report to the Secretary of State for Foreign Affairs, Sir John Jordan, His Majesty's Minister in Peking, after pointing out how fragmentary and often contradictory the information was from which these opium reports were compiled, wrote as follows: "The general

impression which I derive from a study of all the available evidence is that, considering the magnitude of the task, the success which has so far attended the movement is as great as could reasonably be expected."

During the year under review an event has happened in the history of China which might well have had a serious effect on the progress of the movement for the abolition of the use of opium. On the 14th November, 1908, the Emperor Kuang-hsu died and his demise was followed on the next day by that of the Empress Dowager. He was succeeded by his nephew, the Emperor Hsuan-t'ung, a mere infant, whose father, Prince Ch'un, became the Regent and the real ruler of the Empire. A glance at the three previous reports that have been written on this subject will show how important a factor in the anti-opium campaign were the energy and determination of the aged Dowager-Empress. The reports have all dwelt on the importance attached by the court and the Central Government to the conscientious fulfilment of the Imperial Edict of the 20th September, 1906, and of the regulations framed for its enforcement. Decree followed decree, instructions were repeated at frequent intervals, and the determination of the Palace to enforce obedience to its orders was shown by the removal from office of high dignitaries and Princes who had failed to break off the opium habit within the prescribed limit of time. Annual reports were called for from each Viceroy and governor as to the progress of the measures taken to decrease the cultivation and consumption of opium. Prince Kung and other high officers of State were appointed Imperial commissioners to enforce the application of the prohibition in the case of persons holding official positions. Officers of high degree, in one case a member of the Imperial family, were denounced by the commissioners and cashiered by Imperial decree for infractions of the regulations. Officials who showed themselves particularly zealous in the campaign were rewarded. In short, everything proclaimed that the court and the Central Government were sincere and zealous in their crusade and that all that they could do to help in carrying out the task that China had set herself would be done. This attitude on the part of the court was an indispensable condition of success. It has been repeatedly stated that the progress achieved in a province depended on the energy and determination of the governor of the province, but it is no less true that the energy and determination of the governor corresponds in turn to the sincerity and earnestness shown by the Central Government in their prosecution of the campaign. Whatever may have been said in former reports as to the venality and slackness of local officials, or even in certain cases of the want of energy of the high provincial authorities, there has only been one opinion as to the activity and fixity of purpose that has marked the attitude of the court and the Central Government. It is only natural when such a break in the established order of things occurred as that caused in China by the simultaneous death of the Emperor and the Empress-Dowager that many persons interested in the movement for the suppression of opium smoking should have had doubts as to the effect which the change of rulers might have on the attitude of the Central Government towards that movement. Sufficient time has now elapsed for one to be able to state with confidence that there has been no change in the attitude either of the court or the Central Government, and that the Prince Regent has shown the same energy and determination in the anti-opium campaign as his predecessor.

Only two Imperial decrees referring to the opium question have been issued this year, but as a matter of fact enough, and more than enough, had already been done in the way of issuing decrees and regulations. Indeed, the multiplicity of these long decrees could not fail to lessen their weight in the minds of the people, especially as they so often contained admissions that the authorities had failed to carry out the prescribed regulations. The first decree of the present reign began by emphasising the necessity of taking the most stringent measures to put a stop to both the cultivation and consumption of opium. It was published on the 15th March, shortly after the Opium Commission at Shanghai had closed its sittings, but it contained no reference to the results of the conference, though it made allusions to the co-operation of foreign countries. The principal object of the decree appeared to be to impress on the people the necessity of further taxation to replace the loss in revenue accruing from opium, the increased salt tax not being sufficient to make good the loss, and the various provincial authorities were invited to make suggestions as to new taxes. The second decree, issued on the 17th June, repeated the general injunctions contained in the first, and made mention of the total suppression of cultivation that had been effected in some provinces. It was, however, specially directed to the question of the suppression of smoking among officials. It stated that the regulations in regard to

the examination and cure of officials had been evaded, that only petty officials as a rule had been sent up for examination, and that many officials who had been declared cured of the habit had taken to smoking again. The Imperial commissioners for the suppression of opium smoking were ordered to issue instructions to all yaméns outside Peking that the most careful examination of all officials should be made, and no partiality shown to anyone.

Apart, however, from the issue of decrees, the continued energy and interest of the Central Government has been shown by its general attitude towards the question and by the approval bestowed on any governor or other official who may have specially distinguished himself in the campaign. This in turn has had its influence on the Viceroys, governors, and other high provincial authorities, who have in most provinces during the past year shown greatly increased zeal in enforcing the anti-opium regulations.

The lack of uniformity in the practical steps taken in the various provinces deplored by Sir A. Hosie still continues, and greatly increases the difficulty of arriving at any reliable estimate of the progress that has been made. The promised statistics as to the acreage under poppy cultivation, which were called for from the various local authorities, are not yet forthcoming; in fact, it is doubtful if they ever will be, and in the absence of any such reliable statistics it is manifestly impossible to give even an approximate estimate of the proportionate diminution in the area of cultivation. Except in two cases, where our consular officers have undertaken special journeys of investigation, the information on which I have had to rely in the compilation of this report has been of a fragmentary and often contradictory nature. Memorials presented to the throne by Viceroys and governors, and other similar official proclamations, are apt to be unduly optimistic. The estimates of production for the years 1906 and 1908, based on reports supplied by the Commissioners of Customs at the various treaty ports, erred in the same direction. The quarterly reports of the consuls contain much useful information, but in most cases they give general impressions rather than definite facts, and, indeed, it is difficult to see how this could be otherwise. Even the information derived from the missionaries spread all over the Empire varies very much in value, and is often very contradictory, but it is on the whole the most valuable asset in our budget of knowledge, and the very fact of their reports being so contradictory enhances, in my mind, their reliability. Without the kind assistance of the missionaries in supplying periodical reports in regard to the districts in which they reside or through which they travel, it would be impossible to obtain even such a general impression as I hope to be able to convey by this résumé as to the progress being made throughout China, and I wish to express my sense of indebtedness to the missionaries who have supplied so much valuable information to His Majesty's consuls in the various provinces.

From the information gleaned from the above-mentioned sources I have compiled short accounts of the measures adopted in each province, and of the success which has attended their enforcement, but, as I shall explain at greater length later, the deductions which can be made from these accounts are based rather on hypothesis or impression than on specific facts. I must, however, first devote a few words to another event that has occurred in China during the period under review, namely, the assembling of the International Opium Commission at Shanghai last February.

Many enthusiasts had undoubtedly formed exaggerated ideas as to the assistance that China would derive from the results of this commission in the great task that she had set before her. Hopes were expressed in some quarters that China might be freed from the obligation of observing existing treaty engagements with regard to the import of opium, should she succeed in effectively stopping the cultivation of opium throughout the Empire within a less period than ten years. The Viceroy of Nanking stated that the Imperial decree of the 20th September, 1906, had fixed the term of ten years for the suppression of opium, that in some districts the production had already been reduced 80 per cent., that in certain provinces cultivation would be abolished during 1909, and that total suppression would be effected throughout the Empire in two or three years, in which case a monopoly of foreign opium would be necessary in order to eradicate the evil. His Excellency said that he was expressing the views of the Chinese Government on the subject, and recommended them to the serious consideration of the commission. These brave words naturally gave rise to great expectations, and there was doubtless some feeling of disappointment when the proceedings of the commission came to an end without any further tangible result than the adoption of the following nine resolutions:—

"1. That the International Opium Commission recognises the unswerving



sincerity of the Government of China in their efforts to eradicate the production and consumption of opium throughout the Empire; the increasing body of public opinion among their own subjects by which these efforts are being supported; and the real, though unequal, progress already made in a task which is one of the greatest magnitude

"2. That in view of the action taken by the Government of China in suppressing the practice of opium smoking and by other Governments to the same end, the International Opium Commission recommends that each delegation concerned move its own Government to take measures for the gradual suppression of the practice of opium smoking in its own territories and possessions, with due regard to the varying circumstances of each country concerned.

"3. That the International Opium Commission finds that the use of opium in any form otherwise than for medical purposes is held by almost every participating country to be a matter for prohibition or for careful regulation; and that each country in the administration of its system of regulation purports to be aiming, as opportunity offers, at progressively increasing stringency. In recording these conclusions the International Opium Commission recognises the wide variations between the conditions prevailing in the different countries, but it would urge on the attention of the Governments concerned the desirability of a re-examination of their systems of regulation in the light of the experience of other countries dealing with the same problem.

"4. That the International Opium Commission finds that each Government represented has strict laws which are aimed directly or indirectly to prevent the smuggling of opium, its alkaloids, derivatives, and preparations into their respective territories; in the judgment of the International Opium Commission it is also the duty of all countries to adopt reasonable measures to prevent at ports of departure the shipment of opium, its alkaloids, derivatives, and preparations, to any country which prohibits the entry of any opium, its alkaloids, derivatives, and preparations.

"5. That the International Opium Commission finds that the unrestricted manufacture, sale, and distribution of morphine already constitute a grave danger, and that the morphine habit shows signs of spreading; the International Opium Commission, therefore, desires to urge strongly on all Governments that it is highly important that drastic measures should be taken by each Government in its own territories and possessions to control the manufacture, sale, and distribution of this drug, and also of such other derivatives of opium as may appear on scientific inquiry to be liable to similar abuse and productive of like ill-effects.

"6. That as the International Opium Commission is not constituted in such a manner as to permit the investigation from a scientific point of view of anti-opium remedies and of the properties and effects of opium and its products, but deems such investigation to be of the highest importance, the International Opium Commission desires that each delegation shall recommend this branch of the subject to its own Government for such action as that Government may think necessary.

"7. That the International Opium Commission strongly urges all Governments possessing concessions or settlements in China which have not yet taken effective action toward the closing of opium divans in the said concessions and settlements to take steps to that end, as soon as they may deem it possible, on the lines already adopted by several Governments.

"8. That the International Opium Commission recommends strongly that each delegation move its Government to enter into negotiations with the Chinese Government with a view to effective and prompt measures being taken in the various foreign concessions and settlements in China for the prohibition of the trade and manufacture of such anti-opium remedies as contain opium or its derivatives.

"9. That the International Opium Commission recommends that each delegation move its Government to apply its pharmacy laws to its subjects in the consular districts, concessions, and settlements in China."

In his closing speech at the final sitting of the commission, Bishop Brent, the president, spoke as follows of the work accomplished:—

"In our resolutions, based upon the evidence in hand, we have touched various phases of the subject, though we do not pretend to have exhausted them. A complimentary resolution expressing sympathy with China in her task has been adopted; drastic measures for the suppression of the morphine habit and the gradual suppression of opium smoking are advocated as a principle; three resolutions are aimed at correcting the abuse of opium and its derivatives in foreign concessions and settlements

in China; in countries where opium is not prohibited for other than medical purposes a revision of the existing systems of regulation is recommended to the Governments concerned; each delegation is urged to advise its own Government to investigate scientifically for itself the matter of anti-opium remedies, and the effect of opium and its products; international co-operation is advocated to prevent the smuggling of opium into countries where a prohibitory law prevails."

It is unnecessary to dwell any further here on the proceedings or resolutions of the commission, as a report has already been printed in two volumes at Shanghai, the first volume containing the minutes of the proceedings, and the second the reports presented by the various delegations on the opium question as far as it concerned the country which they represented. It had been expected that the Chinese report would contain much valuable and reliable information in the shape of statistics of production and of the number of smokers in various years, but I am bound to say that the hopes expressed by Sir A. Hosie in this respect in his general report were doomed to disappointment. I shall deal later with Sir A. Hosie's own criticism before the commission of the data furnished by the Chinese Government, when I come to the question of the possibility of furnishing the Indian Government, at the end of the three probationary years, with a reliable and serious opinion, based on adequate grounds, as to how far the Chinese have fulfilled their share of the agreement to reduce the production and consumption of native opium proportionately with the reduction in the export of opium from India to China.

I shall now take, first, the capital, and then the provinces one by one in the same order in which they were dealt with in Sir A. Hosie's report, and shall give a short résumé, in regard to each, of the information that has reached me from various sources, and, where possible, a general impression as to the progress made, or the reverse.

#### PEKING.

It has become a matter of some difficulty for any European to obtain accurate information as to the present position of opium smoking in the capital, as the Chinese have become so secretive on the subject. I am indebted for my information to Dr. Gray, the physician of His Majesty's Legation, who is at the same time doctor in charge of a hospital where large numbers of Chinese are treated, and who has taken considerable interest in the progress of the opium movement in China. Dr. Gray gives it as his deliberate opinion that opium smoking has almost disappeared in Peking, at all events among the classes with which he comes in contact. It is, he says, now very rare for a man either to seek treatment for the opium habit or to confess, when admitted to a hospital for other complaints, that he is still addicted to the drug.

Among the people about three-tenths have stopped smoking, and among the officials about eight-tenths. The latter, however, being subject to periodical examination, often stop for a short time and then relapse into their old ways. Among the officers of the army the habit has been entirely abandoned. It is now very difficult to purchase opium in Peking illicitly. The shops are licensed, and the purchaser must be provided with a licence. The licence ticket costs 10 cents, and is available for three months. After that period the licence has to be renewed, and at each renewal the daily amount purchasable is reduced. Opium dens are, of course, forbidden, but a considerable number are still open clandestinely—perhaps about half as many as were open eighteen months ago. From time to time the native newspapers mention cases of raids made by the police on such secret dens, the penalty inflicted on the owners averaging a fine of 15 dollars, or a month's imprisonment with hard labour.

The price of opium has increased greatly, in the case of foreign opium by 50 per cent.; while the price of native opium, which comes chiefly from Shansi and Kansu, has doubled. Opium pipes are difficult to obtain openly, though they can still be bought secretly.

Unfortunately, Dr. Gray tells me that a great deal of opium is consumed in the form of anti-opium pills. After a large number of enquiries extending over a period of several months Dr. Gray places the number of habitual anti-opium pill takers at between one-half and three-quarters of the former total of opium smokers. This means that the manner of taking opium has merely been changed, but fortunately for a less baneful form, that is to say, that a man can satisfy his narcotic craving in a

way that does not stupify him, sap his energies, or curtail his working hours. Many men take a pill now and then and go on with their work just the same. Dr. Gray instances one of the Chinese assistants at his hospital who was formerly a moderate smoker, but now swallows anti-opium pills containing opium, and keeps on taking this homœopathic remedy without in any way impairing his efficiency as a hospital assistant.

As for morphia, Dr. Gray says that there were undoubtedly a large number of smokers who left off opium and took to hypodermic injections of morphia at the time of the anti-opium edicts and for some months after their issue. But this craze has died down, and Dr. Gray tells me that it is at least six months since he has seen a man come to the hospital with marks of the needle pricks on his arms. The reason for this diminution is the great difficulty of procuring the drug or the injection needles. There is a certain amount of morphia taking going on, as it can still be clandestinely bought in certain Japanese chemists' shops. For those who are willing to pay the cost of this comparatively expensive luxury it can always be got, but Dr. Gray considers that if one were to compare Peking with other large cities in Europe and America there would be no difficulty in proving that the number of morphomaniacs in certain other cities is immeasurably greater.

#### MANCHURIA.

The reports received from the consul-general at Mukden prove that much has been done in the past year in Manchuria, both in regard to reducing the area of cultivation and to diminishing the number of smokers. In the last general report on the suppression of opium it was stated that, according to the approved proposals of the Board of Finance, poppy cultivation was to cease in the province of Hei-lung-chiang at the end of 1908, and in Kirin and Fengtien during 1909. In December of last year His Majesty's acting consul-general at Mukden reported that orders had been issued to the local authorities throughout Manchuria to entirely prohibit the growth of the poppy in the districts under their charge after the spring of 1909. In so large a country as Manchuria it is a practical impossibility to estimate the comparative extent of land under poppy cultivation in successive years, but there should not be equal difficulty in ascertaining after this year how far the orders of total prohibition have been carried out. No reports have reached His Majesty's Legation from Mukden since the end of last year, when the acting British consul-general reported that he fully believed in the sincerity of the high provincial authorities as set forth in their numerous anti-opium proclamations, but that it was difficult, if not impossible, at that time to furnish a reliable estimate as to the diminution in the area of land under poppy cultivation. The Newchang commissioner of customs estimated the consumption of the province for the year at 8,000 piculs, whereas before the anti-opium edict of 1906 it had averaged 12,000 piculs, plus an export of 3,000 piculs, making a total output of 15,000 piculs. The export of opium from Manchuria has practically ceased, and in 1908 only 3 piculs of foreign opium were imported through the two ports of Newchwang and Antung. The commissioner estimated the opium smokers to amount to about 2 per cent. of the total population of the three provinces, though of course the proportion varied considerably in different districts. This meant that there had been a decrease of one out of every three smokers.

At Mukden itself there is effective police supervision and proper control of the licensed houses and of the sale of the drug. The use of opium in inns, restaurants, brothels, and other public resorts had entirely ceased by the end of last year; there was no smoking amongst the local officials, at any rate in public, and the Viceroy had dismissed several officials for opium smoking. The diminution in the number of smokers is put by the Chinese themselves at 50 per cent., but this is probably an exaggeration. Mr. Acting Consul-General Willis reported at the end of last year that a similar condition of things seemed to prevail in all the larger cities of Manchuria, though not perhaps in all the outlying districts where the execution of the Viceroy's orders depended solely on the inclination and energy of the chief local authority; public feeling against the opium habit was steadily growing everywhere, and those who still indulged in the vice did so in private—in itself a good sign. The general consensus of available testimony tends to show that even in the remoter districts of Manchuria there has been a decrease both in cultivation and in smoking. Mr. Willis drew attention to the increased use of morphia by subcutaneous injections, which threatened to become a worse evil than

the disease it was intended to cure; the syringes and morphia were apparently distributed about the country by Japanese pedlars.

Mr. Willis's general conclusions are borne out by His Majesty's vice-consul at Antung, who reported that in the province of Fengtien the restriction of the area under poppy cultivation was being steadily persisted in, that in some parts total prohibition had been enforced by the uprooting of the crops, and that, although there were a certain number of officials who treated the question with laxity, yet public opinion throughout his consular district was generally in favour of total prohibition.

The Viceroy of Manchuria, in a memorial to the Throne dated the 12th April, stated that in the province of Fengtien the people were not greatly addicted to the vice; that the enforcement of the prohibition among the official classes had not been difficult to carry into effect; that the soil was not particularly suitable for the growth of the poppy; and that he would take proper steps to see that the order forbidding its cultivation after the spring of 1909 was enforced, and other crops, such as grain, cotton, indigo, &c, planted in its stead.

It is gratifying to be able to report that shortly after the termination of the Opium Commission orders were issued for the closing of the opium dens in the Japanese settlement in Antung, though the actual closing was not carried out till the end of July. These dens, to the number of about 150, had hitherto offered every inducement to opium smokers to indulge in the vice.

#### CHIHLI.

Sir Alexander Hoise was able to report favourably last year on the condition of things in the metropolitan province of Chihli and on the energy and determination displayed by the Anti-Opium Bureau. On the whole the information received since then from His Majesty's consul-general at Tien-tsin denotes further progress. A memorial by the Viceroy of Chihli published on the 21st January announced his decision to prohibit totally the cultivation of opium throughout the province after the spring of 1909, so that here, as in Manchuria, it will be easier to observe the effective value of this summary measure, which has been adopted by several provincial governments as the only satisfactory way of grappling with the question of suppression.

In a further memorial, dated the 19th April, the Viceroy explained that it was this conviction that had induced him to issue such a summary order against cultivation of the poppy. In regard to suppression of smoking, he stated that strict measures had been taken to stamp out the habit among officials, and several delinquents had been dismissed. Every effort had been made to discourage the use of the drug among the general public, and the system of licences had been strictly enforced. Large quantities of anti-opium medicines had been distributed, and the Viceroy claimed that between 20,000 and 30,000 cures had been effected in the 200 institutions specially established for that purpose. All opium saloons had been closed, and the number of licensed shops was being reduced, 800 having already been closed. Severe measures had been taken to check illicit trading in opium and also in morphia, over 1,300 convictions for selling opium without a licence having been recorded. He had taken steps to make good the loss in revenue by an increase in the salt tax and by imposing higher fees on opium licences, and would take further steps if necessary.

A report received from a missionary in the north of the province said that the system of quarterly licences for the use of opium had had excellent effects; that the number of smokers had been reduced by 20 to 25 per cent.; that there were only three licensed opium shops in the city where he lived, and that the cultivation of the poppy had already been prohibited in the district. Reports were received from missionaries during the earlier part of the year covering a large portion of west central Chihli, and these showed that the restrictions on smoking were well enforced, most of the officials had abandoned smoking, the renewal of smokers' licences was insisted on, and no opium dens were open; but the restrictions on cultivation were only enforced in some places, while in others the attitude of the authorities was not sufficiently uncompromising, and farmers were reported to have sown both poppy and wheat on the same ground, their idea being that if they were allowed to grow poppy they would root out the wheat, and, if not, they could root out the poppy and still have their wheat crop.

His Majesty's consul-general made the usual complaint as to the nature of the remedies employed against the opium habit, and said that in many cases they were more dangerous than the disease.

## SHANSI.

What has happened in the past year in Shansi goes far to prove how entirely the final suppression of opium depends on the earnestness and activity of the Viceroy, governors, and other high provincial officials. For years past this province has been known as one of those most cursed by the opium evil. In Tai-Yuan Fu, the capital, it was said that half the adult population, female as well as male, smoked, and in many of the country districts the proportion was placed even higher. In spite of the great local consumption, opium was grown for export to Chihli and other neighbouring provinces, in fact practically every well-watered district throughout the province was ablaze with poppy-blossoms during the early summer. No effective steps had been taken in Shansi before this year with a view to restricting cultivation, and Sir A. Hosie stated that the slight reductions reported from a few districts were outweighed by increased cultivation in others. He also mentioned that the governor of Shansi had memorialised the Throne, proposing the entire and immediate prohibition of the growth of opium throughout the province, but expressed some doubt as to his Excellency having sufficient energy to enforce such a stringent measure. Gradually, however, reports began to reach His Majesty's Legation of stringent proclamations issued by the local authorities throughout Shansi prohibiting the cultivation of poppy after 1908, under a penalty of very heavy fines and confiscation of the land, and of the effective steps taken to carry these proclamations into effect. One missionary wrote in March, "There is now no opium sown over vast areas that last year were devoted to the plant, and thousands of acres of the best irrigable land are set free for the cultivation of other crops. The price of opium is rising rapidly, and will soon be double what it was a year ago. Needless to say that the retail opium is adulterated more than ever, so that the poorer smokers are breaking off perforce." In April His Majesty's Minister in Peking received through a missionary at Tai-Yuan Fu a message from the provincial treasurer, Ting Pao-chuan, to the effect that the growth of the poppy and the cultivation of opium had been entirely suppressed in the province of Shansi. It being a matter of some interest to ascertain how far the Shansi authorities had been successful in suppressing the cultivation of the poppy in so short a space of time, His Majesty's Minister instructed Mr. Brennan, of His Majesty's consular service in China, to undertake an extensive tour in the province, and furnish him with a first-hand account of what had actually been done. Mr. Brennan started in the end of May, and made a journey of 460 miles through a section of the province which was practically all devoted to poppy cultivation a year ago. His clear and concise statement of what he saw and heard is too long to be embodied in this report, but I consider it of such interest and of such good augury as furnishing a notable illustration of what can be effected in a short space of time by an active and well-intentioned Chinese administrator, that I have reproduced Mr. Brennan's account of his journey as an annexe to my report.\* Mr. Brennan was unable to travel over the whole of Shansi, but his conclusions in regard to the southern half of the province are fully corroborated in regard to the remaining districts by reports received from missionaries. It may safely be said that not a stalk of poppy was to be seen this spring over large areas which in former years were covered with the plant; the price of the drug has gone up enormously; and were Shansi a self-contained State, instead of being a unit in a large Empire, opium smoking would soon be a thing of the past. It is indeed a great pity that the Central Government do not enforce greater uniformity of procedure in this matter, as otherwise it seems clear that success in suppression of cultivation in one province is only too likely to stimulate the production in the neighbouring provinces, in the present case in the provinces of Shensi and Honan.

Mr. Brennan's conclusions have been corroborated in a letter which I have received from Lieutenant Pudsey, R.A., who travelled over a large area of central Shansi in June and July. He writes that during his journey he made frequent enquiries from inn-keepers, farmers, missionaries, &c., all of whom said that no opium was now being grown in the province, and this was borne out by his own observations, for he did not see a single poppy. The officer dispatched by the Board of Finance to enquire into the progress of the suppression movement in certain provinces was able to report that in the south of Shansi opium cultivation had ceased altogether, while in the north only an insignificant amount had been found to have been grown in a few out-of-the-way places.

The Viceroy, in a memorial dated the 14th April, proposed that if the increased

\* Inclosure 2, p. 29.

tax on salt were not sufficient to make up the deficiency of revenue caused by decrease in the opium taxation the taxes on tobacco, sugar, and wine might be raised. In a more recent memorial, published on the 15th September, the governor claims that the cultivation of opium in Shansi has entirely ceased and that the use of the drug will soon be entirely eradicated; and he has been ordered by Imperial rescript to submit a list of officials deserving of special recognition for their successful efforts to stamp out the cultivation of the poppy.

#### SHENSI.

Mr. Brennan, who crossed over the Yellow River from Shansi to Shensi, reported that once across the river there was no lack of poppy cultivation, the fields extending nearly to the water's edge; and he also reported that the increase in the marketable value of opium in Shansi had had the effect of widening the area under cultivation in the adjoining province of Shensi, while a missionary writing to him from Meih sien, on the Wei River in Shensi, said that the poppy was grown to such an extent in the Wei valley that the farmers had actually to import wheat for their own consumption.

Shensi has always been one of the greatest opium-producing provinces. Before the famine of 1873 Shensi is said to have supplied 30 per cent. of the native opium in China, and the Customs reports estimate the annual production up to 1906 at 50,000 piculs, and that for 1908 at 33,000 piculs. Unfortunately, neither the statement of Mr. Brennan nor the reports received at the consulate-general at Hankow from missionaries in various districts of Shensi during the past year confirm the decrease in the area of cultivation as given in the Customs reports. One missionary, writing from Feng Hsiang-fu, says that, judging from his own observations and from what the natives told him, more opium would appear to have been sown in 1908 in some districts, the chief reason given being that notwithstanding the increased tax on opium-growing land it paid better to grow opium than grain. His Majesty's consul-general at Hankow, writing on the 19th April, said that he had received eleven reports from missionaries resident in Shensi, covering the whole of the south of the province, and not one noted any real progress in the anti-opium movement. Proclamations had been issued but not enforced; there had been no restriction in the area under cultivation, while in one instance a notable increase had been reported. Other reform measures, except the publication of a few disregarded proclamations, were totally neglected. In some cases medicines were no longer sold, inaction and indifference were rife among officials and gentry, shops were openly doing a brisk trade in opium, and dens were still open. In the face of this information it is difficult to attach much importance to the statements contained in a memorial of the Governor of Shensi dated the 31st May. He claimed that the usual steps had been taken, both in the capital and in other parts of the province, for enforcing the prohibition of smoking amongst the officials and the people; that opium saloons had been closed and a system of licences instituted; that 200 officials and 1,600 other persons in the capital and 155,000 persons in other parts of the province had been cured of the habit. He stated that cultivation had been gradually decreasing, and that the area of land under opium had diminished from 531,990 mou in 1906 to 350,300 mou in 1908. These statements are quite at variance with the information I have received from other sources. The memorial, however, stated that the governor had decided to follow the example of other provinces and reduce the time limit for the total prohibition of opium, and had issued proclamations ordering that no more opium was to be grown, and that when the time for sowing the poppy came in the autumn the local officials would be required to see that the prohibition was properly enforced. Here again it will be easier to estimate next year the progress that has been made. The Viceroy suggested cotton-planting and silk culture to take the place of the cultivation of opium, and said that the increase of the salt tax and the fees on the opium licences would in some degree supply the deficiency in revenue from the opium tax.

#### KANSU.

Here also there is little progress to report, though the optimistic Customs reports presented to the Shanghai Commission estimated a reduction in the total production from 34,000 piculs in 1906 to 23,000 in 1908. The reports received from the provinces are, as Sir Alexander Hosie remarked in his report last year, few in number, His Majesty's consul-general at Hankow having only received two during

the last quarter of 1908 and the first quarter of 1909, the probable explanation being that the missionaries, to whom we are so greatly indebted for their invaluable assistance in obtaining information, grow weary of reporting that no real progress has been made in their districts. These two reports tend to show that in Kansu things are very much as they are in Shensi, and do not bear out the optimistic estimate of the Customs reports. On the contrary, they record no progress in any direction and no restriction in the area under cultivation, but only the issue of numerous proclamations, one of which merely contradicts the other, and none of which have led to any practical result. One missionary writes that the arrival of a deputy from the Central Government was the occasion of much "feasting," but that "any good he did he took away with him" and "there is no more in any direction."

Here again, however, it is said that this is the last year in which the cultivation of the poppy is to be permitted, so we must wait and see what is done in the way of restricting the area under cultivation after this year.

#### SHANTUNG.

Sir A. Holic was able last year to report a considerable diminution in the land devoted to the growth of the poppy throughout this province, and both from the Customs reports and those received from His Majesty's consul at Chinan-fu it is clear that this diminution has not only been maintained but has been considerably improved upon. Yuan-shu-hsun, the governor, who has been transferred as Viceroy to Canton, showed great energy in his anti-opium campaign during the year he was in Shantung, and if the task of suppression had rested solely with him opium smoking in Shantung would be a thing of the past; but the apathy of many of the local authorities rendered ineffective several of the measures which he promulgated. In a memorial to the Throne Yuan-shu-hsun recognised the paucity of the results as yet achieved throughout China, and advocated as the only possible and effective measures the total prohibition of cultivation and the purchase by the Government of all imported opium for resale under official control.

On arriving in Shantung he first turned his attention to the question of suppressing the vice of smoking, and with a view to compelling officials to break themselves of the habit he opened an opium refuge, through which all officials, civil and military, had to pass, while all officials who alleged that they had never smoked or that they had ceased to do so were to give a bond to that effect and to find securities among their brother officials. Deputies were also sent to other towns in the province to examine the local officials. The measures for eradicating the use of the drug unfortunately yielded results by no means commensurate with the undoubted zeal of the governor. A certain number of officials were cured and several refractory officials were cashiered, including two of the deputies employed at the opium refuge, who had systematically connived at the evasion of the prescribed regulations; but the examinations were conducted in a notoriously perfunctory manner, the regulations could easily be evaded, and were at any rate never carried out in a manner likely to produce any genuine results, and opium-smoking officials still remain in office in the provincial capital itself. The measures adopted for restricting the use of opium among the people also achieved but little success; they included the usual regulations for the licensing and inspection of opium shops; the licensing and registering of smokers; the closing of opium divans; the prohibition of the sale of opium-smoking utensils; the distribution of anti-opium medicines; the prevention of smuggling of opium.

No fault would be found with the tenor of the regulations, and in many instances infractions met with severe punishment, but reports both from the capital and from other towns showed that on the whole they were more honoured in the breach, that dens flourished and unlicensed shops continued to sell the drug to all comers in spite of fines and confiscations.

It is consequently satisfactory to be able to record that it is in this direction that the most substantial progress has been made. It had originally been intended to enforce total prohibition of cultivation last season, but when the governor promulgated the measure last November the local authorities in the prefectures of Ts'ao-chou and Yen-chou represented to him that the poppy had already been sown, and that the turbulent character of the people rendered disturbances probable if the crop were uprooted. The allegation that the crop had already been sown is understood to have been a mere excuse, but the governor relaxed the rule to the extent that poppy was allowed to be grown in a few specified districts on the distinct understanding that no

more poppy was grown after the crop was once gathered. At the same time His Excellency directed the magistrates to furnish detailed particulars of the poppy grown in their respective districts, giving the exact location, the names of the farmers, and the area under cultivation, and in February he sent out fifty-three official inspectors to make independent inquiries and compare their conclusions with the magistrates' reports. These deputies on their return reported that, except in four districts exempted by the governor, the cultivation of the poppy had ceased throughout the province. The governor memorialised the Throne that, whereas in 1908 poppy had been grown in seventy-six departments of Shantung, with a total area of 14,500 acres, in the spring of the present year it was found only in four departments with an area of about 3,300 acres—a reduction of more than 75 per cent. in one year. His Majesty's consul at Chinan states that from the information which he has collected independently, he considers these figures approximately correct.

Any further sowing of poppy seed in Shantung is now prohibited, and it is to be hoped that the new governor will show as much energy and firmness as his predecessor in continuing the work so well begun.

#### HONAN.

The reports which have reached His Majesty's Legation from this province are somewhat meagre, but they would appear to show that the high provincial authorities are in earnest, and the effects of the anti-opium campaign are more evident at the provincial capital, Kai-Feng-fu, and in the districts immediately adjoining. It is generally agreed that the use of the drug amongst the officials, in the army, and the student class has largely decreased. In the capital the number of smokers has been reduced by one-half, and the officials have all abandoned the habit. There are still a few licensed opium shops, but no smoking is allowed on the premises and the amount sold is steadily diminishing. Total prohibition of cultivation of the poppy was enacted last autumn, and in the districts near Kai-Feng-fu orders were issued to destroy all opium crops, and runners were sent out to see that this was done. Away from the high roads small patches of ground were still sown with poppy, but the area was, it is said, not more than three-tenths of what was sown previously. The reports from the outlying districts are not so encouraging, and the local officials out of reach of the capital appear to have been very slack, and did little, if anything, to enforce the prohibition of cultivation. The farmers, therefore, took no notice of it and proceeded to sow their crops as usual, though, perhaps, not over quite so large an area as formerly. Officially, as I have already said, poppy cultivation is to be entirely suppressed by the end of this year, and here also we must wait a few months to see if the high provincial authorities have energy enough to perform their difficult, but not impossible, task.

#### KIANGSU.

A proclamation was issued last year by the Viceroy at Nanking that no opium was to be planted in the three provinces of the viceroyalty of Kiangnan, *i.e.*, Kiangsu, Anhui, and Kiangsi, after 1908, and that any land on which poppy was found would be confiscated. There can be no doubt that this order has resulted in a considerable diminution in the area of land under poppy cultivation in Kiangsu, though a report received last December through His Majesty's consul at Chinkiang, to the effect that the cultivation of the poppy was already practically abolished in Kiangsu, was, I am afraid, rather premature. In the Hsü-chou prefecture, in the north of the province, a considerable amount of poppy was planted last autumn, but in the spring the Viceroy heard of this, and sent orders to have the crops rooted up. It is difficult to ascertain how far these orders were carried out. The Governor of Kiangsu, in a memorial to the Throne dated the 9th May, claimed that poppy had only been grown in one district of the prefecture of Hsü-chou. Poppy had also been sown in the neighbourhood of Chinkiang, but here again orders were issued to uproot the crops, and His Majesty's consul there reported in the spring that there was no poppy to be found within a considerable radius of the town. In regard to the country round Nanking, His Majesty's consul in that town reported that the area of cultivation in that part of the province had been considerably decreased, and that land sown with poppy was confiscated by the authorities. The Governor of Kiangsu reported to the Viceroy that the magistrates of all the districts under his jurisdiction, except one, had given bonds that no opium was grown in their districts. In regard to the suppression of smoking, stringent regulations have been issued by the Viceroy to enforce the registering and licensing of all shops dealing in opium; a table of fees to be paid for



the licences and a scale of taxation, on the quantity of opium sold were published. The prohibition of smoking among the official classes has been most sternly and successfully enforced. Smokers are required to take out licences, on which are inscribed the daily amount which may be purchased and also the name of the shop at which the purchase must be made. Any infraction of the licensing regulations is very severely punished.

In regard to Shanghai, reports received from His Majesty's consul-general prove that the anti-opium campaign conducted by the higher non-smoking officials shows no signs of slackening zeal, and that the trend of public opinion in so enlightened a community as Shanghai is distinctly in favour of suppression of the vice. The police have shown such energy that Sir Pelham Warren felt justified in asserting that in the native city of Shanghai opium divans were extinct. In the international settlement a second batch of opium-smoking saloons was closed at the end of December, making one-half of the original number, and a third on the 30th June, some 313 divans yet remaining open; and the lamp tax, originally 50 cents, has been increased to 1 dollar per lamp.

The Governor of Kiangsu reported that at Soochow, the capital of the province, the number of shops for the sale of raw opium had been reduced during 1908 from 1,906 to 555, while the number of smokers showed a decrease of 50 per cent. It was further reported that at Soochow opium smokers were debarred from appearing as plaintiffs in the courts in civil cases.

The opinion of His Majesty's consul at Nanking is that the outlook is distinctly promising, as all the higher officials—and especially the Viceroy—are so much in earnest in their efforts to eradicate the evil. He reported that opium smokers were fewer, that dens were mostly closed, and that the area of poppy cultivation about Nanking was considerably decreased.

His Majesty's consul at Chinkiang has reported at various times that in Chinkiang itself the dens had all been closed, though in the out-of-the-way towns and villages they still plied their trade. A register had been made of all opium-smoking officials and forwarded to the Viceroy, and owing to the severe attitude of the higher authorities smoking had decreased among the official classes; and this example, backed by public opinion, had had some effect in also reducing the number of smokers in other classes.

The Governor of Kiangsu, in the memorial to which I have already referred, after detailing the steps taken to eradicate the habit of smoking both among the official classes and the general public, stated that in 1906-7 the number of opium shops in Kiangsu was 12,790, while the daily consumption amounted to over 30,990 taels weight, and that these figures had fallen to 2,830 and 10,800 respectively.

#### ANHUI.

Sir Alexander Hosie had to state that very little had been done in this province and that the authorities were apathetic. The reports received in the early part of the year from missionaries, &c, continued to be very unsatisfactory, but lately there had been a great change in the tenor of their information. Many of the officials—and especially the governor—have proved themselves to be in earnest (though smokers still occur among the district magistrates), and the result of their efforts can be seen in a greatly reduced area of cultivation. His Majesty's consul at Wuhu reported at the beginning of the year that the opium dens appeared to have been closed in most of the larger cities, but not in the country villages or on the high roads. The general consensus of opinion was that the production of opium in 1908 in the province had been reduced from one-half to one-third as compared with previous years; in some districts the growth of the poppy had been absolutely prohibited, and what had been already sown had been uprooted. At the capital of the province, An-Ching, the authorities were enforcing the system of licensing opium shops and opium smokers, and a licensed opium merchant had been fined twenty times the value of some Malwa opium which he had sold to a small dealer from the country who was not licensed to carry on the trade. Dr. Hart, the medical officer to the consulate, at the same time reported that there had been a decrease in the number of smokers, owing to the increased cost of opium, but that there had been an increase in the number of people using opium pills.

Writing again at the end of March, His Majesty's consul at Wuhu stated that the suppression of the cultivation of the poppy appeared to be more or less rigorously enforced in the country adjacent to the residences of the local magistrates, but that

in the outlying districts the regulations were not infrequently ignored. In the north-west of the province, on the borders of Honan, poppy continued to be the staple crop, and a missionary who had just travelled through those parts expressed the opinion that nothing short of military compulsion would alter this, so defiant was the attitude of the local farmers. During the spring, however, the authorities displayed great energy, and the last reports received are distinctly encouraging. As a matter of fact, the southern part of the province is not really suitable for opium cultivation, and in the north most of the opium comes from various departments of the Fen-yang prefecture. A special officer sent out by the Board of Revenue reported that the production had been considerably reduced throughout the north of the province, except in the Suchow department, where the magistrate had in consequence been cashiered. The governor also in a memorial to the Throne reported the steps he had taken to suppress cultivation, and said that the officers he had sent out informed him that it had entirely ceased except in a few remote districts. He added, however, that he did not place implicit reliance in these reports, and would continue the vigorous measures he had hitherto employed. The various reports received from missionaries prove that in many parts considerable local opposition had to be overcome and the measures sternly enforced. One missionary from Yingchow, in the north of the province, wrote: "During the last month there has been a tremendous slaughter in the opium crop of this district. It was a final chance to sow a spring crop—giant millet—on the land, after which the farmers would have been more unwilling to destroy the crop. The officials put on the final pressure." He gave instances where the magistrate, to overcome the opposition, had personally superintended the ploughing up of the opium crop. In some districts, he said, there was no opium left; in others, four-fifths of the crop had been ploughed up, and he expressed the opinion that the desired opium famine was now assured, which would compel all the poorer devotees to abandon the habit.

It does not appear that equal attention has been paid to the question of eradicating the vice of opium smoking. The governor instructed the prefects and magistrates under him to personally visit all country towns and villages to make sure that all divans were closed and that the people were duly notified of the opium regulations issued by the Viceroy, but though the closing of divans has been enforced, at any rate in towns, the licensing regulations appear to have remained a dead letter except at the capital.

#### KIANGSI.

There is practically no poppy grown in this province, so the question of the suppression of the cultivation is here of little importance. Other means must be used here to stop the supply of opium, either by restricting the amount of native opium imported from other provinces or by artificially raising the price. The reports of the missionaries as to the progress made towards eradicating the habit of smoking are very contradictory, but on the whole the quarterly reports of His Majesty's consul at Kiukiang seem to indicate a certain progress. Public opinion would appear to be favourable to the movement, and though opium can easily be bought secretly and smoked secretly, the very fact that it has to be done secretly indicates an improvement. The increased price of the drug has forced many poor people to abandon the habit. The higher officials really seem to be doing their best, but are handicapped in their efforts by the slackness and venality of their underlings. Opium dens have been officially closed, but nearly everywhere the missionaries report that a certain number of dens are open secretly, and that the sale and smoking of opium goes on. In some districts the magistrates have shown more energy, and persons found smoking secretly or selling without a licence have been punished. The central provincial authorities have issued proclamations forbidding the sale of smoking utensils and ordering the closing of all dens and the registering and licensing of shops for the sale of opium, but in most districts no official action of an effective nature appears to have been taken in pursuance of these proclamations. Nothing apparently has been done as regards the licensing of smokers and the gradual reduction of their allowance of opium. On the whole, however, there has been a decrease of the number of smokers, and from some districts we learn that smoking has actually become unpopular, and that smokers are looked on with contempt. In many districts the officials and gentry have set a good example to the people in abandoning smoking altogether, and this, taken in conjunction with the enhanced price of the drug and the fear of possible punishment, has had its effect. Though little has been done publicly to provide

facilities for breaking off the habit, many persons are spontaneously making serious efforts to cure themselves. The last report received from His Majesty's consul at Kiukiang indicates a slight improvement in restriction of use, but less energy seems to have been shown by the officials in this province than in almost any other, or, at all events, such efforts as they have made have not been very successful.

#### CHEKIANG.

Sir Alexander Hosie was unable, owing to the absence of reports, to give any information as to this province, but the reports received since then from His Majesty's consul at Hangchow and His Majesty's vice-consul at Ningpo show that the authorities in Chekiang have been active in their efforts to suppress the use of the drug. Last autumn the governor issued orders (a) that all land devoted to the growth of opium should be registered, and that after May 1909 the cultivation was to cease altogether; (b) that the regulations as to the registration of smokers should be properly enforced with a view to their cure or subsequent disgrace.

Again in the spring the governor issued a series of lengthy and complicated regulations regarding the sale of opium. The first regulations dealt with the establishment of central commercial companies to control the sale both of raw and prepared opium in the various prefectures and districts, the limitation of the number of licensed shops, and the gradual reduction of the amount of their sales; the second dealt with the registration and licensing of smokers and imposed additional taxes (a) on smokers' licences of 40 cash per tael of raw opium and 60 cash per tael of prepared opium purchased; and (b) on licensed opium shops to be calculated on the amount of their sales, and the third set of regulations laid down the duties and obligations of shops dealing in opium and the fees to be paid by them to obtain a licence.

The consumption of opium in Chekiang has undoubtedly diminished; all opium dens, at all events in the large towns, have been closed; there has been a marked decrease in the number of smokers among civil officials, officers, soldiers, and generally among the public, though it is difficult to give accurate statistics as to the proportion, as it varies so much from district to district. The importation of foreign opium has decreased, but there has been a corresponding increase in the amount of native opium passed through the customs. The officials have been especially energetic in reducing the area of land under poppy cultivation, and the governor has memorialised the Throne that a reduction of 30 per cent. to 40 per cent. has been effected, that an attempt at the suppression of poppy cultivation throughout the province will be made this year, and that in 1911 it must absolutely cease. That much has already been done in this direction can be seen from the following reports from various prefectures. Prefecture of Hangchow: The prefect informed the governor that total prohibition was already enforced. Prefecture of Ningpo: The cultivation is stated to be either totally suppressed or greatly diminished in all districts except that of Ning Hai Hsien, where permission was given to grow opium on account of the complete failure of the rice crops in 1907. Prefecture of Shaoshing: A considerable decrease is noted, though the officials did not show great energy in enforcing the measure. Prefecture of Taichow: This is a great centre of poppy growing. The authorities showed great activity, with the result that in some districts no poppy was to be seen last spring, while in others the reduction was raised from 10 per cent. to 90 per cent. Soldiers were sent out and destroyed a large proportion of the growing crops, and men were dispatched in all directions to warn the people not to plant poppy again under penalty of confiscation of their lands. Prefecture of Wenchow: In most districts a 50 per cent. reduction in area is reported. Prefecture of Ch'u Chou in Western Chekiang: Here it is said that absolutely no steps have been taken towards reducing cultivation.

#### FUKIEN.

The determined efforts of the authorities to suppress the growth of the poppy appear to have borne good fruit. As long ago as last December the reports of the missionaries received by His Majesty's consul at Foochow pointed to an almost total cessation of cultivation in that part of the province. The following sentences are taken from six reports received from missionaries: "So far as I can learn, there will be practically no opium grown here this year." "The cultivation of the poppy has been much diminished this year. I have noticed none." "The cultivation of opium has ceased in this hsien and other grains are planted in its stead." "Cultivation

ceased." "Cultivation almost nil. I have not seen a single field in travelling." "The cultivation of the poppy in the district of Hohchiang has diminished by one-half. It is now only grown in one or two places." All these missionaries also agreed in saying that there was a considerable decrease in the number of smokers, though smoking still went on chiefly in secret, all opium dens being shut.

In the Amoy consular district the authorities have shown themselves equally, if not more, in earnest. In the Tung-an district, formerly the principal source of native opium, the magistrate began a personal inspection of the villages when the time came for the poppy to show above ground and, when any was found, destroyed the crop and arrested the village elders. In one case where the villagers showed fight he had the villages burnt. The result is that the reduction of acreage under poppy in the Tung-an district has surpassed the most sanguine hopes: along roads where formerly nothing but poppies grow not a plant was to be seen this spring. In the other districts the story is much the same, the cultivation has been everywhere enormously reduced; only in two small districts the missionaries reported that the orders against planting had not been obeyed, while a British merchant who was travelling in the province in April reported that about 30 miles from Foochow up the Min River he had found about 30 acres of land under poppy.

#### HUPEI.

"Little or no progress" was Sir A. Hosie's verdict as to this province, and after nearly a year's interval it is difficult to modify that verdict to any appreciable extent. The reports on the progress of the movement in Hupei are most contradictory, but it seems clear that even if the numerous regulations issued have had some effect in Hankow and other large cities, little or nothing has been done in the remoter districts. Considerable progress seems to have been made in suppressing the use of the drug among the high officials, military officers, and students in the cities of Wuchang, Hanyang and Hankow. A head office for the suppression of opium in Hupei has been established in Wuchang, and regulations were issued there imposing heavy penalties for the illicit sale or consumption of opium and for the sale of smoking utensils. The gentry and mercantile classes of Wuchang are said to be specially keen on the work of suppression, but the richer merchants of Hankow and Hanyang do not take the official action seriously and have laid in large stores of opium. All dens in Hankow have been closed, the officials themselves making several raids and severely punishing delinquents, but in the suburbs dens are still secretly open. His Majesty's consul at Ichang reports that the dens at Ichang, Shasi, and other riverside towns have been officially closed, and that in March a deputy arrived to enforce the regulations for the registration and licensing of opium shops and opium smokers.

The reports of the missionaries make it clear that outside the large cities the regulations of the opium suppression bureau remain for the most part a dead letter. From the Lachokou district, the only large opium-growing country of Hupei, a discouraging report says that the local officials have done nothing to diminish the growth of the poppy nor the number of smokers, and that in one district more poppy had been planted than in the previous year. Opium dens were as numerous as ever and did a thriving trade. From other parts come similar tales of orders issued, and either openly or secretly disregarded; but where the magistrates are determined the story is very different.

At Hsiaokan Hsien, for instance, a missionary reported that the dens were closed, and the small crop of poppy formerly raised had disappeared; that no officials dared to smoke, as those caught were promptly dismissed, and that the magistrates had a load or two of opium pipes and lamps smashed in public every few days. At Tsao Shih again an energetic magistrate is reported to have personally inspected and shut down all opium dens, confiscated smoking implements, and arrested and beaten the den-keepers.

Of the numerous regulations issued by the opium bureau, the most important have been those imposing a tax on licences to smokers renewable every month, and prohibiting the sowing of poppy after the autumn crop of the present year. As a matter of fact very little opium has ever been grown in Hupei, though the province has always been a veritable hotbed of the vice. According to the reports of the Customs commissioners, at least 20 per cent. of the total population smoke, amongst many young women. To satisfy the demand large quantities of opium are imported, especially from Szechuan and Yunnan, though it is impossible to give any accurate estimate of the total importation into the province.

## HUNAN.

The soil of this province is not suitable for the cultivation of the poppy, though in some districts a small amount used to be grown, the amount being estimated in the Customs reports as not exceeding 1,000 piculs in 1906. The vice of smoking, though common in these few small poppy-growing districts, has never, I understand, been prevalent throughout the province. The estimates given vary considerably, but according to reports received from Changsha the proportion of confirmed smokers in Hunan did not exceed  $1\frac{1}{2}$  per cent. of the total population, though probably about one in every two grown-up men occasionally indulged in a pipe. From the very beginning of the anti-opium campaign the officials in Hunan have shown much earnestness in their efforts to stamp out the vice, and there seems to have been no falling off in this respect during the past year. In Changsha the registration of the licensed shops was completed last October. There were forty-seven such shops, of which thirty-three were to close within five years and the remaining fourteen within the following three years. Where shops were opened secretly the owners were arrested and punished, and persons who smoked in inns and restaurants have been bamboosed and the owners of the inns cangued. Two companies of provincial soldiers were sent to assist in preventing the smuggling which has sprung up on the borders of Kweichow and Szechuan. In Siangtan the measures adopted were so drastic that it was reported that merchants were compelled to go to Changsha to buy opium. At Yochou a woman opened a den for junkmen, and the magistrate, on being informed of this, went in person, arrested the smokers, gave the woman 200 blows, destroyed the pipes and closed the den.

A meeting of Wesleyan missionaries from six cities in the province held last spring was able to report a marked improvement; the drug was much more difficult to obtain, and the smoking had not only diminished, but was not indulged in so publicly.

His Majesty's consul at Changsha, however, wrote in January that in spite of the precautions taken to prevent smuggling into the west of the province, smoking in those districts showed but little diminution, and the drug was easily obtainable in those parts. The Governor of Hunan has recently addressed a memorial to the Throne, in which he reports that some 150 officials and 20,000 people have been cured of the habit; that all dens have been closed, and the system of licences strictly enforced. He had issued orders last year for the total suppression of cultivation, and had in the spring sent out inspectors to make sure that his orders were being obeyed, and to root up any poppy they might find. He intended to send out inspectors again in the winter to see whether any fresh poppy had been sown and, if so, to root it up. He suggested that in order to replace the steadily decreasing revenue from opium, all business establishments should be required to take out a licence, on which a small fee would be charged.

## KWANGTUNG.

This province has never produced much opium, though the vice of smoking has always been very common. The question of suppression of cultivation has therefore been of secondary importance as compared with the eradication of the habit of smoking, and we can accept the statement made by the Viceroy in a memorial to the Throne last April that his orders for the total suppression of cultivation throughout the province had been faithfully observed, though it is possible that a small amount of poppy in the Ch'ao-chu-fu prefecture, in the neighbourhood of Swatow, may have escaped the vigilance of the Viceroy's inspectors.

In the beginning of the year His Majesty's consul-general at Canton reported that no restrictions were imposed on the free import and sale of raw opium, either foreign or native. The opium boiling shops were still licensed by the opium guild, but owing to the decrease in the quantity of opium prepared consequent on the closing of the dens, the lump sum paid by the guild to the Government in commutation of licence fees was reduced in 1908 from 100,000 to 48,000 dollars. There was a slight decrease in the volume of business in Indian opium in 1908, but high prices had been the rule and all the dealers did well. There was a marked falling-off in 1908 in the quantity of native opium coming down from Yunnan, Szechuan, and Kweichow caused by the partial suppression of cultivation in those provinces and the rise in the price of native opium owing to the heavy taxation.

Public smoking has practically ceased in Canton. The licensing regulations are strictly enforced by the police in the case of poor smokers, and smoking is becoming

a luxury confined to the rich, who, apparently owing to the venality of the police, find no difficulty in evading the regulations, and can therefore continue to indulge in the habit in their own houses with impunity. In order to assist in the enforcement of the regulations, orders were issued for the preparation of statistics as to the number of smokers, the number of shops selling prepared opium, and the quantity of opium sold. These statistics are probably not reliable, but those received from various magistrates give a total sale of opium throughout the province of 9,272,725 oz., or 5,115 piculs; the number of smokers was given at about 470,000, and of cures effected at 30,000.

Morphia, in various forms, continues to be smuggled into Canton, in spite of the prohibition and of the utmost vigilance on the part of the Customs officials. The declared total import for 1908 was only 1 oz., yet morphia in powder, pills, and tabloids is openly displayed in every medicine shop in Canton. Having learned from His Majesty's consul-general that six different samples of anti-opium pills which he had submitted for analysis to the Government analyst at Hong Kong all contained morphia in larger or smaller quantities, His Majesty's Minister addressed the Chinese Government on the subject, with the result that the Viceroy at Canton issued orders that the police should periodically test the various anti-opium medicines offered for sale. These orders do not appear to have had the desired effect, as certain further samples of pills submitted to the Government analyst at Hong Kong were again found to contain opium.

His Majesty's consul at Swatow has recently reported that in his district, and especially in Swatow, there has been considerable activity in the enforcement of the regulations governing the sale and smoking of opium. Licences have been issued to all shops selling either raw or prepared opium and the regulation requiring smokers to take out permits has been widely enforced. The permits state the daily amount the smoker is allowed to purchase and have to be changed at fixed intervals, usually of three months, when the allowance of opium is reduced by one-fifth in the case of smokers under 60, and by one-tenth in that of smokers over 60. An idea was mooted that the permits should be printed on large pieces of wood, to be increased in size each time the permit was renewed, and this piece of wood would readily indicate to the public the confirmed opium-smokers, but the idea was abandoned. Prosecutions for the infringement of the anti-opium regulations have been very frequent.

While the progress in the province as a whole therefore appears to be satisfactory the reports received from His Majesty's consul at Pakhoi tell of a very different state of affairs in the western districts of Kwangtung and the Island of Hainan. Here the various regulations have remained a dead letter; the local officials have made no serious attempt to grapple with the situation, opium can easily be procured without a licence, dens are even still open where the poorer classes can indulge in the vice, while the wealthier classes are laying in large stores for private consumption. Smoking in fact goes on just as before, and there does not appear to be any strong public feeling aroused in this part of the province against the use of the drug. It is evident that renewed and more stringent orders to the various local authorities are necessary before anything is likely to be done, and we must hope that the new Viceroy, who is showing such activity in his anti-opium campaign in other portions of the province, will see that his orders are enforced here also.

#### KUANGSI.

His Majesty's consul at Wuchow reported at the beginning of the year that the consumption in the province had decreased, though only to a small extent. There was, however, a widespread feeling among the Chinese against the use of the drug; men who did use it took pains to conceal the fact, and even those who smoked at home would not admit doing so, and when travelling one saw hardly any persons smoking opium.

In regard to the cultivation of opium, which has never been extensive in Kuangsi, the governor in a memorial to the Throne claimed that it had been completely suppressed throughout the province, and His Majesty's consul reports that, as far as his information goes, he hears nothing to conflict with this claim. Nevertheless the governor, to avoid any possible revival of this increasingly remunerative industry, issued very stringent regulations forbidding the cultivation of poppy under heavy penalties. The governor also reported to the Throne that he had taken steps to encourage the growth of cotton and hemp, the planting of mulberry and other trees, and the erection of factories to take the place of the opium industry.

As regards preventive measures against the use of the drug, the last report received from His Majesty's consul at Wuchow shows that the local authorities after a period of slackness are again showing more activity in the campaign. In the prefecture of Wuchow an official anti-opium society has been formed to undertake the suppression and cure of smokers and to organise a monopoly of the sale of opium. The monopoly was inaugurated in Wuchow and its suburbs on the 17th July, and the right of sale was confined to twenty-four houses. As regards other parts of the province, the information received is very scanty, but at Luechow the dens have all been closed down, and only fifteen opium shops out of an original fifty remain open. It is difficult to say how far a statement of the Governor of Kuangsi that since the middle of 1907 all opium dens have been closed can be accepted as accurate. Opium is apparently still easily obtainable, though at an enhanced price. Nevertheless one may conclude that opium smoking throughout the province is on the decrease, though unfortunately the habit of eating it in the form of pills would appear to be growing.

#### SZETCHUAN.

The report which Sir A. Hosie was able to give last year as to the reduction in the area of cultivation in this by far the greatest opium-producing province of the Empire, showed more satisfactory results than had been expected, and was a good augury for the future success of the movement. In view of the fact that Szechuan produces such a large proportion of the native opium consumed throughout the Empire, I shall deal at some length with the measures adopted there for the restriction of the cultivation of the poppy and the degree of success with which these measures have been attended thus far.

At the end of last year the Viceroy, his Excellency Chao Erh Hsun, an energetic and enlightened official, presented to the Throne a memorial describing the position as it then existed. His Excellency pointed out that in view of the large number of people dependent upon the cultivation of the poppy for their livelihood and the revenue derived therefrom by the province, the measures to be adopted must not be too hasty. It was first necessary to find a crop to replace the poppy, and he was experimenting with American cereals, and was at the same time teaching the people improved methods of agriculture. He had already given instructions that in the poppy districts the area should be reduced by one-half and that no new land should be planted. From reports received from various localities in the province his Excellency estimated that cultivation had been entirely suppressed in forty districts, and that the acreage under poppy throughout the whole province had been reduced by one-half, and that in two or three years cultivation would have entirely ceased. As he considered that in order to control the growth of opium it was necessary to have an official purchasing monopoly of the raw drug, he had established opium hong in the capital and other parts of the province, to which hong all raw opium must be brought. These hong were to supersede the official retail shops. The opium was to be prepared for sale or exportation to other provinces by the official opium factories. Illicit cultivation or sale of opium was to be suppressed by the local officials; consumers could only purchase opium at the official opium shops if provided with a licence, and the amount which each applicant was permitted to purchase would be periodically reduced. His Excellency added that he was doing his best to exclude smokers from official employment; that the movement against the use of the drug had made considerable progress; and that he was anxious to take advantage of the present enthusiasm of the people to reduce the limit of time for the abolition of the poppy before that enthusiasm had time to grow cold.

The summary prohibition of cultivation throughout the province, which is, as the Viceroy observed, both the largest producer and consumer of opium, was evidently at that time condemned as impracticable. The statement as to the large reduction already effected in 1908 was fully borne out by the information given in Sir A. Hosie's report, and it is evident that some further reduction in the area of cultivation has been effected in 1909, at all events in certain districts of the province.

A provincial opium agency was established in the early part of the year to control the cultivation of poppy and to see that the Viceroy's scheme of reducing the crop by 50 per cent. was properly carried out. The system was as follows:—

1. Local bureaux were to be established in all districts where opium was cultivated with a market for the purchase of opium in the most central place, and a warehouse for storing opium.
2. All opium grown in the district must be brought to this market.

3. The headman of each village was to notify in November all lands under poppy to the local bureau branch, which would in return issue permits for cultivation of a fixed area binding the holder of the permit to hand over a proportionate amount of opium after the harvest. Officers were to be sent round to see that the area under cultivation did not exceed that for which permits had been issued.

4. In issuing the permits the local bureau was to provide for a 50 per cent reduction in cultivation, and after the harvest the permit was to be surrendered and the proper quatum of the opium grown delivered to the local bureau for sale or storage.

5. Opium imported from other provinces must also be delivered to the opium agency.

6. Consumers were not to buy raw opium, but only officially prepared opium,

These rules were published too late to permit of the enforcement of the system of permits for cultivation last season, but, in spite of that, as I before said, there was a further reduction in the area of cultivation last season. The Viceroy furnished the acting consul-general with a list compiled from reports received from the magistrates, according to which cultivation had completely ceased in fifteen districts, had been reduced by one-half in four, while from two other districts the magistrates had reported that they were taking steps to reduce the area. On the whole the Chinese reports are borne out by those received from missionaries scattered over the province. The Viceroy claimed that in Peng Hsien, one of the largest opium-growing districts north-west of Chengtu, cultivation had entirely ceased, and this was confirmed by an American missionary, who wrote that poppy was no longer grown there, wheat and vegetables having taken its place. Eight other reports received from missionaries covering a wide area may possibly serve as an indication of what is taking place in other parts of the province. In every instance they report a considerable reduction in cultivation. Unfortunately there are districts from which the reports are far from encouraging, and it is evident that the reports forwarded to the Viceroy from many districts were misleading. For instance, in the Tanleng district the magistrate reported to the Viceroy that the area had been reduced by one-half, and that there were not more than ten fields sown with poppy, whereas a missionary wrote that there were hundreds of fields covered with the plant. Not very far from Tanleng, in Pengshan Hsien and Meichou, south of Chengtu, more poppy was sown last autumn than ever before, and poppy was even substituted for other crops. In the Ninyang-fu prefecture poppy was sown in large quantities last autumn, but a newly appointed and energetic official ordered the growing crops to be dug up. The missionary reports received through His Majesty's vice-consul at Chungking have been very contradictory, but on the whole they indicate no progress in the eastern side of the province; some talked of a reduction in the area of cultivation, but the great majority said that no steps had been taken in this direction, and many even reported an actual increase, especially in the immediate neighbourhood of Chungking.

The Viceroy of Szechuan, like other Viceroys and governors, appears to have realised that it was beyond the power of the Chinese to enforce strictly the complicated regulations that had been issued in regard to reducing the area of cultivation, and he also has issued a proclamation forbidding the sowing of any poppy at all this autumn. The effect of this proclamation will certainly be to diminish the amount of poppy grown still further, and, while it may not in such a vast province owing to the laxity and venality of subordinate officials, produce immediately the desired result, there seems to be every chance that opium may not be grown on a large scale throughout the province in a year or two. His Majesty's consul at Chungking, in spite of the unsatisfactory reports he has sent, appears to be hopeful as to the ultimate result. The farmer in Szechuan is a patient and law-abiding person, not likely to offer active opposition to any measures that may be adopted, and the missionaries are of opinion that a definite prohibition of cultivation and a little genuine activity on the part of the officials would soon put an entire stop to the cultivation of the poppy. When one considers that this means that roughly one-half of the entire supply of native opium in China would thus disappear, it is evident that both the central and the provincial authorities should spare no pains to attain such a desirable result.

In regard to the suppression of the vice of smoking, there is also some progress to be reported. Writing at the beginning of the year His Majesty's consul at Chengtu said that there was a marked decline throughout the province in the prevalence of the opium habit, which was gradually becoming unpopular among



educated people of all classes. The retail opium shops or official opium dens established in 1907 were finally closed this year, in Chengtu on the 20th February and elsewhere in the province on the 22nd March, though I understand that in Chungking, where eighty-six dens remained open at the end of last year, the final closing could not be enforced till the 20th April. Since then the only lawful means of obtaining the drug has been from the official opium shops, which can only sell to holders of licences for consumption off the premises and the rule requiring the production of licence prior to purchase of opium is strictly enforced, though its real object is evaded by the indiscriminate issue to any applicant of travellers' permits allowing the holder to purchase 1 oz. a-day for five days. It is, I understand, difficult to estimate to what extent illicit traffic in prepared opium is carried on by this means, but it no doubt exists on a considerable scale.

The price of the officially prepared drug rose last year from 440 cash per ounce to 500 cash per ounce, and in the middle of July it was raised to 540 cash per ounce. This periodical increase would not, however, appear to have the effect of reducing illicit sales as smuggled opium is necessarily sold at a cheaper rate than the officially prepared drug and the higher the price of the latter the greater the profit the smuggler can make.

The returns of prepared opium issued by the official factory to the distributing agencies in Chengtu show an enormous decrease on last year's figures, but I am afraid that a considerable proportion of this decrease was due to two causes: the inferior quality of the drug prepared at the factory, and the consequent increase in the amount of opium illicitly prepared and sold. Since the quality of the officially prepared drug has improved, its consumption has again increased. However, even taking these facts into consideration, there can be no doubt that the subjoined figures giving the monthly amounts of prepared opium issued by the factory during portions of last and this year indicate a diminution in the number of smokers and in the amount of opium smoked:—

Chinese moon.	Kuang Hsu, 34th year.	Hsuan Tung, 1st year.
	Oz	Oz.
1 .. .. .	54,825	10,182
2 .. .. .	61,248	7,590
2nd intercalary ..	..	9,298
3 .. .. .	51,153	10,770
4 .. .. .	49,540	17,201
5 .. .. .	38,633	..
12 .. .. .	19,159	..

#### KUEICHOW.

Sir A. Hosie was obliged to paint a very black picture of the state of affairs in Kueichow, which he characterised as probably the most opium-sodden province in the Empire.

During the past year practically no reliable information has reached His Majesty's Legation, except a report from a missionary who travelled through the province in the spring and found that opium was being grown openly everywhere and estimated the area of cultivation as even greater than in previous years. The Viceroy, Hsi Liang, would appear to have confined his attention to the province of Yünnan and not to have made any attempt to have his energetic measures enforced in the province of Kueichow. It appears that when he travelled through the latter province on his way from Yünnan-fu to Hankow last March the young poppy in the vicinity of the main roads along which he passed were covered over with earth for the day.

The only other evidence we have to go on is a memorial by the Governor of Kueichow dated the 6th July. In it he admits that both the cultivation and consumption of opium in Kueichow had increased to an exceptional extent and that its abolition was correspondingly difficult. Here, again, the governor had come to the conclusion that total prohibition of cultivation was more easily enforced than gradual reduction, and he had issued an order that no opium must be grown after this year. Although this prohibition was in many cases disregarded last spring, he hoped that by the autumn the cultivation of opium would be completely abandoned

and other crops substituted. He claimed that the consumption of opium in the province had already fallen by 40 to 50 per cent, and that 90 per cent. of the officials and 40 per cent. of the people had given up the drug. I cannot help feeling, however, that if these estimates were even approximately correct, some independent confirmatory evidence would have reached us. On the whole, I am inclined to consider Kueichow as one of the provinces in which the least progress has been made, and most therefore remains to be done.

#### YUNNAN

Sir A. Hosie has already described the stringent regulations issued last year by the Viceroy Hsi Liang, according to which all cultivation was to cease in Yunnan by the end of the last Chinese year, i. e. the 21st January, 1909, and no opium was to be allowed to pass any customs or *li-kin* barriers after the 21st September, 1908. Opinions were divided as to the wisdom of the step taken by the Viceroy in curtailing to such an extent the period within which the cultivation of the poppy was to be prohibited in a province which was the second in importance of the opium-producing provinces. Many strong partisans of the anti-opium movement held that the suppression should take place more gradually and extend over four or five years, so as to allow the farmers more time to substitute other crops and to avoid arousing too active resistance on their part. Sir A. Hosie spoke with justice of the herculean task that the Viceroy had set himself. The reports, however, since received from Mr Wilton, His Majesty's consul-general at Yunnan-fu, and Mr Rose, the acting British consul at Tengyueh, have proved that Hsi Liang was fully justified in adopting such radical measures, and the success which has attended his energetic efforts goes far to prove how much can be achieved even in the very worst provinces towards the final eradication of the opium habit if only the higher provincial authorities are energetic and determined.

In the early part of the year it looked as if the people were inclined not to take the Viceroy's proclamation seriously, and though for miles around the capital no poppy was to be seen, in many more remote districts it was sown just as usual. In Kutsing-fu, Lopingchou, and other districts in Eastern Yunnan large tracts were planted, and the farmers declared that they would resist with force any attempt to interfere with their crops, but they found that the Viceroy was in earnest and was prepared, if necessary, to employ military force to enforce his orders for the uprooting of the crops. The same state of affairs prevailed at the end of last year in many districts of West and South-West Yunnan, large areas of opium being planted in the belief that the Viceroy would never have the power to enforce his prohibition. In the district of Tsu-yung the area of cultivation was said to extend over 90 miles in length and attempts of the police to dig up the plants were forcibly and successfully resisted. Gradually, however, the reports received from missionaries and officials began to show that headway was being made. His Excellency Hsi Liang left Yunnan towards the end of February and the people evidently thought that the Acting Viceroy Shen would not show the same energy as his predecessor and that things would fall back to their former state. They were fortunately mistaken. Shen began by exposing one of his own official servants for three days in a cage for owning a secret opium den, he issued orders to search for hidden stores of opium, and gave instructions that loans advanced to opium growers by prospective buyers need not be enforced. The period during which opium would pass the customs and *li-kin* stations was prolonged, but only for a few weeks, and this step was taken to calm the growing discontent of the traders who had large stores of opium to dispose of. He dispatched soldiers to assist in rooting up the growing crops and stationed small bodies of troops in places where opium was cultivated. Apparently, however, it was not safe or possible last spring to carry the anti-opium crusade into the districts under the aboriginal chiefs of Yunnan, where large quantities of opium are grown—according to some accounts, two-fifths of the whole supply of the province—though His Majesty's consul-general at Yunnan-fu puts it at only one-fifth, and that is probably nearer the mark.

The acting Viceroy, in a memorial to the Throne, stated that the production of opium had been reduced by 80 or 90 per cent. Of course he excluded the semi-independent native districts from his calculations, but even then His Majesty's consul-general considered this estimate exaggerated, but he informed His Majesty's Legation, that the Viceroy Hsi Liang, in conversation with him shortly before his departure, had claimed that the cultivation throughout the province including the districts not directly under the Chinese authorities had been reduced by one-half.

Mr. Coggin Brown, of the Geological Survey of India, who travelled this year

through Western and Northern Yunnan, was much struck by the extraordinary reduction that had been made since his visit last year to Western Yunnan, and confirmed the opinion that the poppy was nowhere to be found growing along the main roads, though he had seen a good deal growing in out of the way parts, notably to the south and west of Tali-fu. Mr. Wilton reported that in Eastern Yunnan the authorities adopted very strong measures, and soldiers were employed to uproot the plantations of poppy wherever they were found, the farmers in most cases receiving a small compensation.

The authorities appear to have paid much less attention to the enforcement of the regulations for the suppression of smoking though the closing of the opium dens was apparently made effective, at all events in all the big towns. His Majesty's consul-general at Yunnan-fu was told by a trustworthy Chinese official in touch with the anti-opium bureau that about 10 per cent. of the well-to-do classes, 20 per cent. of the middle classes, and 50 per cent. of the working classes in Yunnan-fu had given up opium smoking.

In view of the importance of the province of Yunnan as a source of supply of native opium, and of the difficulty of obtaining independent and reliable information as to the degree of success attained in the anti-opium campaign, His Majesty's Minister decided to authorise Mr. Rose, the acting British consul in Tengyueh, to undertake a journey of inquiry in his consular district. The country traversed by Mr. Rose was formerly estimated to produce about 36,000 piculs, or nearly one-half of the opium grown in the whole province of Yunnan, and he considers that this year's production will not exceed 18,000 piculs. In the districts which are under the direct rule of the Chinese authorities not a field of poppy was to be found, but amongst the semi-independent Shan tribes the diminution in cultivation was naturally much less. This result had not been attained without resort to drastic measures on the part of the Chinese authorities, of which Mr. Rose cites several examples. Riots had been suppressed by military force, and in one instance the decapitation of fourteen persons had been necessary to convince the farmers that the authorities were in earnest.

Mr. Rose's report is of such interest as showing at first hand the remarkable progress that has been made towards the total suppression of opium cultivation in the greatest poppy-growing districts of Yunnan, that I have printed it as an annexe to the present report.\* We may, I think, take it for granted that the progress in other parts of the province is at least on the same scale. The great problem which still awaits solution in Yunnan is the discovery of some crop to take the place of the poppy, and I understand that the present Viceroy is studying the possibilities of introducing rubber cultivation.

Yunnan, like Shansi, affords a splendid example of what can be achieved in the space of a few months by the energy and determination of a single administrator bent on the eradication of the opium habit.

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There are two points which I think must strike any one who, after a perusal of what has been written above about the individual provinces, wishes to form a more or less definite judgment as to the degree of progress made throughout the Empire towards the suppression of the cultivation of opium, namely, (1) that there has hitherto been no uniformity of practice except in regard to the prevailing absence of any accurate survey or record of the area of land devoted to poppy growing; and (2) that there is only one method of making effective progress in a manner that will make it possible to give a definite answer as to the decrease in the production of opium in China at the end of the three years, and that is by issuing orders totally prohibiting the cultivation of opium after a certain date and taking the necessary measures, however harsh, to see that those orders are properly carried out.

As to the absence of reliable statistics, to which I have already referred, nobody can regret it more than the various members of this legation who have been responsible for the compilation of the general reports on the opium question. Their labour and their responsibility would have been much lightened if they could have confined themselves to reproducing reliable statistics which could speak for themselves, instead of trying to draw some more or less definite conclusions from the mass of vague and contradictory reports placed before them. I think that it is better to admit honestly that in the circumstances now prevailing throughout China and with

\* Inclosure 3, p. 35.

the machinery at the disposal of the Government it is not possible to obtain a proper survey in the various provinces or accurate records of the area under poppy cultivation in successive years on which one could base reliable statistics as to the proportionate reduction in the amount of opium grown in China each year.

It is evident that at first the Central Government were under the delusion that such information would be forthcoming to assist them in their task. The Imperial decree of the 26th June, 1907, and the regulations of the 23rd May, 1908, called for returns from the provincial and local authorities as to the area of land under poppy cultivation and as to the number of smokers. Sir A. Hosie in his general report wrote that the acreage under poppy cultivation was said to be in process of compilation by the local authorities, but that nothing had as yet been published.

Much had been expected from the report to be submitted by the Chinese Government to the commission at Shanghai, in the compilation of which the officials of the revenue and postal departments of the Imperial Maritime Customs who are spread all over all the provinces of the Empire, had assisted. In presenting this report, however, Mr. T'ang Kuo-an, a member of the Chinese delegation, had himself to acknowledge its shortcomings. He described the difficulties that had to be contended against by the delegation in compiling it, and confessed that, owing to the absence of any proper Government machinery, it was well-nigh impossible for them to obtain reliable statistics of the area of land under cultivation, and no attempt had therefore been made to arrive at any conclusion in that respect. The Chinese report contained a table, which I here reproduce, giving the various estimates that have been made of the production of opium per province.

Provinces.	Morse, 1905.	Leech, 1907.	Board of Revenue (Kuang Iist, 32nd year), 1906.	Estimate based on Customs Reports, 1906.	Estimate based on Customs Reports, 1908.
	Piculs.	Piculs.	Piculs.	Piculs.	Piculs.
Manchuria .. .. .	15,000	15,000	6,279	15,000	2,000
Chihli .. .. .	5,000	10,000	8,870	12,000	8,000
Shantung .. .. .	10,000	10,000	6,863	18,000	12,000
Kiangsu .. .. .	5,000	5,000	9,919	16,000	5,000
Chekiang .. .. .	5,000	5,000	4,724	14,000	9,000
Fukien .. .. .	2,000	2,000	1,514	5,000	3,000
Kwangtung .. .. .	500	500	77	500	200
Total, coast provinces ..	42,500	47,500	33,246	80,500	45,200
Hunan .. .. .	3,000	3,000	158	1,000	500
Hupeh .. .. .	4,000	4,000	1,293	3,000	2,000
Kiangsi .. .. .	500	500	74	300	100
Auhwei .. .. .	3,000	3,000	4,048	6,000	3,000
Total, Yang-tsze provinces..	10,500	10,500	5,573	10,300	5,600
Honan .. .. .	5,000	5,000	5,283	15,000	10,000
Shansi .. .. .	5,000	5,000	9,666	30,000	20,000
Shensi .. .. .	10,000	10,000	10,815	50,000	33,000
Kansu .. .. .	5,000	5,000	7,988	34,000	23,000
Szechuan .. .. .	250,000	200,000	57,463	238,000	159,000
Yunnan .. .. .	30,000	30,000	7,928	78,000	39,000
Kweichow .. .. .	15,000	15,000	9,950	48,000	32,000
Kwangsi .. .. .	3,000	3,000	1	500	150
New territory .. .. .	..	..	187	500	300
Total, inland provinces ..	323,000	273,000	109,281	494,000	316,450
Grand total .. .. .	376,000	331,000	148,100	584,800	367,250

These are Morse's estimate of 1905, Mr. Leech's estimate, the estimate of the Board of Revenue in 1906, and estimates for the years 1906 and 1908, culled and joined together from reports sent forward by the commissioners of Customs at the various treaty ports. "These reports," we read, "are based on the personal investigations of the writers and assistance derived from inland postal officers, missionaries, and Chinese merchants, as well as an occasional recourse to official sources. It is acknowledged that accurate statistics about opium are most difficult to obtain

in China, and it must therefore be understood that the figures given are in many cases only approximate and the result of sifting the scraps of information received here and there and the putting of 'two and two together' in the minds of the framers of the estimates." This is more especially true in regard to the estimates of the inland provinces—the greatest opium-producing districts in China—where taxation is irregular and, for the greater part, evaded, and where public or official returns are practically unknown; where, in addition, the percentage of an uncounted population, who locally consume the opium, is a matter of conjecture, the most carefully made computation may be easily converted."

Mr T'ang, however, insisted that "no manipulation of figures could alter the fact that more than 600,000 piculs of opium were consumed annually within the Empire up to the year 1906," instead of the more moderate estimates of Morse and Mr. Leech, and naturally, by increasing the estimate of the total output in 1906, it was easy to magnify the proportionate reduction effected in 1908

As Sir A. Hosie said, in his speech at the sixth session of the commission, there was certainly no delegate present who was more in sympathy than he was with the desire and aim of the Government of China to eradicate the cultivation of the poppy and the consumption of opium in China. His remarks were, as he himself said, made in no carping spirit, but were offered to show that we were still much in the dark regarding the actual production, consumption, and reduction of opium in China, and also in the hope that criticism and analysis at that stage might do something to obviate the difficulty and possible controversy which might occur if towards the end of next year the Chinese Government are not in a position to demonstrate with some approach to precision the actual progress that has been effected. It is in the same spirit and with the same intention and, I may add, with the same conviction as to the sincerity of the Chinese Government, and as to the reality of the estimates already effected by China, that I reproduce Sir A. Hosie's criticism of the estimates presented to the commission in the Chinese report. Sir A. Hosie spoke as follows:—

"I come now to the question of opium production in China—a subject which has occupied many minds for many years. At p 15 of the memorandum presented by the Chinese delegation some estimates for recent years are given by Mr. Morse for 1905, Mr. Leech for 1907, the Board of Revenue for 1906, Customs returns for 1906, and Customs returns for 1908. I eliminate from these Mr. Leech's estimate, which, with two exceptions, is the same as Mr. Morse's whereon it was based, and the estimate of the Board of Revenue, which is admitted to be altogether unsatisfactory and untrustworthy, and has been challenged in an outspoken memorial by the Tartar general stationed at Ning-hsia, in the province of Kansu; and I ask the Chinese delegation when the Customs estimate for 1906 was compiled. Was it compiled in 1907 or at the end of 1908 along with the estimate for that year? There is, I think, internal evidence to show that the latter was the case, and that both estimates were compiled at one and the same time. For the moment one instance will suffice. At p. 18 the province of Anhui is dealt with. The commissioner of Customs at Wuhu, the only port open to foreign trade in that province, estimates the annual production of Anhui to be not less than 3,000 piculs at the present time, and he states that there has been a reduction in the area under poppy cultivation in some districts of from 50 to 80 per cent. The compilers of the memorandum then say that the estimate is consequently doubled for 1906. Such reasoning, to my mind, is perfectly illogical, for we have been informed that the area or acreage under poppy is an unknown quantity, and a conclusion based on the alleged reduction of an unknown area is of very little value. In other cases the estimate of production in 1908 is deduced by cutting down the estimated production of 1906 by certain percentages. For example, it is stated that the production of Yunnan has been reduced since 1906 by over 50 per cent., and that, as Kueichow is under the same viceroyalty, it is reduced by one-third. Again, although there is no connection between Yunnan and the provinces of Szechuan, Shensi, and Kansu, it is argued that because Yunnan production has been curtailed by one-half, the output of the other three provinces has each been reduced by one-third. It is really unnecessary to take up the time of this commission with multiplying such cases, but it is well to point out that from reductions such as these the conclusion is drawn that there has been a curtailment of production in China to the extent of 37 per cent. in 1908 as compared with 1906. It may be so, and I sincerely hope it is; but I am afraid that the figures on which such a conclusion is based would not satisfy any western statistical society."

A reply made by the Chinese delegation to a question of the British delegation emphasises still further the impossibility of securing reliable statistics on which to base our final conclusions, and as a deliberate expression of opinion of the Chinese Government I think that it is worth reproducing :—

“In reply to the question of the British delegation whether trustworthy returns of the acreage under poppy and of opium smokers in each province will be compiled, and, if so, when they will be made public, we beg to state that no definite date can be fixed for the compilation of trustworthy returns, owing to the enormous difficulties involved in obtaining such returns under existing circumstances. It is too well known that under the present system of local and provincial administration there is neither proper Government machinery for the compilation of statistics nor proper survey and land records out of which statistics can be compiled. A number of the provinces have attempted to make such returns, but for the reasons given above the Chinese delegates do not consider them of much real value. In regard to the number of opium smokers in each province, the remarks given above as to the difficulties of obtaining trustworthy returns of the acreage are equally applicable here, and only estimates can be given, which we have done according to the best of our ability in our memorandum on opium. For our shortcomings in these respects we can only repeat that we crave the indulgence of not only the British delegation, but of all the delegations of this honourable commission.”

My idea as to the purpose of these general reports on the opium question in China is that though they may also serve for the enlightenment of public opinion as to the progress of the anti-opium campaign in China, they are primarily intended to furnish information to His Majesty's Government which may enable them at the end of the trial period of three years covered by the agreement with the Chinese Government to form a correct judgment as to whether China has fulfilled her part of the bargain, and made a corresponding reduction in the internal production and consumption of opium, so as to justify the Indian Government in continuing their policy of annually reducing by one-tenth the export of opium from India to China.

It is evident that we cannot expect reliable statistics by the end of next year, therefore we shall have to depend on the other method to which I have before referred as affording clear evidence that the necessary diminution in production has been effected, namely, the issue and proper enforcement of orders categorically forbidding the cultivation of opium. The Chinese authorities have themselves come to the conclusion that elaborate regulations for the registration of poppy lands and a proportionate annual reduction are unworkable, and that there is only one way of measuring the progress made towards the ultimate extinction of the poppy, and that is by issuing orders for its total prohibition after a certain date and taking energetic measures to see that the orders are enforced. Such orders were already in force last season in the provinces of Shansi, Yunnan, Fukien, Hunan, Kwangtung, and Hei-lung-kiang, and were successfully enforced in most cases. The two first named were two of the greatest opium-producing provinces of China, and His Majesty's Minister considered it to be of such importance to ascertain how far the order forbidding the growth of opium had been enforced that he instructed Mr. Brenan and Mr. Rose to undertake journeys of investigation in Shansi and Yunnan respectively. I need not repeat here what I have already written as to the great results achieved in these two provinces by vigorous personal administration; but apart from the actual reduction in the total amount of opium produced by China involved therein, the results obtained are the best possible augury for the success of the movement throughout the Empire, for there seems no reason to believe that what has been done in Shansi and Yunnan could not be accomplished elsewhere were the same energy and earnestness applied to the task. All that is needed are definite and simple orders and a fearless and determined governor to secure their execution. I am strongly of opinion that prohibition of cultivation will now be enforced, of course with varying results, in practically all the provinces, and I also cannot help feeling that the majority of the high provincial authorities are convinced that no trifling with this question will be allowed, and that they will therefore do all that lies in their power to enforce the order that no more poppy is to be sown.

In one of the provinces of Manchuria—Hei-lung-chiang—total prohibition was already enforced last season, and resulted, if not in the total disappearance, yet certainly in a great reduction of the crop. Kwangtung has never been a large opium-producing province, and apparently what little was formerly grown is now to all

intents and purposes suppressed. In Fukien also and in Hunan, where very little poppy was ever grown, similar orders were enforced last season with a very large measure of success.

In Kuangsi the cultivation was never very extensive and has now been entirely eradicated.

The excellent results obtain in Hei-lung-chiang, Shansi, and Yunnan appear to have inspired governors of other provinces to issue similar orders, and the growing of opium is from now on forbidden in the large majority of provinces, *i.e.*, Kirin and Fengtien, in Manchuria; Chihli, Shantung, Honan, Kiangsu, Anhui, Szechuan, Shensi, Kansu, and Kweichow.

As to Kirin and Fengtien, the activity shown by the Viceroy and other officials in Manchuria in regard to the suppression of smoking throughout the three provinces, and the eradication of the poppy in Hei-lung-chiang, augurs well for the successful enforcement of the order in the two remaining provinces.

The prohibition of cultivation in Chihli was to take effect from last spring. A certain reduction had been already effected, and there seems little doubt that if the new Viceroy, Tuan Fang, only shows himself stern and uncompromising in enforcing the prohibition the next reports from Chihli will show a great diminution, if not a total disappearance, of the poppy crop.

In Shantung the former governor, Yuan-shu-hsun, an energetic and progressive official, at first turned all his attention to the promulgation and enforcement of complicated rules for the suppression of smoking, but seeing that, though he made a certain amount of progress, his final object of abolishing smoking in Shantung could never be achieved by these means, he issued orders last year that no more poppy was to be grown. Unfortunately he was persuaded to grant certain exemptions, but, nevertheless, the success that attended his efforts last season was so marked that it may be prophesied with some certainty that now that it is absolutely forbidden to grow poppy in Shantung the cultivation will be practically stopped next year in this province also, provided always that Yuan-shu-hsun's successor shows the same will and energy that he himself did.

In Honan an order forbidding the cultivation of the poppy was issued last year, but apparently was not to become generally effective till this year. As a matter of fact, it was actively enforced already last year in the neighbourhood of the provincial capital, and all the growing crops were destroyed. There seems, however, to have been some doubt in the minds of officials and farmers whether they were allowed to grow poppy last season or not, the consequence being that though there was some reduction in area there was still a considerable quantity of opium harvested. Now, however, there can be no doubt as to the meaning of the order, and it only depends on the officials to see that it is properly enforced.

In Kiangsu and Anhui we have the same story, the order was issued too late last year to be carried out in its entirety. In both provinces the authorities showed energy, and large areas of land already planted with poppy were dug up, with the result that there was, if not entire cessation, at any rate a considerable decrease of production. The authorities intend to enforce the prohibition very rigorously this year, and we may look forward to satisfactory results in both these provinces.

In Szechuan the orders in regard to the diminution of the area of cultivation appear to have been too complicated for practical enforcement. Immediately around Chengtu, and in a less degree throughout the whole of the western half of this vast province, there has been some decrease in the amount of opium produced, but in the east of the province, especially along the Yang-tsze, the very reverse appears to have been the case; not only was there no diminution in the area of cultivation, but in some districts there was an increase, and new lands were planted with poppy. This was apparently due to the slackness of the local authorities, who, realising that last season was probably the farmers' last chance of deriving profit from a good crop of opium, allowed them "to make hay while the sun shines." The Viceroy has now forbidden the planting of any poppy, and the general impression appears to be that if he manages to convince the local officials and the people generally that he means to have his orders carried out at any price, we shall at all events see a marked reduction in the quantity of opium harvested next year, even if, in so large a province, where the cultivation of the poppy is the principal industry, it proves impossible to entirely eradicate it in such a short period.

The last three provinces, Shensi, Kansu, and Kweichow, in which the cultivation of the poppy is now totally prohibited, have hitherto been distinguished by the failure of the officials to take any efficient steps towards the suppression either of consumption

or production. In all three it looks as if the amount of poppy grown last season was actually greater than in 1906, and the issue of the prohibition will not suffice by itself to effect any improvement, unless the authorities at the same time alter their whole attitude and take effective measures to ensure its enforcement.

In Chekiang orders have been issued prohibiting the growing of opium, but they are not as definite as in other provinces, and it will not, therefore, be so easy to estimate how far they have been carried out. Apparently an attempt is to be made this season to prevent any poppy from being sown, but the final suppression is not to be insisted on till 1911, *i.e.*, in three years. The attempts made to reduce cultivation in this province have already been attended with such good results that a definite immediate prohibition would probably have been successfully enforced.

From Hupei the reports are very unsatisfactory. It is true that the province produces but little opium and imports large quantities from other provinces, but on the whole no effective steps have been taken either to diminish the number of smokers or to reduce the small amount of poppy grown. On the contrary, in some districts more poppy was grown last season than before, and, as far as I can ascertain, no order has been issued forbidding the cultivation.

In the remaining province of Kiangsi there has never been any cultivation of opium worth mentioning.

It may be urged that throughout this report I am devoting all my attention to one single feature of the movement, *viz.*, the suppression of production, to the practical exclusion of the other features, such as the regulation and final abolition of the facilities for procuring the drug, the prevention of smoking, and the cure of smokers. As a matter of fact, I have described the various steps taken in each separate province, but the Chinese themselves seem to have come to the conclusion that the object that they must now aim at is the suppression of cultivation. It is clear that if the native supply is cut off, while the supply of foreign opium continues to be gradually diminished, opium smoking must in a few years become a thing of the past in China; therefore, the great thing to aim at is to diminish and ultimately extinguish the supply. The agreement with the Government of India involves a corresponding reduction in consumption as well as in production, but the annual reduction of the imports of foreign opium, Persian and Turkish, as well as Indian, being now assured, a decrease of production must, when the reserve stocks of opium are exhausted, imply a corresponding decrease in consumption.

The one preventive regulation that has, as far as one can judge, been enforced with a certain uniformity throughout all the provinces, except the very bad ones, such as Shensi, Kansu, Hupei, and Kweichow, is the closing of the opium dens. What happens in villages and on the country roads in this respect it is impossible to ascertain, but in the majority of cities and towns all dens have been officially closed, though a certain number of clandestine dens doubtless still exist in many cases with the connivance of the venal police.

As far as our information goes, no serious attempt to grapple with the question of providing a revenue to replace that previously raised on opium has been made since the publication of a decree in October 1908, imposing additional taxation on the sale of both raw and prepared opium. Sir A. Hosie has already mentioned the increase in the taxes on land planted with opium and on salt, and in certain provinces additional fees have been imposed during the past year for the issue of licences to opium shops and opium smokers. Various suggestions have been made as to measures which might be adopted to make good the deficiency; the Governor of Shansi, for instance, suggested higher taxes on tobacco, sugar, and wine, while the Governor of Hunan proposed that all business establishments should be required to take out a licence, on which a small fee would be charged. But, as I said before, the Central Government has not as yet devised any workable and satisfactory plan to make good the loss of the revenue hitherto derived from opium.

Another question closely connected with the above that still awaits solution is the question of discovering the most profitable crops to plant in the place of poppy in the various provinces. It has been pointed out in previous reports that one great obstacle to the abolition of the growth of the poppy is the extremely profitable nature of the crop as compared with other crops; while another obstacle, I understand, is that poppy so impoverishes the soil upon which it is grown that it is difficult to get any other crop to grow well on it. Some of the Viceroy's and governors have already taken steps to find out what crops could be most profitably substituted for the poppy, but no practical steps have, as far as I can ascertain, been taken anywhere to assist the farmer by providing seeds or young trees. The Viceroy of Yunnan reported that



he was studying the possibility of planting rubber trees in Yunnan. The Viceroy of Szechuan has been experimenting with American cereals. In Shansi potatoes are being grown in increased quantities; in Manchuria, beans. Among other substitutes suggested from various sources have been cotton, hemp, tobacco, cocoa, ramie, tea, and the planting of trees, especially of mulberry trees for silkworm culture.

Many of the reports received from consular officials and missionaries mention the growing habit of eating opium in the form of pills—which, from all accounts, is now very prevalent—and also of hypodermic injections of morphia. Many Chinese, it is said, have ceased to be opium smokers only to become eaters or morphia injectors. By the consent of all the Powers the importation of morphia into China was prohibited from the beginning of the present year, and the Chinese Government issued elaborate instructions to prevent the import of morphia except for medicinal purposes; but it is to be feared that, without the assistance of the countries from which the morphia is exported, China will be unable to check the smuggling of morphia over her 7,000 miles of land and 4,000 miles of sea frontier. The Chinese Government and the provincial authorities appear to be fully alive to the danger of this vice, and stringent regulations have been issued against the unauthorised sale of morphia; and any person caught selling morphia or instruments for its use is to be banished to a "pestilential frontier of the Empire." It is difficult to estimate how far the habit of morphia injections has taken root in various parts of the Empire, but to judge from Dr. Gray's report about Peking it was only a passing craze directly after the issue of the opium edicts and is already on the wane.

Apparently a much more prevalent vice is that of opium eating in the insidious form of so-called "anti-opium" pills, which are sold everywhere as a cure for opium smoking. I have already described the result of the analysis by the Government analyst in Hong Kong of different kinds of anti-opium pills openly sold in Canton, many of them under Government authority. Medical authorities appear to differ as to the comparative degree of harm wrought by opium smoking and opium eating, but I would call attention to what Dr. Gray says as to his personal experience on the subject in the capital.

At the beginning of this report I spoke of the continued zeal and determination shown by the court and Central Government in their prosecution of the objects embodied in the Imperial edict of the 20th September, 1906. I further stated that this year had shown a marked improvement in the attitude of the Viceroys and governors, who, with three or four exceptions already referred to, had loyally seconded the efforts of the Central Government, even going further in their measures than their instructions prescribed. What can be effected by a strong and determined governor, who can give definite orders and will not shrink from the employment of any measures, however stern, which may be necessary to secure the proper enforcement of his orders, has been seen in Shansi and Yunnan. Unfortunately not all governors, much less all local officials, show the necessary determination, but just as the Viceroys and governors have come to realise that the Central Government is in earnest, so the local officials soon realise that the Provincial Government is in earnest and act accordingly. In certain provinces it is hard for the governor to make his influence felt throughout all the province, and judging from the accounts of what has been effected up till now the vigour of the suppression varies, as a rule, in proportion to the distance from the provincial capitals, though, of course, even in the remotest districts an official who is in earnest can effect much. The venality and disloyalty of the underlings has greatly increased the difficulties with which the officials have had to contend, but fear of certain punishment following on detection has proved a powerful deterrent, and among this class also there has been a great improvement.

The most practical test, perhaps, as to whether a district is likely to get rid of the evil is to ascertain whether the magistrate and other officials are smokers. Where they are not and are possessed of a fair amount of energy and honesty, the licensing and other regulations are, in most cases, rapidly and easily enforced; but where the officials themselves smoke, the regulations merely provide them with a new and profitable source of illicit income. The Central Government therefore has shown great wisdom in paying especial attention to the observance of the rule forbidding officials to smoke, simultaneously with the issue of orders in so many provinces for the total suppression of cultivation.

I have left to the end the question of the improvement in public opinion in regard to opium smoking. Many persons hold that the best method of curing the habit, as distinct from stopping the supply, is by the education of public opinion, by

example, and otherwise; this view was clearly set forth in article 9 of the original regulations. There has been a marked improvement in this respect throughout the Empire. The rise in the price of opium and the fear of punishment have certainly been responsible for by far the larger share in the reduction of the number of smokers, especially among the poorer classes, but the marked change in public opinion has also had a beneficial effect in this respect. In old days it was considered good form for a young man to smoke opium; now the reverse is the case, and he no longer feels himself bound to indulge in his opium after dinner. Smoking is banished from public places, and though dens exist, they exist in defiance of the law like secret gambling hells in London. One may go so far as to say that there is a certain moral and social stigma attaching to the habit. Opium smokers, who are, of course, still very numerous, no longer confess to their failing, but indulge their craving surreptitiously; this in itself is a sign of the improvement in public opinion. Naturally the smokers themselves regard the anti-opium movement with hostility, or, at best, with apathy, but there is a growing body of public opinion which is prepared to welcome the adoption of any measures which may hasten the final extinction of a vice which many have come to regard as a national curse and disgrace.

To sum up, I consider that distinct progress has been made during the period under review towards the attainment of the objects China set herself in 1906. The progress is certainly most marked in regard to the suppression of cultivation in those provinces where it was definitely prohibited, and we are justified in looking forward to similar results in the further provinces in which the growth of the poppy has now been forbidden. It is much more difficult to measure the progress made in regard to the prevention and cure of smoking, but in this domain also there has been improvement in most provinces, especially in the capitals and larger towns. The enforcement of total prohibition of cultivation will, even in the absence of any survey or reliable statistics, make it possible to ascertain, with a sufficient degree of accuracy whether the reduction achieved in the internal production and consumption by the end of 1910 corresponds to the reduction in the export of opium from India to China, and whether His Majesty's Government is therefore justified in continuing the annual reductions until the trade in opium from India to China is extinguished.

I cannot help feeling that we shall find that China has more than fulfilled her share of the bargain; but in order to ascertain this in a convincing and satisfactory manner it will be necessary to secure independent evidence that the orders prohibiting the growth of poppy have been properly executed in the various provinces, especially in those provinces such as Szechuan, Kweichow, Shensi, and Kansu, where the largest amount of opium is still produced. I do not know whether the Indian Government intends to take any special steps before the expiration of the three years to ascertain how far the Chinese Government has fulfilled its promise; but having in mind the very clear and definite information obtained from the journeys of Messrs. Brennan and Rose in Shansi and Yunnan, I would suggest that one or two consular officers, with a knowledge of the language and some previous experience of the question, should be instructed to make extensive tours in the principal opium-producing provinces, especially in Szechuan, at the proper season in the course of the year 1910, so as to ascertain by personal inspection to what extent the orders prohibiting the cultivation of opium have been carried out.

W. G. MAX MÜLLER.

*Peking, October 16, 1909.*

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Inclosure 2 in No. 1.

*The Cultivation and Consumption of Opium in Shansi.*

AS recently as a year ago the province of Shansi was noted for its output of opium. The absence of any trustworthy statistics on the subject renders even an approximate computation of the quantity produced extremely difficult, but as the Board of Revenue's return states the amount for 1906 to be 9,666 piculs, it is safe to suppose that the annual production was considerably in excess of that figure; whilst a moderate estimate gives the area formerly devoted to the cultivation of the poppy as at least two-thirds of all the watered land in the province. In some parts, notably the Chiaocheng and Wenshui districts to the south-west of Taiyuanfu, and the Fenho Valley to the south, the proportion was much higher and practically all the fields in these regions were sown with poppy for the winter crop. The plant was also to be found in large

quantities anywhere where rivers, mountain streams, or wells permitted of proper irrigation, and wheat was only grown in the higher and dryer land where the more valuable crop would not thrive.

Until the autumn of 1908 there had been no serious attempt on the part of the provincial authorities to deal with the opium question. Proclamations had, it is true, been issued in obedience to the edict of 1906, ordering a decrease in the amount of land under cultivation, and had resulted, to a certain extent, in the substitution of wheat for opium in 1907, but it was seen that the officials did not intend to enforce the prohibitions, and in 1908 the crop, if not as large as before, was still considerable; in fact, in some districts it is reported that the area under cultivation had even increased. In the same year, however, the authorities at Taiyuanfu, either on their own initiative or in consequence of pressure exercised from Peking, came to the conclusion that an attempt must be made to deal with the question in an energetic manner and decided as a first step to prohibit the cultivation of opium forthwith throughout the province. The sale of the drug and the smoking of it were to be considered later, but it was felt that these questions would be easier of solution once the production had been stopped. This was in itself, of course, no light task, as it meant depriving the agricultural classes of almost half their income at one blow. It is estimated that a field under opium, after deducting the various extra taxes levied on account of the drug, still brings in more than twice as much to the cultivator as it would if sown with wheat, barley, or other crops.

Proclamations were issued in the autumn of last year forbidding the people to sow the plant and threatening them with severe penalties for disobedience. These seem to have been taken more seriously than the official pronouncements of former years, though many of the natives continued in the hope that the prohibition would be no more strictly enforced than before, and there were not wanting foreigners of experience in the province who expressed their disbelief in the desire or ability of the authorities to force such an unpalatable measure on the people, apart from the difficulties connected with the inevitable loss of revenue accruing from the trade. The Government has, however, been undoubtedly successful in suppressing the cultivation of opium in Shansi this year, as I venture to think will be shown by this report, although it does not necessarily follow that the poppy has been banished from the province for ever. Any slackening of the firm attitude at present maintained by the officials would mean its immediate reintroduction, and many of the natives hope that this will be the case. At all events, the first and most difficult step has been taken successfully, and now that the people have become reconciled to the prohibition it should be easier to guard against any attempt to grow the plant again.

Opinion in Shansi is divided as to whether the action that has been taken is, as some people aver, the result of a general scheme on the part of the Central Government to deal with the question of cultivation in one or two provinces at a time and that Shansi happens to be one of the first, or whether the sudden activity shown in this part of the Empire has for its sole author the energetic provincial treasurer, Ting Pao-chuan. The former theory would seem to be supported by the fact that in the adjoining province of Shensi, where the poppy is still grown, proclamations are said to have been issued stating that in 1910 the cultivation of opium will be stopped there in the same way as has been done in Shansi, but in either case it appears to be entirely owing to the energy and zeal of Ting Tajên that the prohibitory measures have been rendered as effectual as they have.

When at Taiyuanfu, I was accorded an interview by his Excellency and informed him of the object of my visit to the province. He spoke at considerable length on the subject of opium and appeared to be very much in earnest. He complained of the difficulty of stopping the cultivation in Shansi, when across the border in Shensi and Honan there were no such restrictions. The import of opium from other provinces was strictly prohibited, but, though he did what he could to prevent smuggling, it was to be feared that a considerable quantity of the drug was brought over in that way. According to him, Indian opium had never been imported into Shansi, and the fact that they only had the native article to deal with greatly facilitated its early suppression. This statement with regard to Indian opium is, I think, correct and agrees with information I received from opium-dealers in other places. He then turned to the question of revenue and stated that the amount formerly derived from the Tungshui tax was 300,000 taels, whilst the extra tax on poppy land brought in another 200,000 taels, but that by increasing the duty on matches, oil, wine, tobacco, furs, and other articles, they had almost made up this deficit of 500,000 taels.

I give these figures for what they are worth, but they can hardly represent the true facts of the case. If the Tungshui tax were 115 taels per picul, this would mean that only some 2,600 piculs had been accounted for. It is probable, however, as Ting himself admitted, that a large proportion of the duties actually levied never reached the provincial Treasury at all, and that office in turn would not acknowledge all that was received. At all events, he distinctly stated that, as regards the financial side of the question, they were not experiencing any great difficulties.

The Government, he said, were about to establish in the big centres throughout the province ten official stations for the sale of anti-opium medicines and the treatment of patients, and it was proposed to spend 3,000 taels on each. He himself had sent spies all over the country to watch for any attempt at opium cultivation, and rewards were being offered of 10 cash each for every poppy stalk brought in to the officials. It is certainly true that "weiyuans" from the capital are being sent on tours of inspection to the remotest districts, and I was frequently told at various places I visited that an official had just been there to examine the fields.

At Taiyuanfu itself the dens have all been closed, and the opium shops, of which there are about forty, are under strict police supervision. A system for the registration of smokers has been instituted and the procedure is as follows: the purchaser, when buying the drug, is asked his name, age, address, and amount of daily consumption, and these details are entered in a book of forms and counterfoils. The form, when filled in, is handed to him, while the counterfoil is retained by the shop for the inspection of the police. Each succeeding time that the purchaser goes to buy opium he must produce this form and the amount of his purchase is marked on it, but the amount must never exceed that of the time before. The form lasts for three months, at the end of which period a new one must be taken out and the amount of daily consumption decreased, the idea being that in due course the smoker will be obliged to abandon the habit entirely. Whether this procedure is strictly insisted upon for everybody I was unable to find out, but I imagine the richer classes buying a large quantity at a time would have no great difficulty in evading it. I examined two or three books of counterfoils, and found that it was generally small amounts that were bought.

The capital is the only place in the province, at present, where any attempt is made to regulate the sale of opium. There are no restrictions whatever in other towns, and even in places only a few miles distant from Taiyuan-fu the registration system is unknown.

One result of the suppression movement is a thriving trade in anti-opium remedies of all sorts. Advertisements for the sale of pills are to be seen in every street of the capital, and in one shop that I visited there were no fewer than twelve different kinds of medicines, some of local manufacture, but a great many seemed to be imported from Japan. They contain, as a rule, a large proportion of morphia or inferior opium mixed with boiled cowhide or other deleterious substances, and the people who take them to cure their cravings merely exchange one form of the vice for another. The medicine trade is proving so profitable that the Chinese are manufacturing pills from all sorts of things quite regardless of their curative properties, a favourite native recipe being millet ("hsiao mi") boiled in opium and mixed with cayenne pepper ("la") and other Chinese condiments, and it is said that these concoctions are far more ruinous to the health than the vice they are taken to cure.

With regard to the cultivation of the poppy in the neighbourhood of Taiyuan-fu, I learned, on good authority, that the plant was nowhere to be seen in the districts of Shaoyang to the east, Yutze to the south-east, and Hsukou, Taku, Chhsien, and Pingyao to the south. It has never been grown in any quantity round Shaoyang, as the soil is unsuitable, but the other places to the south lie in the Fenho Plain and are therefore favourably situated for the production of opium. Some of the farmers had sown with poppy in the hopes that the prohibition need not be taken seriously, but had been severely punished for their disobedience, and it may be safely said that none of the drug was harvested in the district in question. I could see for myself that none was grown in the immediate neighbourhood of the capital, though in former years poppy fields stretching along the banks of the Fen were visible from the city walls.

On leaving Taiyuan-fu I proceeded westwards to Fenchou-fu, passing through the districts of Chaocheng and Wenshui. As has been mentioned above, this region was once famous for its opium. In the spring the entire countryside as far as the eye

could see was covered with poppy fields, and the crop grown in the valleys to the north of Chiao-cheng produced the strongest opium in the province. This year, however, no trace of it was to be seen; wheat and barley were grown everywhere, and though I spent some time inspecting the valleys off the main road and looked carefully for the plant in out-of-the-way and hidden spots, it was without success. In the neighbourhood of Wenshui there had been one or two attempts to disregard the regulations, but they were speedily discovered and punished; in one instance, I was informed, the offender had been beaten 100 blows and wore the cangue for a month. Deputies from the capital, it was said, were continually visiting the district and inspecting the fields. They avoided the local yamens and stayed at the inns, like ordinary travellers, and it was only if he had offended that the unfortunate farmer discovered that he was dealing with an official.

At Fenchou-fu, and at Hsiaoyi, a day's journey further south, I met two missionaries, who, independently of each other, had recently made a tour of the region to the west of those cities, and they remarked on the complete eradication of the poppy. One of these gentlemen had travelled through Wucheng to Yungningchou, and then northwards for about 60 miles to a place called Huma, along the Peichuan River, and had then returned to Hsiaoyi via Ninghsiang, the whole journey covering a distance of about 150 miles. The places mentioned are stations within the care of his particular branch of the mission and are well known to him. He assured me that eight-tenths of the cultivated land in this region had formerly been under opium, but that on his recent trip he had not seen a single plant.

From Hsiaoyi my road lay southwards to Pingyang-fu, crossing the Lingshih Pass, and traversing the towns of Hochou and Hungtung. The district immediately to the north of the pass is mountainous and dry, and has never been of much importance as regards opium cultivation; but the country between Hochou and Pingyang was second only to the Chiao-cheng department in the extent of its poppy fields and the quantity of the drug produced. The Fenho here flows along a broad valley, flanked on either side by gently sloping foot-hills intersected by a number of streams joining the main river at short intervals. The whole region is well irrigated and thoroughly suitable for the growth of the poppy, and in former years quite seven-tenths of the fields were given over to that plant. This year, however, its growth has been put down with extraordinary severity; not only is the cultivation absolutely prohibited, but even stray stalks of self-propagated poppy growing by the side of the fields are not allowed to pass unnoticed. One man at Hungtung was actually beaten because a single plant was found in his wheat-field, and the people complained that during the sowing season the laoyeh (local official) came and grubbed in their land with his own hands to look for poppy seeds. In ground that has formerly been under opium there is naturally a probability that a few stray plants will reappear, though none may have been sown, and the danger of this provides the yamen runners with an excellent opportunity for blackmailing the farmer, of which they are not slow to take advantage.

In this district as well as in some others I passed through there had been attempts to sow opium together with peas, the idea being to root up the peas later and leave the opium, or *vice versa*, according to whether or not the prohibition might be disregarded. The trick, however, was discovered, both the crops were destroyed and the land was confiscated. Indigo is to a limited extent being introduced to take the place of opium. It is a more profitable crop than wheat, and always commands a ready market as a dye for the ordinary blue cloth so much used in China for the making of clothes.

At Hungtung I was able to get information covering the west of the province from Fenshi to Hsichou and down to Puhsien. Here, as elsewhere, the reports were favourable, the officials were showing great activity, and the poppy was a thing of the past.

From Pingyang-fu to Hotsin, near the Shensi border, was my next stage. Hotsin is truly described by the resident missionary, Mr. Gillies, as the "back of beyond." It is at the very edge of the province; it is not on the road to anywhere; the district is desperately poor, and, moreover, the country has never been noted for the production of opium, the little that was grown having been practically suppressed some four or five years ago by the imposition of a heavy tax in aid of the local schools. It speaks well, therefore, for the thoroughness of Ting Tajên's methods that even this remote spot should be visited by deputies from the capital. It is a pity, however, that they have not turned their attention to a large establishment here that is openly doing a thriving business in the preparation of cowhide, hoof parings, and other

refuse as an adulterant for opium. I was assured at Hotsin that all the country northwards as far as Hsiangning and Kichou, about 35 miles distant, had been cleared of the plant.

Having travelled as far west as this I took the opportunity to make a day's excursion into Shensi, which is only about 10 miles further on. The Yellow River, which forms the boundary between the two provinces, has to be crossed in a ferry-boat at a place called Yü Men Kou, named after the Emperor Yü, who, together with Yao and Shun, formed the legendary trio that were supposed to have ruled in the golden age of China, about 2300 B.C. Amongst his other achievements he is said to have instituted the ferry service at this particular spot.

Once across the river there was no lack of poppy cultivation, the fields extending nearly to the water's edge. By this time (11th June) the opium had all been harvested, and the labourers were engaged in cutting off and collecting the capsules for the manufacture of opium oil.

The duty of enforcing the regulations in the south-west corner of the province has been entrusted to the salt commissioner resident at Yücheng, a large commercial town not far from Chiehchou. This official, of the rank of taotai, has shown great activity in the issue of proclamations, uprooting of poppy fields, and punishment of offenders. He has threatened to fine opium growers six times the value of their crop, and in one case at least has made good his threat; a man who had planted opium in a small patch of ground, about the tenth of a mow, near Icheng, was made to pay 20,000 cash. The taotai's jurisdiction comprises an area of over 4,000 square miles, and I was informed by two members of the China Inland Mission who had recently journeyed through it that it was uniformly free from opium cultivation.

From Hotsin, I travelled eastward to Kiangchou and Icheng. At the latter place I was shown a letter received from the missionary living at Luan-fu, stating that the same stringent measures had been taken in the west of the province as those in force to the east of the Fen valley, and this statement was corroborated by communications from residents at Lucheng and Licheng. On leaving Icheng, I travelled over the mountains to Tsechou-fu in the extreme south-east of Shansi, crossed the border to Chinghua, the terminus of the Peking Syndicate railway in Honan, and so returned to Peking by rail.

My journey lasted exactly a month and covered a distance of over 400 miles, through what were formerly some of the most noted opium-producing districts of the province. I did not, however, from first to last, see a single field in Shansi under poppy cultivation. Where I have been unable to speak from personal observation, I have quoted from information kindly supplied by missionaries, as being more reliable than that derived from native sources, although I did not fail to question the Chinese themselves whenever an opportunity occurred, and both missionaries and natives were unanimous in affirming that the suppression of the poppy was complete.

This report, it will be noticed on reference to the map, only covers the southern half of Shansi, as it was unfortunately impossible to visit the regions to the north of the capital as well in the limited time at my disposal. According to Ting Tajèn, however, the troops stationed at Kueihuacheng and other districts in the north have received orders to patrol the country and see that the prohibition is rigidly enforced, and this statement is confirmed by M. Larsson, a Swedish missionary living at Tatung-fu, who states that beyond one or two unsuccessful attempts to sow poppy with cabbages there has been no opium cultivation in the parts visited by himself and his fellow workers. This is the extent of my information on the north of the province, but I am told that the amount of opium grown there was comparatively unimportant, and in view of the thoroughness with which the orders of the Taiyuan-fu authorities have been carried out in the remotest parts of the south there is no reason for doubting that the same has been the case throughout.

The measures taken in Shansi against opium, have, as was to be expected, enormously increased the price of the drug, especially in the neighbourhood of the capital, but less so in places near the frontier, on account of the smuggling. An ounce (liang) of the best native article cost formerly about 300 cash. At Taiyuan it now fetches over 1,000 cash (roughly 1 dollar), at Pingyang-fu 700 cash, and at Hotsin 600 cash. As two-thirds, or at the very least a half, of the adult population both male and female consume a certain amount of opium, they are, of course, very seriously affected by the rise in the cost of the drug. The poorer classes are unable to continue buying the quantity to which they have become accustomed, and so, in order to derive the same effect from a smaller amount, they have taken to drinking instead of smoking it. It would appear that a fifth of the amount consumed in the pipe, if

dissolved in water and taken in that way, is sufficient to satisfy the same cravings. A great many of course are endeavouring to break off the habit altogether, as is evidenced by the large sale of anti-opium medicines, but it is to be feared that those who buy the ordinary pills sold in the shops obtain but little relief, whilst the few Government refuges, where a proper course of treatment is prescribed, are unsuccessful, because the patients are not cared for on the premises, and, if left to themselves, they have not the force of will to follow out the instructions, which entail a certain amount of suffering in the preliminary stages of the treatment. In the mission refuges, on the other hand, where the patients are not only under constant supervision during the course, but are kept on for about a week after the treatment is over to make certain they are really cured, a considerable amount of good is being done, and the number of people who pass through these institutions is increasing rapidly. At Icheng, for instance, M. Trudinger, the missionary in charge, informed me that their refuge had treated 120 patients during the last six months as against 30 or 40 in previous years. Nearly all of these were of the poorer class, and were being driven to give up the habit by the increasing price of the drug; those who are not troubled by pecuniary considerations would seem to be making no effort to abandon the vice; on the contrary, some of the richer families boast that they have laid in enough opium to last them for fifty years to come. The breaking off of the opium habit is not such a difficult or lengthy affair as is generally supposed, three weeks or a month being as a rule sufficient to effect a cure, even in bad cases. At Hotsin I met a man who had been accustomed to smoke 4 oz. a-day, an exceptionally large amount; the average smoker seldom exceeds a tenth of that quantity, say, 4 or 5 mace. He was, however, completely cured, and had not touched the drug for several years.

The method of treatment adopted in most of these refuges is as follows:—

For the first five days the patient is given doses of morphia equivalent to the amount of opium he has been in the habit of consuming; after that the dose is decreased daily by a tenth until none is given at all, and at the same time the patient is nourished on good food, and is further strengthened by means of ordinary tonic medicines. The difficulty lies in the fact that the victim has usually taken to the drug in the first instance to gain relief from some disease, and on his abandoning the habit the malady reappears. *Dyspepsia*, for instance, is responsible for a good deal of opium smoking, and is very prevalent in Shansi owing to the way the people have of bolting large quantities of half-cooked food.

Enquiries as to the popular sentiment with regard to the anti-opium measures generally elicited the reply that the people were on the whole glad that they were being obliged to give up the habit; they could not help realising its pernicious effects, but lacked the moral courage to abandon the drug of their own initiative. There is, however, a section of the community, chiefly of the student class and gentry, who are rather inclined to regard the action of the State as an unnecessary interference with the liberty of the individual, and would prefer to be left in peace to the enjoyment of their pipe.

The enormous increase in the marketable value of opium in Shansi has had the effect of widening the area under cultivation in the adjoining province, and a missionary, writing from Meih sien on the Wei River, in Shensi, states that the poppy is now grown to such an extent in the Wei valley that the farmers have actually had to import wheat for their own consumption from other parts of the province—a very unusual state of affairs. It is believed that the prohibition will be extended to Shensi in 1910, so the people are making the most of their opportunities.

In Honan less opium has been grown this year than last, especially near the main roads, and none was visible from the railway, but I am told that a considerable amount is still being cultivated in various parts of the province.

The energetic action that has been taken in Shansi is worthy of the highest praise, and it only remains to be seen whether the results are to be permanent or not. The regulations governing the election of representatives in the new scheme of constitutional government expressly exclude all opium smokers from holding office, so it is to be hoped that a safeguard against any reintroduction of the poppy will be afforded by the presence of a body of men in the councils of the capital whose desire for the welfare of the province is unhampered by considerations of a personal nature.

In conclusion, I would like to express my gratitude to the Protestant missionaries of Shansi, from whom I always received the greatest hospitality and assistance, and to whom I am indebted for much of the information contained in this report.

J. F. BRENAN.

Peking, June 26, 1909.

## Inclosure 3 in No. 1.

*Report of a Journey into the Opium Districts of South-West Yunnan*

*Object of Journey*—On the 22nd April, 1909, I left Tengyueh to make a flying tour round the districts in the neighbourhood of Tengyueh, the territory under the jurisdiction of the I-Hsi Taotai, which is estimated to produce 45 per cent. of the total opium crops of the province of Yunnan. The routes taken by myself and two Chinese assistants passed through the tracts which in the past have proved most favourable to the growth of the poppy.

*Routes*—Leaving Tengyueh in a due easterly direction, I followed the main road for three days, then branched off on to a bridle path leading south-east in the direction of Shunning-fu; thence I turned north and reached Tali-fu by way of Meng-hua Ting, returning to my post through Yung-chang-fu. The consulate writer accompanied me as far as Shunning-fu, then proceeded to Yunchou, and took a more easterly road to Tali-fu. The third route lay to the south of Tengyueh, through territory administered by the Shan sawbwas.

*Description of Country*.—The track by which I travelled lay across a plateau from 5,000 to 6,000 feet above the level of the sea, with frequent rises and falls, some of the passes being at an altitude of over 8,000 feet, whilst the Salwen valley is but 2,200 feet above the sea. In dry weather the firm, sandy path made walking or riding very pleasant, but in the heavy rains which overtook us on several days the steep slopes were almost impassable, and we were obliged to struggle up and down in straw sandals, whilst the mules found great difficulty in keeping their feet, and made slow progress. Our small party did double stages over practically the whole route, and it was therefore impossible to carry tents or heavy kit of any description. As a result we were dependent for a rude welter on the occasional mud huts by the way, and were often obliged to carry our own food and fodder. The nights are cold and inhospitable in these mountain regions, and, after a march from dawn till dark, there was a comfort in the wood fire built on the floor that made one forget the dirt, the crowding humanity, and the smoke that stung our unaccustomed eyes. The country is wonderfully beautiful: a succession of fir-clad uplands with great mountain ranges stretching beyond them, far below the Shweli, the Salwen, and Mekong, the Red River, the Hsia-kuan River, and the Yangpi that go whirling through their deep beds, one flanked by tropical jungle, the next by steep rocky gorges, whilst the Hsia-kuan can be seen for miles winding between grassy slopes, a white and foaming torrent descending 1,600 feet over rocks and boulders, in one day's march. The tropical sun is tempered by the mountain breezes, and the country was full of familiar northern flowers growing in vigorous profusion; the hillsides were bright with rhododendrons, red and white, with azaleas of many colours and long sprays of clematis, whilst roses and meadow-sweet grew in luxuriance in the sheltered valleys. The country is unlike the east and south and north of China in that its mountains are covered with forests and its streams run clear over their rocky beds, whilst for days at a stretch there is little sign of human habitation, save in the well-cultivated and populous valleys. Such people as we met between the towns were, however, friendly and willingly offered their rough hospitality; their faces, their homes, and the unbound feet of their women mark the people as tribesmen with a slight mingling of Chinese blood. In the Menghua district and along the northern route many of them are of pure Lolo race, though the handsome, clean-cut faces of the Szechuanese Lolos are seldom seen. All, however, who have the slightest tinge of Chinese blood claim to belong to the "family of Han," and there is little wonder that they cling to the traditions and name which represent, on the one hand, all power and wealth, whilst treating with a relentless contempt the "barbarian" of the hills.

## OPIUM.

*Opium Centres*.—In dealing with the production of opium this circuit may be divided into two distinct spheres, the first comprising the districts under the direct control of the Chinese territorial officials, the second consisting of the frontier regions under the rule of the Shan sawbwas, including the fertile, low-lying valleys, and the Kachin hills, for which the sawbwas are nominally responsible. It was generally admitted that the Shan valleys were still under opium crops this season, and I therefore decided to send a Chinese assistant to get any possible information in this direction, whilst proceeding myself to the east of the circuit where the Taotai claimed



that the preventive work had been successfully carried out. My route was chosen through the greatest producing areas of the district and timed just before the opium harvest.

*Destruction of Opium Crops in Chinese Sphere.*—Speaking generally the work of prevention inaugurated by his Excellency Hsi Liang, governor-general at Yunnan-fu, has been carried out in the Chinese sphere with vigour and success. It was naturally impossible to penetrate into the remoter regions during the short period at my disposal, but, by careful enquiry and by watching the local markets for the drug, it has been possible to gain a fair estimate of the conditions of the present season. From the high passes of these districts can be obtained a broad view of the surrounding country, and the unmistakable colour of the poppy crops may be detected from a considerable distance when they exist to any extent. In the course of my journey, however, I did not see a single field of poppy, and the only evidence of cultivation was in the straggling flowers, which were freely scattered over the fields and were evidently the few survivors after the crops had been uprooted by order of the officials. The consulate writer reports similar conditions in the country lying between Yunchou and Menghua Tung. I have also reliable information from Mr. Coggin Brown, of the Geological Survey of India, and from other English sources, that, in the country to the north-west and north-east of Tali-fu (under the jurisdiction of the sub-prefects of Yunlung Chou and Pinchuan Chou), the main crops have been vigorously destroyed, though a little cultivation is reported in the remoter districts, which are difficult of access for the preventive officers.

*Local Riots.*—During December and the early part of this year the prefects and junior officers of the circuit were constantly under orders from the Viceroy, first to exhort the people to devote their land to other crops, then to destroy the crops if their earlier orders have been disobeyed. In many cases the latter course was necessary, and, from officials and people alike, one heard reports of crops which had been uprooted when nearing maturity. Troubles occurred in many districts, and it is rather to be wondered at that no serious outbreak has disturbed the province than that there have been local riots in isolated districts.

At Chenuan Chou, a notably rowdy city, the official was driven away, and it was necessary to send a detachment of soldiers in order to disperse the rioters. In the district of the Lung-ling ting serious trouble was threatened, and the sub-prefect applied for an armed guard, his request being refused, however, lest friction should be created with the neighbouring Shan sawbwas. Early in April the Tengyueh ting went into the Shan districts to the west to uproot the crops, but he was shot at, his chair was wrecked, and he narrowly escaped with his life at the hands of the Kachin tribesmen from the hills. The Menghua ting was also attacked on his rounds, and a serious rebellion threatened for a time in his district, the Lolos joining forces with the Chinese farmers and refusing to return to their homes, until the decapitation of fourteen men convinced them that the authorities were in earnest. At Yu-tien the ting endeavoured to compromise with his people by destroying the crops in the "pa-tzu," or valleys, and ignoring the hill cultivation. The Viceroy's deputy, however, discovered the omission, and the ting has paid for his clemency by the loss of his post. The prefect of Shunning has endeavoured to propitiate his district by posting a proclamation to the effect that he had a tour in December last, and, finding only a half of the usual area under opium crops, had petitioned the governor-general to approve this decrease; that he had received stern commands to destroy the remaining half also, and that an independent deputy appointed from Yunnan-fu would tour the district to ensure obedience. Deputies from the provincial court have been appointed to all the producing centres; I met several of them on their rounds, and, as they have spent three months in travelling through the districts allotted to them, there seems little probability that Hsi Liang has failed in his desire to clear the region of the usual winter crop. Proclamations were posted all along the road forbidding the cultivation of the poppy and exhorting the people to free themselves from the drug. It is a common practice in these parts for usurers to advance money to the farmers on their opium crops as soon as the plants are above the ground. This practice is now forbidden, and the notification that no law suit will be entertained in this respect will undoubtedly weigh heavily with the people. The teachings of the sacred edict have also been enlisted in the service of the preventive officers, and the neighbours on either side of a field are held equally responsible with the owner if the forbidden crops are found.

It is needless to say that the people are angry and unsettled. Throughout the district in which I travelled the main winter crop is opium, and from a half to eight-

tenths of the arable land is annually devoted to poppy cultivation. Those who listened to the earlier commands of prohibition have managed to raise crops of wheat, beans, peas, or maize, but the people have not learned by past experience to put implicit faith in proclamations of far-reaching reform, and a large proportion of the farmers have seen their poppies uprooted when it was too late to plant another crop. They have paid dearly for their want of faith, and they pointed to their bare fields with fearful curses on Hsi Liang. The winter has been unusually dry, and the substituted crops have proved but a moderate success so that everything has tended to unrest in the rural districts, and were it not for the fact that the people of Yunnan are by nature lethargic and law-abiding there would certainly have been serious and far-reaching trouble for the provincial authorities.

*Opium in the Shan States.*—In the Shan districts, which include roughly the country to the south of Tengyueh lying between the Salwen and the Burmah frontier, conditions are entirely different. The prefect of Yungchang and the sub-prefects of Tengyueh and Lungling have made prolonged tours, but even in the country inhabited by and directly subject to the Chinese they have not been entirely successful in destroying the opium. I estimate that about two-tenths of the usual crops have been harvested by the Chinese farmers and about seven-tenths by the Shans. Some of the sawbwas have yielded to pressure from the Chinese officials, and Mang Shih (Mong Hswan) has consented to the prevention of all crops in his valleys, though not in the hills. Other sawbwas, however, have not proved so complacent, and in Chefang, Mongpan (Mengka), Lungchuan (Mongwan), and Mongmao there has been little decrease in the area under cultivation. It is interesting to notice that even in Chen-kang, a State which has nominally reverted to Chinese control, the suzerain Power has not felt sufficiently strong to enforce these objectionable measures, and the poppy crops have been up to the usual standard. The prefect of Shunning has, however, posted a proclamation, aimed at Chen-kang and the neighbouring Shan States, forbidding them to bring their opium for sale to Shunning, its usual market, and imposing severe penalties on Chinese traders who proceed to the Shan States to purchase the drug. The market for the western States is at Tengyueh, and it is estimated that Nantien will have only a half and Kangai one-third of their usual supplies for sale this year. The sawbwas depend to a great extent on the opium tithes for their incomes, Nantien's receipts being estimated at about 1,000*l* during 1908. This year he will receive only half of this amount, and it can be readily understood that the Chinese will have considerable difficulty in enforcing their regulations in such circumstances. The outlying Shan valleys and the Kachin hills can only be brought into line by a show of force, which the Chinese are neither willing nor able to present, and it is unlikely that any great decrease will be shown in these districts in the near future.

*Estimate of Production.*—In a careful report on Yunnanese opium, written at Ssumao in 1901, Mr. Commissioner Carey estimated the total production of the district under the jurisdiction of the Tengyueh Taotai (the western circuit) at 36,000 piculs. From the figure which I have been able to gather from the markets, I am of opinion that the production this year is not likely to exceed half that amount, namely, 18,000 piculs, nor does there appear great prospect of reducing the harvest below their present standard. Force is unlikely to be employed, and only an economic factor, such as the fluctuation of demand, is likely in the near future to seriously affect the cultivation of the poppy in the semi-independent and inaccessible regions of the frontier.

*Substitutes for the Opium Crop.*—If the higher provincial authorities continue their crusade against the poppy harvest, it becomes an urgent necessity to find some substitute which will profitably replace the winter crops of South-West Yunnan. Numerous plantations of mulberry trees have been made, and silkworms' eggs have been sent from Yunnan-fu to the district cities in the hope of stimulating a local silk industry. Wheat, beans, peas, potatoes, hemp, and maize have been sown in various parts, but the season has proved unusually dry, and the wheat in most parts has given poor return. There is at present a cheap and abundant food supply in the districts, and the real need of the farmers is some crop which can be exported to provide them with the silver with which to pay for their imports. The sudden attempt at the total prohibition of opium has produced an economical crisis in the frontier country, the full effect of which it is impossible as yet to realise. In 1902 it was estimated that 220,000 taels' worth of opium was sold at Hsia-kuan. This year I visited the exchange, a fine old inn in the centre of the town, on the day before the annual fair at Tali-fu, the time at which the local opium would ordinarily pass into the

hands of the Cantonese and Hunanese buyers; the exchange was deserted, and festoons of cobwebs hung over the doors of the inn, which had been the most famous and prosperous throughout the district.

*Consumers.*—It is difficult to obtain such figures as to the number of opium smokers as would enable one to form a reliable comparison with previous years. The prohibition measures, the proclamations, and the official anti-opium bureaux have all tended to conceal the smoker from the ordinary observer, and to drive him to quiet retreats. Every big city along the road appeared to have large stocks of the drug in hand, and quiet sales were everywhere effected, with little opposition from the opium-sodden yamén runners. In the little inns by the road-side veiled offers of opium were everywhere noticeable, and there can be no doubt that both the sale and consumption of the drug goes on, though it has lost its fashionable publicity, and now lurks in the background—a recognised vice. The officials in some of the outlying cities are levying a heavy blackmail on the wealthier citizens who are known to be smokers, and in one yamén there were reported to be 200 opium victims.

The lower classes will be forced in time to abandon the habit, as the drug has risen in price from twice to four times last year's value, and in Tali-fu—where the quotations were highest—it is becoming impossible for the poorer people to obtain their accustomed allowance. This factor must ultimately have a healthy effect in eliminating the drug, but in the meantime the people are finding that it is both more effective and less conspicuous to swallow opium pills than to use the pipe, and this habit shows signs of replacing the older and less dangerous one. Fifteen hundred men of the new provincial army are stationed at Tali-fu, where they are subjected to severe discipline, and smoking is impossible. In the opinion of a competent authority, however, at least 25 per cent. of the men take opium pills, and there can be therefore little difficulty in obtaining supplies.

*Conclusions.*—In conclusion, it impressed me in travelling through the country, that the governor-general undertook a difficult and dangerous task when he resolved to rid Yunnan of opium in two years, instead of effecting a gradual reduction, which would have given opportunities to the farmers to gradually replace their crops and possibly to meet some new demand. One can sympathise with him in the contention that ten years is a long period involving many changes, and that half-measures effect nothing in China; but, whilst he has achieved a great success in ridding large areas of the poppy, he has aroused a bitter opposition to the anti-opium measures, and has reduced the west of the province to a state of poverty which must have a marked effect on the trade of the next few years. Opium is the only product of the country for which there is at present any considerable outside market, and without opium there is no influx of silver with which to purchase the raw cotton and yarn, which is our principal import, and on which the people depend for their clothes. I shall deal later with the immediate economic effect as illustrated by the Tali-fu fair, but thousands of farmers have been suddenly deprived of their main winter's crop, and the fact we have escaped serious trouble bears the highest tribute to the law-abiding qualities of the people of Yunnan.

One other point strikes me as worthy of comment in reviewing the progress that has been made in dealing with the opium crops—I refer to the wonderful power which can be wielded by a sincere and effective Imperial decree, even in the most inaccessible circuit of this remote province of the Empire.

C. A. W. ROSE.

No. 2.

*Sir J. Jordan to Sir Edward Grey.—(Received November 15.)*

Sir,

*Peking, October 25, 1909.*

I HAVE the honour to transmit herewith copy of a report by Mr. Sly, His Majesty's acting consul at Chungking, on the progress of the movement for the suppression of opium in Szechuan—or, rather, in the eastern portion of that province.

This report contains so much interesting information and is so clearly written that I have thought it advisable to send it home separately, instead of waiting to incorporate it in the next general report on the opium question. I regret to see that Mr. Sly's information fully bears out what Mr. Max Muller wrote in his general report enclosed in my despatch of the 21st October, viz., that there had been no progress on the eastern side of the province, that in most districts no steps had

been taken towards suppressing the cultivation of opium, while in some there had been an actual increase in the amount grown last year.

The cultivation of opium is now absolutely forbidden throughout the province, and, as Mr. Max Muller has pointed out in his report, there is some reason to hope that the prohibition may be enforced with a considerable measure of success, though it is, I fear, too much to expect that it will be carried out as effectively as was the case last season in Shansi and Yunnan.

I have, &c.

J. N. JORDAN.

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Inclosure in No. 2.

*Report on Opium Eradication by Acting Consul Sly.*

*Introduction.*

IT is intended in the following pages to report upon the aspect and progress of opium reform in Szechuan, more particularly as regards the Ch'uan Tung, or eastern, portion of the province, which is under the jurisdiction of the Chungking taotai.

With a view to obtaining as full information as possible I addressed on the 18th June last a circular to various missionaries, and also made other enquiries on the same lines. The circular contained ten questions, and in order to avoid the dangers of excessive condensation I propose, as a preface to this report, to state the questions seriatim, following them in each case with the replies received. The latter, though not always *in extenso*, have not been curtailed more than necessary to confine them to the particular points raised. I do not disguise from myself that this plan will not make for brevity, but whatever the length to which the report may reach it will be no more than a sketch, and will at best be but an imperfect and inadequate statement of all the facts.

It will be understood that, when reference is made to any particular year, the poppy was planted in the autumn of the previous year, and the crop garnered in the spring of the year named.

*Question 1.*—Did the area under cultivation last season show a reduction or increase as compared with the years 1908 and 1907, and with the average of the years previous to those dates? It will be within your recollection that it was in the latter half of 1906 that the Chinese Government proposed effective measures for securing the eradication of opium.

*Replies.*

*Liangshan.*—The area under cultivation has not been reduced, though I do not think the increase was considerable, as all available land was devoted to this crop from the first.

*Tung Hsiang.*—The area under poppy cultivation last season was about the same as the previous years; perhaps more than the season immediately before, as that season the weather was very wet, and they were hindered from planting it.

*K'ai Hsien.*—The area under cultivation last season did show an increase as compared with former years. I am working in this district for eight years, and never before have I seen as much of poppy as this year.

*Han Hsien.*—Last season's cultivation fully 50 per cent. more than last three years.

*Fengtu.*—Last season's cultivation less by half than that of previous season, and 30 per cent. less than season before that.

*Fuchou.*—Last season's cultivation six times as great as the previous one, and twice as much as the season before that.

*Chungchou.*—Last season's cultivation 50 per cent. less than previous one, and 20 per cent. less than season before that.

*Shih Chu T'ing.*—Cultivation 20 per cent. less than previous one, which was about equal to the preceding season.

*Nan Ch'uan.*—Crop six times as great as in 1908, and twice as much as in 1907.

*Pa Hsien.*—(Chungking). Crop twice as large as in 1908, and 10 to 20 per cent. above average.

*Kiangpei.*—Crop was one and one-third times as large as in 1908, and slightly above the average.

**Question 2.**—Was the crop adversely affected by atmospheric conditions, or was the acreage reduced by order of the officials?

*Replies.*

*Liangshan.*—The crop of 1908–9 was quite up to the average. I have not heard of any decrease of yield or acreage.

*Tung Hsiang.*—The atmospheric conditions were good. There were proclamations put out, but they did not affect the amount sown.

*K'ai Hsien.*—The crop this year was a very good one.

*Wan Hsien.*—The crop was adversely affected by atmospheric conditions.

*Fengtu.*—Same as Wan Hsien.

*Fuchou.*—Information in Chinese is not clear; apparently exertions of the officials accounted for the decrease in the 1908 crop, but subsequently their energy relaxed.

*Chungchou.*—Reduction due to official action.

*Shih Chu T'ing.*—Reduction in cultivation due to official action, but crop affected by bad weather.

*Nan Ch'uan.*—Reduction in 1908 crop due to official proclamation ordering gradual reduction in cultivation. Increase in 1909 crop due to a viceregal order requiring farmers to apply for a permit to cultivate; the farmers took advantage of this to extend the acreage under poppy.

*Pa Hsien.*—Increase due to changeable policy of officials. Decrease in the 1908 crop was caused by the institution of the "kuan kao tien" and the threatened anti-opium measures.

*Kiangpei.*—No answer.

**Question 3.**—What crops are suggested in substitution of the poppy?

*Replies.*

*Liangshan.*—The proclamations talk the usual platitudes of grow more wheat and pulse and less opium, but they are generally ridiculed. The culture of silk is now being tried as a possible substitute.

*Tung Hsiang.*—Last year and this year a good many mulberry trees have been planted to rear silk worms. The idea seems to be to prepare for the future if the officials become in earnest about prohibiting opium growing.

*K'ai Hsien.*—Nothing is suggested so far; some of the people are beginning to plant mulberry trees.

*Wan Hsien.*—Peas, beans, wheat.

*Fengtu.*—Pulse and cereals.

*Fuchou.*—Pulse, cereals, rape, and potatoes.

*Shih Chu T'ing.*—Wheat, cotton, mulberry, and tea.

*Nan Ch'uan.*—Pulse, cereals, and rape.

*Pa Hsien.*—Viceregal suggestion is American cereals; present winter crops, in addition to opium, are pulse and cereals.

*Kiangpei.*—Mulberry and tea.

**Question 4.**—(a.) What is the comparative value to the farmer of opium and wheat, beans or other cereals or crops with which it may be in contemplation to replace the poppy? (b.) What do you consider to be the prospects of such substitution?

*Replies.*

*Liangshan.*—(a.) The common percentage is as follows: "For every cash earned in wheat and beans, six are earned in opium." (b.) The people generally would be glad to revert to the old crops of wheat, cereals, and pulse, and if the prohibition of the poppy were enforced they would be really glad; but, left as it is now, one man will not give up the poppy as a crop simply because his neighbour profits by its culture. The difficulty would cease with a general and complete prohibition.

*Tung Hsiang.*—Informant has no knowledge.

*K'ai Hsien.*—(a.) The value of opium to the farmer compared with other crops is not a small one—perhaps, as much as three to one. (b.) The prospect on the whole will be a good one. The whole population will get benefited by it; as to the opium, only a few are getting rich.

*Wan Hsien.*—(a.) Opium is twice the value of other produce to the farmer.  
(b.) Prospects of substitution favourable.

*Fengtu.*—(a.) Profits on opium three to four times as great as on cereals, pulse, and rape.

*Fuchou.*—(a.) Profits on opium six times as great as on wheat, and six and a-half times as great as on pulse, millet, and Indian corn.

*Shih Chu T'ing.*—(a.) Profits on opium three times as great as on cereals, and three and a-half times greater than on maize.

*Nan Ch'uan.*—(a.) Profits on opium five times as great as on wheat, and seven times greater than rape and pulse.

*Pa Hsien.*—(a.) Profits on opium three times as great as on cereals and rape.

*Kiangpei.*—(a.) Profits on opium three to four times as great as on other crops, mulberry and tea excluded. (b.) Mulberry and tea will give almost as good a profit as opium.

Question 5. What has been done in the matter of closing opium dens ?

*Replies.*

*Liangshan.*—Opium dens have been effectively closed throughout the city and district. This has not reduced consumption.

*Tung Hsiang.*—I think it was in March when I was at Tung Hsiang for three days, all the opium dens were shut in the city and suburbs. I do not know whether this has been kept to. (My informant is not permanently stationed at Tung Hsiang, and was at Ch'u Hsien when I wrote to him.)

*K'au Hsien.*—A proclamation has been put out to close the dens, but they are still more or less selling it

*Wan Hsien.*—Officially the dens are closed, but privately much smoking is done. Probably the trade is reduced three-tenths. An immense amount of boiling is going on by private owners to enable them to keep dens open, and there is no sale for official anti-opium medicine.

*Fengtu.*—Information somewhat vague. Open dens in city reduced from fifty to ten, but there are also secret dens.

*Fuchou.*—In the suburbs of Fuchou there are nine opium dens near the five city gates. Although officials are said to have closed 300 odd dens in the district, there are about 140 to 150 secret dens.

*Chungchou.*—Opium dens closed in city and market towns, but there are a few secret dens.

*Shih Chu T'ing.*—There were during the year before last fifty and more opium dens in the city; present number is twenty-eight. In the market towns they have all been closed.

*Nan Ch'uan.*—There are four large opium dens in the city; in the suburbs there are no open dens, but many secret ones. Altogether, taking city, suburbs, and twenty-eight market towns, there are more than 180 dens.

*Pa Hsien.*—There were formerly 1,400 to 1,500 opium dens in the Pa Hsien district, reduced the year before last on the institution of the "kuan kao tien" to eighty in the city and one in each market town, of which there are 108. They were all closed on the 1st of the Chinese moon this year, but there are now more than 600 secret dens in the city.

*Kiangpei.*—There were formerly 300 odd opium dens, which were reduced for reasons above given under "Pa Hsien" to forty odd in the city and one or two in the forty-eight market towns, according to their size. This gave a total of 108 odd dens. They were all closed on the 1st of the 3rd moon this year; but there are still shops where opium is secretly sold and smoked, the total for city and market towns being over 100.

Question 6.—What is the general attitude of officials and people towards opium reform ?

*Replies.*

*Liangshan.*—The officials seem to do as the gentry advise. The gentry are as a class not serious in their endeavours to control the growth and sale of opium. The people, however, cry out for complete prohibition.

*Tung Hsiang.*—As you doubtless know, Tung Hsiang is perhaps the worst "hsien"

in Szechuan for opium growing. Of six fields I should say five grow opium. No one can borrow unless his fields are growing opium. In fact, most transactions are done in opium.

The people, although in conversation, &c., they all agree that the trade is indefensible and only ruins their "hsien," will do nothing unless forced to by the official. There is no public spirit about it. I cannot tell you the official's private attitude about it; he is certainly faced with a pretty tough job.

*K'ai Hsien.*—The general attitude is indifference.

*Wan Hsien.*—Indifference.

*Fengt'u.*—Proclamations issued, but officials have not exerted themselves, and people not favourable to opium reform.

*Fuchou.*—Officials and people indifferent.

*Chungchou.*—Present officials are exerting themselves, but the people are not serious.

*Shih Chu Ting.*—People desire eradication of opium, but they have no good medicines or houses. Frequent conferences between the ting and the gentry have led to the decision that the only effective means of stopping opium smoking is to entirely prohibit cultivation, but effect has not been given to this opinion.

*Nan Ch'uan.*—Official action during last three years has not been consistent. People have very little knowledge of the advantage to be gained by the eradication of opium, and it is very regrettable that the officials are not in earnest.

*Pa Hsien.*—Officials have made efforts to stop opium smoking, but country-people and others are against it, as opium is the most profitable source of income. The police have endeavoured to prevent secret smoking and boiling, but the people have obstructed, and on both sides action really taken has been largely on the surface and in nominal obedience to orders from Chengtu.

*Kiangpei.*—Officials have not been in earnest, and people are indifferent.

*Question 7.*—Are steps being taken to register opium smokers?

#### *Replies.*

*Liangshan.*—I have not heard of any such registration in Liangshan.

*Tung Hsiang.*—I believe steps are being taken—anyway, there was a lot of talk about it. (This informant, as I have before stated, was away from Tung Hsiang when he wrote.)

*K'ai Hsien.*—No steps are being taken at all.

*Wan Hsien.*—Just started, but people not registering, and magistrate not enforcing it.

*Fengt'u.*—Although smokers are supposed to have a licence, no effect has been given to this requirement.

*Fuchou.*—Registration ineffective. Great numbers have evaded it, and no licences have been issued. The people do as they please; they boil and smoke as much as they like.

*Chungchou.*—Enquiry ordered but not properly made, and no registration effected.

*Shih Chu Ting.*—Nothing done.

*Nan Ch'uan.*—Nothing done as yet.

*Pa Hsien.*—Although smokers are supposed to be licensed, and over 20,000 licences have been issued, the official opium in the "tsung kuan kao tien" finds no sale.

*Kiangpei.*—No real effort made to investigate number of smokers and issue licences.

*Question 8.*—Have any anti-opium societies been formed?

#### *Replies.*

*Liangshan.*—I have not heard of any.

*Tung Hsiang.*—None, as far as I know.

*K'ai Hsien.*—None.

*Wan Hsien.*—None.

*Fengt'u.*—None.

*Fuchou.*—None.

*Chungchou.*—A refuge in the city.

*Shih Chu Ting.*—A refuge in the city.

*Nan Ch'uan.*—An official refuge in the city was opened by the last magistrate, but the medicines are expensive and useless. Those in charge think only of their own gain and care nothing for prohibition of smoking.

*Pa Hsien.*—There is an official refuge in the city, the average number of persons in residence being about 100. Although a good many have been cured, the number of smokers is very great. Private anti-opium refuges number thirty to forty; their methods are mainly identical, but number of effective cures very few.

*Kiangpei.*—There is no official anti-opium refuge, but some people, seeking for personal gain, have started a few refuges. They have no good houses or medicines, and cures are therefore impossible. Any who have really wished to give up the habit, have gone to Chungking.

**Question 9.**—Have any "kuan tien" been established, and, if so, what is their procedure?

*Replies.*

*Liangshan.*—Offices have been established in every village for the purchase of raw opium. Theoretically these are the only people allowed to prepare opium for use; they also issue anti-opium pills (containing opium). The people in charge seem to be left largely to themselves as regards procedure.

*Tung Hsiang.*—No information.

*K'ai Hsien.*—A "kuan kao tien" has been opened, but only the signboard hangs outside, that is all. Nothing is done.

*Wan Hsien.*—There was one in each ward of the city—four in all, but all closed now.

*Fengtu.*—The city and each market town has a "kuan kao tien," and the maximum amount each opium den may purchase per diem is 4 oz.

*Fuchou.*—A "kuan kao tien" has been established in the city. Those in charge have taken advantage of their position to make profits on exchange, refusing to reckon the value of cash or sycee in accordance with local custom. Each market town has a "p'i fa tien," which is compelled to deposit 50 taels as security with the "kuan kao tien."

*Chungchou.*—A "kuan kao tien" established in the city.

*Shih Chu Ting.*—No "kuan kao tien" established

*Nan Ch'uan.*—A "kuan kao tien" has been established in the city, and its opening has done a great deal of harm, conveying the idea to the ignorant country people that its institution is a cunning device to divert profits from their own pockets into those of the officials.

*Pa Hsien.*—There is at present a "tsung kuan kao tien" in the city of Chungking. I shall refer at greater length to this establishment below.

*Kiangpei.*—A "tsung kuan kao tien" was opened in the city the year before last; its representatives in the market towns were the local headmen. The competition of the smuggled drug was too strong, and the present stock in the "tien" is 100,000 oz.

**Question 10.**—What taxes is it proposed to introduce to replace the revenue derived from opium and opium dens?

*Replies.*

*Liangshan.*—No new taxes have been suggested on land apart from that levied for railway construction, which is half as much as the original land tax. In addition to this, taxes have been levied on the paper industry, which has given rise to considerable friction. Salt has also been more heavily taxed at the source of supply.

*Tung Hsiang.*—No information.

*K'ai Hsien.*—I have not heard of any suggestions.

*Wan Hsien.*—No other taxation has been proposed as yet, but heavier tax on opium consumed has so far resulted in a large increase to the authorities.

*Fengtu.*—No arrangements made for substituting other taxes.

*Fuchou.*—Official idea is to increase *li-kan*, e.g., an addition of 4 cash per catty on salt. If taxation assessed as follows were imposed: i.e., 300 cash per "tso" of wine, 200 cash per "cha" of oil, with 3 to 4 cash per "tso" and "cha" for petty expenses and 500 cash per pig, and the whole were handed over to Government, it should be possible to make up the opium revenue.



*Chungchou.*—Possible substitutes for opium revenue are taxes on boats, houses, and land.

*Shih Chu T'ing.*—The country south of Shih Chu T'ing produces very good tea, and the Viceroy has ordered increased cultivation; the mulberry does well and can also be extended. Officials look to taxation on these two products to make up loss of opium revenue.

*Nan Ch'uan.*—Suggests taxation on wine, oil, pigs, paper, tea, iron, and coal as follows: 400 cash per "tso" of wine, 200 cash per "cha" of oil, with an allowance per "tso" and "cha" combined of 300 to 400 cash for petty expenses, 500 cash per pig, 48 cash per picul of paper, 750 cash per picul of tea, 10 cash per picul of iron, and 7 cash per picul of coal. An additional *h-kin* of 100 cash per head of cattle, 100 cash per pig, and 200 cash per head on water buffaloes might also be introduced, and the combined total derived from all the items mentioned should slightly exceed the opium revenue, provided the whole were handed over to Government.

*Pa Hsien Suggestions.*—Increased taxation on sugar, oil, and salt, and, if this should be insufficient, the addition of a house tax and a levy on prostitutes. For the people it is suggested that they should improve their methods of agriculture, and experiment with sericulture, forestry, and tea planting.

*Kiangpei.*—Suggest increase of land tax, and, if that should not be sufficient, addition to the taxation on oil, pigs, and salt.

*Remarks on the above.*

It is my intention to offer below some personal and general observations on the whole question of opium reform in this province; but it will be desirable, in the first instance, to invite attention to certain matters having special reference to the information of my correspondents above given. They are:—

*Area under Opium Cultivation.*—Opium is grown in all parts of Szechuan, but the most renowned districts are—

(a) The Hsu Ting (Suiting) Prefecture, which includes Tung Hsiang, T'ai ping, K'ai Hsien, and Wan Hsien.

(b) The Chungchou Sub-Prefecture, including Fengtu, Tien Chiang, and Liangshan.

(c) The Fuchou Sub-Prefecture.

(d) Yung Ch'uan Hsien.

(e) The Chien Chou Sub-Prefecture, which is not under the Ch'uan Tung taotai.

*The Hsu Ting Prefecture.*—In amplification of the information already given in regard to various places in this prefecture, I should mention that the informant to whom I am indebted for the particulars obtained as to Liangshan states in the body of his letter as follows:—

"In your postscript you also ask for information from Tung Hsiang and T'ai ping. I regret to say that my knowledge of these two districts is very superficial, having merely gathered in the course of conversation with the worker stationed in Tung Hsiang that little or nothing was being done to stop the sale or growth in these two 'hsiens.' This seems to be generally true of all the large opium-growing districts in this part of the province. K'ai Hsien and Tien Chiang, with whom we join borders, rank with the above two 'hsiens' in being the main sources of the opium supply. To say that little or nothing is being done to restrict the growth or sale of the drug is to repeat the common report of those who trade or journey in these parts, and not to give first-hand information arrived at by personal observation and enquiry."

Another correspondent from Hsu Ting, quoting from information supplied, mentions a very slight reduction in Ta Hsien, Tung Hsiang, Ch'ü Hsien, and T'ai ping, and a distinct reduction in Hsin Ning Hsien, Ta Chu Hsien, and Ch'eng K'ou T'ing, all of which places are in the prefecture. The information as regards Tung Hsiang, however, does not agree with the statement of the missionary gentlemen working in that district.

*Yung Ch'uan.*—Reports from various sources are to the effect that the poppy was very extensively grown in this district, and that there was a considerable increase over the previous year.

Considering only the places the particulars as to which form a preface to this report, it will be noted that in three of them alone is there any mention of a decrease, namely, Fengtung, Chungchou, and Shih Chu T'ing, the last having the same area under cultivation as in the season of 1907.

*Comparison of Estimated Profits on Opium and other Crops.*—The estimates of different informants vary, but a rough average makes the profits on opium three to four times as great as on pulse and cereals.

#### *Observations.*

I pass now to a general consideration of the opium question in Szechuan, and the remarks thereon will conveniently fall under the following heads.—

Measures for prevention of opium smoking.

Area under opium cultivation.

Taxation in substitution of opium revenue.

The position of the Szechuan farmers.

The effect of opium eradication on the economic conditions of Szechuan.

Difficulties and prospects.

*Measures for Prevention of Opium Smoking.*—The particulars with which this report opens do not encourage the hope that much has been done in Ch'uan Tung to exert a real check upon indulgence in the drug. Indeed, if Chungking may be taken as an example, I know of no better criticism on the steps taken than the Chinese aphorism, "Yu ming wu shih," i.e., the measures adopted have had effect in name, but not in fact.

Chungking has had its "tu hang," or raw opium depôt, under official control, a head official prepared opium store ("tsung kuan kao tien"), four branch stores ("fen kuan kao tien"), licensed opium dens, and "p'i fa tien." There remain at present the raw opium depôt and the head prepared opium store, and this is the net result: the smoker has been, and is, able to get all the opium he wants without application to any official institution, the city is honeycombed with secret dens, and the head prepared opium store has a large stock in hand of which it has been unable to dispose for some months. The doings of the deputy in charge of this store have been similar to those of his confrères at Chengtu. The drug was offered for sale at a prohibitive price, and was adulterated to such a degree that nobody would purchase. In the end an enquiry was held, and he was ordered at his own expense to reboil it, separating the good from the bad, and adding a sufficient quantity of the pure article to bring the whole amount of nearly 200,000 oz. up to standard. This he did; but the difficulties of the store were not then over: there were no branch stores or licensed dens or "p'i fa tien" to assist in the disposal of the rehabilitated stock; the police and headmen of the different wards of the city, whose services were sought, refused to have anything to do with it, and it has now been arranged that so-called reputable merchants, furnished with adequate guarantees, shall be allowed to purchase and sell it. As a Chinaman justly observed, this opens the way to various abuses, and any person charged with smoking can retort that he is consuming the official drug. It may be taken for granted that the authorities care naught so long as the stock can be sold and the accounts of the store be duly squared. It is reported that the offending deputy has been dismissed, and it is estimated that his speculative venture will have involved him in an outlay of several thousand taels. He remains, however, in Chungking, and is possibly being detained until the whole business is settled. It may here be explained that opium dens being, on paper, now non-existent, the necessity for "kuan kao tien" should cease; but it will be understood from what has just been said that the officials do not mean to be left with any surplus stocks.

*Area under Opium Cultivation.*—Basing my conclusions on the statistics with which this report opens and on information acquired in a general way, I have no doubt that the area under opium cultivation in Eastern Szechuan last season was much in excess of that during the preceding one, and was, I am disposed to think, up to the average of previous years. To do full justice to this part of the matter extended travel is necessary, but I can say this much from personal observation, namely, that in April last the poppy was growing in abundance along both banks of the Yang-tze the whole way from Chungchou to Chungking, passing by Shih Chu T'ing, Fengtu, and Fuchou, a distance by water of 540 h. Two ostensible causes may be assigned for this increase: firstly, the vacillating and changeable policy of the officials; and,

secondly, the threat of total prohibition this autumn. Though operating on the minds of the people in different ways, the effect was the same: the man who saw that his neighbour had not suffered by cultivation the previous season again took heart, while the threat of impending total prohibition acted as a stimulant to sow as much seed as possible and make hay while the sun still shone. In fact, the Chungking prefect is, popularly credited with having said that the people might grow as much as they liked last season as there would be no poppy allowed this.

*Taxation in Substitution of Opium Revenue.*—Two taxes have been introduced which are to take effect throughout the province. One is an increase of 3 cash per catty on salt and the other an addition of 200 cash on every pig slaughtered for food.

I have endeavoured to form an estimate of the revenue previously collected by the provincial authorities on salt, and of the extra amount likely to be obtained from the increased taxation now imposed. Mr. George Jamieson, in his report on the revenue and expenditure of the Chinese Empire, 1896, puts the total revenue accruing to the province from this commodity at 2,170,000 taels. He takes the total production at 400,000,000 catties, and reckons 1,600 cash to the tael. Substituting Sir Alexander Hosie's round figures of 500,000,000 catties for the 400,000,000 mentioned by Mr. Jamieson, and taking 1,500 cash to the tael—which is a better average rate for Szechuan at the present time—I estimate that the total annual revenue previous to the new increase was approximately 2,500,000 taels, and that the addition of 3 cash per catty will furnish a further sum of 1,000,000 taels, which is 100,000 taels in excess of 900,000 taels, the amount of native opium *li-kin* as reported to the Peking Government in the 28th year of Kuang Hsu.

The additional levy on pigs which became operative on the 1st of the 8th moon (13th September) was inaugurated by a viceregal proclamation, in which the people were given to understand that the proceeds were to be sent to the Board of Finance as the province's contribution towards the loss of revenue which will result to the board from the eradication of opium. The Viceroy in his proclamation estimates that the additional tax will not raise the cost of pork more than 1 to 2 cash a-lb. (catty). The future may bear testimony to his sagacity; but at the present moment the price of pork in Chungking is 112 cash per catty; it had not previously gone above 100. Two or three months only have elapsed since the former levy of 300 cash per pig was increased to 400, and the pork butchers have taken advantage of the new impost to run up prices as above described and to fix a minimum of 108 cash a catty. This, however, is somewhat of a digression, and, to return to the point at issue, pork and salt will provide the funds necessary to meet the demands at present made by Peking, it being presumed that the former acknowledged revenue of 900,000 taels from opium *li-kin* was held at the disposal of the Central Government. There remains the question of provincial requirements. The new salt levy will, as previously explained, apparently leave a small surplus of 100,000 taels. Salt being a Government monopoly its taxation is easily controlled, and it would appear that the idea of the present Viceroy is to obtain a tighter grip on the revenue derived from other sources and to some extent concentrate taxation. Thus, except in the small districts, fees on land transfers have been taken from the magistrates and are now collected by the inland revenue officers, who are appointed from Chengtu, and who have also been made responsible for the taxes on wine, oil, and pork. In principle, there is a good deal to be said for the Viceroy's scheme, as there is for his recent innovation of a fixed scale of salaries for district magistrates; in practice, there is good reason to doubt whether these measures will be equal to the strain put upon them, and one may look to see the old abuses, where not continued in whole or in part, give place to new. Generally speaking, too, it may be expected that the different localities will be largely left to shift for themselves, and that fresh taxes will spring up according to place and circumstance. Some districts report new levies on inns, coal, tea shops, and paper; at Chungking, however, the only increase which can to date be definitely ascribed to opium reform is—excluding, of course, salt and pork—the tax on tea shops of 10 cash per table per diem reported in my intelligence report for the June quarter.

*The Position of the Szechuan Farmers.*—The conditions of tenancy of agricultural land in the province of Szechuan are not, I believe, generally known. Briefly, the position is this: The land-owner when leasing to the tenant exacts an adequate deposit in cash as security; the summer crop of rice, less a percentage calculated in various ways, belongs to the land-owner; the winter crops are the tenant's own, and they with the percentage on the summer crop, which I have heard stated may be taken at a rough average of 25 per cent., are supposed to recoup the tenant for his labour and furnish a proper rate of interest on his deposit money. It will, of course, be

understood that this is a mere outline of the system, and does not embrace the numerous modifications of which every Chinese arrangement of the kind is capable. The winter crops, then, being the tenant's, it follows *per se* that the opium crop falls to him and not to the land-owner. I have already shown that a rough average assesses the profits on the poppy cultivation at three to four times the amount of those on pulse and cereals. I think that this fact should be borne well in mind when we are told, generally by missionaries, that the people in the province are in favour of opium reform. Such a state of mind does not accord with the character of the Chinese. It is, in fact, quite evident that the entire prohibition of opium cultivation is a very serious matter for large numbers of Szechuanese farmers; it deprives them of their most profitable crop without making provision for an equally valuable substitute. It is easy to talk of sericulture, tea-planting, and cotton; but time, knowledge, suitable physical conditions and capital are needed to make these industries pay. What is possible in one place is not suited to another, and for the most part I understand that, should the poppy not be allowed, its place in Ch'uan Tung can, in the immediate future, only be taken by the usual winter crops of pulse, cereals, and rape. It will be said that the prices of these foodstuffs will thereby be reduced. So they will, but the cheaper they become the smaller the margin of profit affecting both land-owner and tenant—the former indirectly; and it must be remembered that in average years Szechuan already produces enough to feed its large population.

*The Effect of Opium Reform on the Economic Conditions of Szechuan*—To put the matter tersely, opium prohibition involves Szechuan in a commercial and fiscal revolution. New sources of revenue have to be found, and I have shown under the preceding heading that the farmer will be a keen sufferer, intimating that the land-owner will be called upon to share in the tenant's loss. I have, in fact, already heard of local meetings between landlords and tenants, the stand taken by the latter being that they cannot lease on the old terms if deprived of the benefits of poppy cultivation. Farmers and land-owners, however, do not stand alone. Opium, as before stated, is the province's most valuable developed asset, and to Szechuan opium is money, for the whole trade of the province with the outer world is practically an exchange in kind in the hands of the merchant capitalists who (*vide* Chungking Trade Report for 1903) control the import of yarn and export of opium and silk. Thus it may be anticipated that the abolition of opium will induce a decline in the import of Indian yarn; while it is evident that the poorer the people the smaller their taxable capacity.

*Difficulties and Prospects.*—The difficulties in the way of opium reform in Szechuan have been mostly indicated when considering the preventive smoking measures, the position of the farmer, the question of taxation, and the effect which total prohibition will have on commercial and fiscal arrangements generally. Hence the existence of secret opium dens and other conditions entirely at variance with official proclamations and protestations. As things now stand, proclamations and regulations are of little solid account. The important point is whether the total prohibition of cultivation is, at the present time, a practicable possibility. There is room for very considerable doubt, and it is the irony of fate that complete suppression will fall most heavily on the three distant provinces of Szechuan, Kweichow, and Yunnan. The communications in all are bad and difficult, and the two latter are in their present undeveloped state poor provinces, each receiving a large annual contribution from Szechuan.

Following in the footsteps of Hsi Liang, the last Viceroy of Yunnan, the Viceroy of Szechuan has sent forth a fiat ordering that no poppy shall be planted this autumn in the province under his jurisdiction. A viceregal proclamation, dated the 4th August, and posted in Chungking, threatens that the poppy will be trampled down, and that land-owner, tenant, and headman will all be fined and punished. It does not, however, carry a threat of confiscation of the land as does a proclamation recently issued by the Pa Hsien, which also asserts that guarantees have been furnished by the headmen of the various localities undertaking to prevent cultivation. Time alone will show to what extent these commands have been obeyed; but it may be mentioned that the Pa Hsien is shortly to vacate his post, and it is not of good augury that in Ch'uan Tung the progress made towards the restriction of cultivation the season before last was sacrificed in 1909, and that no effective steps have been taken to check indulgence in the drug.

A somewhat more hopeful story is told by Mr. Smith's correspondence in his  
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thirteenth opium report, and a considerable improvement is noted at Shih Ch'uan, Ngan Hsien, Paoning, Kuan Hsien, Tzu Chou, and Mien Chu. All these places, however, are in the silk district, while Tzu Chou has sugar and Kuan Hsien medicines. More important, perhaps, still is the fact that, with the exception of Paoning, they are all in the circuit of the Ch'eng-Mien-Lung-Mao taotai, which office is now associated with the taotanship of industries, the incumbent being resident at Ch'engt'u under the eye of the Viceroy. I am told also that none of these districts are considered to be large opium-producing centres, and the same is said of Suifu, Luchow, and Fushun. The two former report a largely reduced area under cultivation, and Fushun no poppy at all. It may be here permitted to allude to one of these anomalies which ever beset the path of enquiry into things Chinese, namely, that at Suifu, which is at the junction of the land and water route to and from Kweichow and Yunnan, most of the opium consumed comes from the former provinces. In fact, in Szechuan generally the well-to-do classes prefer the Yunnan drug, which, though more expensive, is superior in quality to the local article.

A factor which cannot be neglected in considering the difficulties in the way of the opium reform movement in Szechuan is the will of the people. Mr. Phillips in his report on the subject for November and December last, instances the case of Yung Ch'uan Hsien, where a newly arrived magistrate showed himself over-zealous, and had to be removed to appease the populace. The Chinese up to a certain point, and within somewhat extended limits, are a patient race; but the degree to which they will tolerate the increased taxation rendered necessary by opium and other reforms is a cause of some anxiety. Leaving aside the addition of 3 cash a catty on salt, three new taxes have been introduced at Chungking since my arrival in April last. The first, a tax on pigs of 100 cash per head, was imposed for the benefit of the self-government assembly; the second, a charge on tea-shops of 10 cash per table per diem, was necessitated by the loss of revenue attendant upon the closing of the opium dens, and is levied for the purpose of the new police force; the third is the further levy of 200 cash on pigs for remittance to the Board of Finance. A fourth impost is in form somewhat similar to a graduated income tax, the proceeds to go to the self-government assembly. What do the people get in return for these imposts? Opium, their most valuable crop, is threatened with extinction, and for the rest, allowing that something has been done for the beggars, vagabonds, and needy poor, and in the matter of street-lighting, the city of Chungking is as dirty and malodorous as it was five years ago, while the new police have sadly degenerated.

The question as to what is to take the place of opium has already received some attention, and the ideas of various correspondents have been stated. Silk is the staple industry of Szechuan, and that it is capable of expansion would seem to be beyond doubt. Sir Alexander Hosie, in his report on the province ("China," No. 5, 1904), which was written before the question of opium suppression had arisen, expressed the opinion that "the present number of trees could be quadrupled without injury to the usual crops, and the silk production correspondingly increased." In another place, speaking of the methods of reeling, he says: "It seems to me that foreign reeling plant might be introduced into the province with advantage to home engineering establishments and the natives engaged in the silk industry." The Chinese authorities would appear not to be in ignorance of the possibility of further development, and some steps have been taken, in the shape of schools, for instructing the uncultured in the methods of sericulture. Private enterprise, too, has not been wanting. It would, however, be unwise to be optimistic. The radical change in the commercial and fiscal conditions of Szechuan which I have shown will result from the abolition of opium is a serious matter, and capitalists and markets are not found in a day. In so far as Ch'uan Tung is concerned, there is, as has been previously stated, every reason to think that, should the poppy not be allowed, its place in the near future must mainly be taken by the customary winter crops of pulse, cereals, and rape.

In the light of all that has been said, it will be easy to realise that the task which the Chinese authorities have set themselves to perform in Szechuan is one of exceeding difficulty. We know that the order has been given that no poppy shall be planted this autumn, and can only wait upon events. Personally I do not consider that total prohibition is possible, and the opinion of a Chinaman who has given some thought to the matter is that the cause of opium reform in this province rests very largely on the adequacy or otherwise of the measures now taken. He holds that total prohibition of cultivation is the only effective measure, and that, if the area under poppy is reduced 70 or 80 per cent. during the coming winter, and if there is

no relaxation thereafter, success will be attained, but that if there is to be further vacillation and laxity on the part of the officials failure will threaten.

In conclusion I may state that, the report of impending total prohibition having reached the south, orders were recently received from Kuangtung, Kuangsi, and elsewhere for supplies of opium to the value of 700,000 taels or more.

H E. SLY.

*Chungking, September 18, 1909.*

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CHINA. No. 3 (1909).

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DESPATCHES from His Majesty's Minister at  
Peking, forwarding Reports respecting the  
Opium Question in China

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[In continuation of "China No. 1 (1909)."]

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*Presented to both Houses of Parliament by Com-  
mand of His Majesty. December 1909.*

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LONDON:  
PRINTED BY HARRISON AND SONS

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**MEMORANDUM**

**ON**

**OPIUM.**

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**29th March 1921.**

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## MEMORANDUM ON OPIUM.

### PART I

#### SECTION I.—Opium in India prior to 1893.

The cultivation of the poppy for the production of opium originated in Asia Minor in the third or fourth century B.C. Opium and its uses were well known to the Greeks in the first century A.D., and a knowledge of the drug was probably communicated by them to the Arabs, who introduced it into China and India. By the beginning of the 16th century the importation of Indian opium into China had become fully established, and the manufacture of opium in India had grown into an industry.

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A monopoly of the purchase of opium from the cultivators grew up in Bihar under the Mughal Empire, though cultivation in other parts of India was apparently unrestricted, and the trade to China was controlled by the Portuguese in their day. The Empire lost hold of the monopoly during the anarchy of the 18th century, but it was carried on in practice by a "ring" of Patna merchants. When the East India Company assumed responsibility for the collection of the Bengal and Bihar revenues in 1765, its servants appropriated the monopoly for their own private benefit. The prevailing corruption continued, and disturbances ensued, so that, when Warren Hastings was appointed Governor-General in 1773, and given power to organise a proper system of government, he found himself compelled, in pursuance of his policy of depriving the Company's servants of the right of private trade, to assume control of the opium monopoly. The Directors themselves favoured free trade, and this "despotic interference" formed one of the counts of the subsequent indictment of Hastings.

R R C., Vol 6,  
pp 7 and 122  
Vol 7, p 7

At first the right to manufacture opium was farmed out on the contract system, but the resultant oppression of the cultivators led to the breakdown of the system, and in 1797 Government assumed the monopoly of manufacture. (It had been decided in 1775 that opium receipts should be credited to revenue and not commerce, thus benefiting the people of India and not the Company.) This measure, which included restriction and prohibition of cultivation except under licence, and extended to nearly all Northern India as it came into our grasp, resulted in smuggling and clandestine production for local use, and attention was thus directed for the first time to the demand for opium in India itself, which it was found impossible to suppress. Accordingly there was passed in 1813 the first Bengal Regulation regarding consumption in India, the Government enunciating their policy of restricting the habit of opium eating by obtaining the maximum revenue from the minimum consumption, and declaring that they were desirous of countenancing only to the narrowest extent possible a habit which they found themselves unable to eradicate. This policy has never been lost sight of.

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45  
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The Government monopoly was, and is, confined to opium produced in British territory. Opium has been produced continuously for many centuries in some of the Native States, notably Rajputana, Baroda, and the Central Indian or Malwa States. The bulk of this opium, which acquired the generic title of "Malwa," was exported to China, and attention was directed to it as the result of the control of opium in British territory, and the evidence of previous competition afforded by the rise in the price of the Bengal drug after 1801, when the native producing districts were exhausted by the Maratha civil wars. After several fruitless attempts at suppression, the Government decided in 1830 to recognise the Malwa trade, and to allow the direct passage of Malwa opium to Bombay for export by sea on payment of a pass duty. This pass duty, which varied with the price obtained for "Bengal" or Government opium, existed until the termination of the Malwa export trade in 1914, when the China trade was stopped, and was based on the principle of taking the highest duty that the trade could bear.

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The recognition of the Malwa trade led to a change of policy towards the monopoly trade. The plan prior to 1830 had been to produce a limited quantity of high grade opium and sell it at a high price, as much as Rs 2,000 per chest being obtained from 1801-18, and when in 1820-21 a monopoly of Malwa was secured, the price rose to Rs. 4,000 a chest. This monopoly broke down, as did a similar attempt in 1824-26, and it became clear that it was not possible to control the Malwa trade in this manner, and that, as the transit duty could then only be put at a low figure, the coast not being in our hands and smuggling being easy, Malwa would drive Bengal opium out of the market. It was therefore decided to increase the Bengal supply and reduce the price, though the general policy of restriction was not abandoned, and was applied by degrees to Assam, Madras, Mysore and Cuch Behar as we acquired them, and by agreement with the Bombay Native States and Hyderabad. Special arrangements were made with Baroda, and export from the Punjab was prohibited, though in that case local cultivation was allowed, together with the right to import from Afghanistan and Rajputana.

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Vol 6, p 124  
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Vol 6, p 123  
Vol 7, p 13

Vol 2, pp 354-70  
Vol 7, p 15  
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A steady rise now set in in the export figures, which soon doubled and quadrupled. The rise went on, stimulated by the abolition of the Company's monopoly of the general China trade in 1835 and unchecked by the China war of 1840, and only abated in 1854-55 owing to the great increase in cultivation in China. The early statistics are of little value, and cannot possibly show the whole Indian export till 1813, when Sindh was acquired and the last outlet closed against surreptitious Malwa opium. That year's figures showed a total export of 34,000 chests, equally divided between Government and Malwa opium, and by the period 1852-55 the average annual export had risen to 47,000 chests of Bengal and 26,000 chests of Malwa. From that point there was little change, partly owing to Chinese cultivation, partly to the discouraging tendency of the transit duty on Malwa, partly to the restriction of cultivation by the Government, and partly to the slowness with which the price given to the cultivator was raised, so that opium began to possess fewer and fewer attractions compared with other crops, which rose rapidly in value during the 19th century. As will be seen from the tables at the end of Section III., the Government are now hard put to it to raise sufficient opium for their minimum requirements. Since the establishment of the monopoly proposals for its abolition have been advanced on four occasions, in 1858-60, 1864, 1869 and 1881, the suggestion being that the Bengal trade should be decontrolled and conducted on the lines of the Malwa trade. Instant extinction, either of the trade itself or of the Government's interest in it, was regarded as out of the question, and the result of the proposal, as the profit on each chest of Bengal opium was Rs. 800 and on each chest of Malwa Rs. 483 only, would have at that time spelt financial disaster. The opium revenue was, until very recent years, the third largest item on the credit side of the Indian Budget. The question of decontrol was raised in 1881 by the Secretary of State, and the Government of India replied in a Despatch dated the 19th December of that year, justifying the monopoly as it then existed, but stating that they were sensible to the objections of raising revenue on opium.

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The monopoly has changed little in form since its inception, and has been accompanied by a policy that has aimed at restricting cultivation by agreement with Native States, maintaining a steady revenue by increasing cultivation when prices rise and diminishing it as they fall, but at all times maintaining a uniformly high price, and as far as possible assimilating the arrangements for local consumption in Native States to those obtaining in British India, the motto being the maximum revenue from the minimum consumption. The cost price of Bengal opium, compared with the price at which it is issued for consumption, is shown in the table at the end of Section III. below. This, together with the table of acreage under poppy, forms striking testimony to the Government's policy of restriction. Not only has consumption actually decreased on an increasing population, but that decreased consumption has been made to produce an increase in revenue.

In 1787 the average price realised for each chest was Rs 470. It remained over Rs. 500, but only once rose above Rs. 600 up to 1794, when it fell for two successive years to about Rs. 250. It then recovered sharply to Rs. 750 in 1798, to nearly Rs. 1,400 between 1801-03, touched Rs. 1,950 the next year, and varied between Rs. 1,000 and Rs 2,000 till 1813, when there started a period of prices above Rs. 2,000. In 1820, as a result of the control of the Malwa trade, an average price of Rs. 4,283 was realised. Between 1823 and 1847 average prices fluctuated a good deal, between a minimum of Rs. 548 and a maximum of Rs. 1,990. For the next

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10 years the price hovered in the neighbourhood of Rs. 1,000 a chest, but after 1857 during only one year (1864-65) did it fall below Rs 1,000. In the year 1860-61 Rs. 1,921 was the average price realised. It fell to figures about Rs. 1,500 for the next two years, and thence till the beginning of the present century wavered roughly between Rs. 1,100 and Rs. 1,300. For the first nine years of the 20th century prices ranged about Rs 1,400, and went to over Rs. 1,600 in 1909-10. From that date China events, and later the war, affected prices in the manner shown in the following statement:—

1909-10, Rs 1,612, 1910-11, Rs 2,891; 1911-12, Rs. 2,790; 1912-13, Rs. 2,784, 1913-14, Rs 2,116, 1914-15, Rs 1,591, 1915-16, Rs. 1,777, 1916-17, Rs. 2,660, 1917-18, Rs. 3,252; 1918-19, Rs. 3,456, 1919-20, Rs 4,874. In February 1920 the price realised was Rs 6,637

Up to the year 1797-98 the annual gross proceeds of the auction sales averaged about 110,000L. In 1798-99 the figure was about 200,000L, and during the next 20 years it rose to 660,000L. During the two years 1820-22 the annual sale proceeds stood at 1,300,000L, and from that date to 1843 at an average of about 900,000L. After 1843 the revenue expanded considerably, remaining above 2,000,000L from 1849-50, and above 4,000,000L during the period 1865 to 1880. For the next two years it rose to 5,000,000L, but from that time to 1909-10 it stood generally at somewhere about 4,000,000L. In the year 1910-11 it reached the record figure of 7,200,000L. The figures for the period since 1870 are given in the Appendix to this section

### APPENDIX

Quantity (chests) of Bengal Opium made, Charges thereof, net and average Cost per Chest of Provision Opium, and average Weight to each Chest, from 1870-71 to 1918-19\*

No 17 in Statistics of British India

Year	QUANTITY MANUFACTURED				Price per Seer paid to Cultivator	Payments to Cultivators for raw Opium	Manufacturing and Agency Charges	Total Charges of all kinds	Net Cost of the total output of Opium per Provision Chest			
	Provision	Excise		Total output in Provision Chests					Rs	Rs	Rs	Rs
		Actual	Equivalent in Provision (chests)									
1870-71	40,981½	2,981½	3,100½	44,174½	4 8 0	1,38,13,420	14,17,160	1,52,30,580	360	375		
1875-70	68,051	3,697½	3,964½	72,014½	5 0 0	2,57,63,400	11,03,480	2,68,66,880	390	410		
1880-81	49,732	3,856½	4,111	53,843	5 0 0	1,80,49,480	21,02,080	2,01,58,560	370	385		
					4 8 0							
1885-86	64,500	3,563½	6,165	70,665	5 0 0	2,33,00,000	26,57,760	2,69,57,760	400	419		
1890-91	44,522	5,785	6,241	50,703	5 0 0	1,66,01,770	19,32,450	1,85,34,220	390	427		
1895-96	45,041	4,366	4,649	49,691	6 0 0	2,09,41,570	19,86,110	2,29,27,680	460	505		
1900-01	44,157	4,157½	4,517	48,674	6 0 0	2,13,65,970	21,68,692	2,35,34,668	480	505½		
1905-06	48,750	5,635	6,135	54,905	6 0 0	4,08,32,237	25,50,636	4,33,82,873	605	510		
1906-07	38,129	6,203	6,895	45,021	6 0 0	2,71,61,405	25,92,477	2,97,53,882	661	338		
1907-08	40,001	11,229	12,089	52,090	6 0 0	2,45,70,618	22,37,767	2,68,08,385	515	503		
1908-09	28,125	5,770	6,171	34,296	6 0 0	1,81,15,259	19,10,754	2,00,26,013	384	525		
1909-10	29,000	7,172	7,083	36,083	6 0 0	1,62,30,803	24,54,853	1,86,94,656	609	515		
1910-11	15,000	8,611	9,323	24,323	6 0 0	1,07,31,048	20,44,721	1,28,27,769	525	542		
1911-12	14,000	9,126	10,188	24,188	6 0 0	75,53,464	15,77,400	91,30,864	378	519		
1912-13	7,000	9,947	11,105	18,105	6 0 0	64,35,156	12,85,350	78,84,543	435	545		
1913-14	12,000	8,307	9,274	21,274	7 8 0	72,87,735	12,85,353	85,73,093	403	615		
1914-15	10,000	8,943	9,984	19,984	7 8 0	84,87,924	14,44,892	99,32,816	487	632		
1915-16	12,000	8,391	9,368	21,368	7 8 0	81,00,225	15,78,310	96,78,535	453	627		
1916-17	12,000	8,732	9,749	21,749	9 0 0	1,15,64,658	19,25,721	1,34,90,389	620	733		
1917-18	14,499	8,567	9,364	24,063	9 0 0	1,16,06,249	21,24,800	1,37,34,145	571	746		
1918-19	12,500	8,512	9,602	22,002	9 0 0	98,43,484	21,56,080	1,19,99,564	545	†		

\* The figures relate to the year September to August up to 1900-01 and to the factory year (November to October) thereafter

† Figures for the years previous to 1900 represent the average cost per chest of provision opium sold during the year, and those from 1900 the average cost per chest of provision opium manufactured during the year

‡ Figure not available now

**Quantity (chests) of Bengal (Patna and Benares) Opium sold, Proceeds of Sales, and Average Annual Price, from 1870-71 to 1918-19.**

**No. 14 in Statistics of British India.**

Year	NUMBER OF CHESTS SOLD			PROCEEDS OF SALE (RUPEES)			AVERAGE PRICE (RUPEES)		
	Patna	Benares	Total	Patna	Benares	Total	Patna	Benares	Both kinds.
1870-71	27,365	21,665	49,030	3,14,16,140	2,35,72,740	5,49,88,880	1,145	1,092	1,121
1875-76	26,055	19,455	45,510	3,84,44,550	2,38,62,430	6,23,07,080	1,284	1,227	1,259
1880-81	28,200	28,200	56,400	3,91,05,800	3,77,29,720	7,68,35,580	1,387	1,338	1,363
1885-86	25,050	25,944	50,994	3,15,06,250	3,14,53,690	6,29,60,140	1,257	1,212	1,234½
1890-91	27,000	30,000	57,000	2,83,24,470	3,08,04,390	5,91,28,860	1,040	1,028½	1,037½
1895-96	18,465	19,230	37,695	2,58,45,420	2,65,58,070	5,24,03,490	1,399	1,381½	1,390½
1900-01	21,300	24,000	45,300	2,90,29,760	3,26,08,980	6,16,38,740	1,362½	1,392	1,360½
1905-06	24,600	24,600	49,200	3,59,69,928	3,45,88,682	7,05,58,610	1,462½	1,405½	1,434½
1906-07	26,400	26,400	52,800	3,79,79,270	3,54,54,306	7,34,33,576	1,438½	1,342½	1,390½
1907-08	24,450	24,450	48,900	3,34,37,750	3,25,94,075	6,60,31,825	1,367½	1,331½	1,350½
1908-09	22,950	22,950	45,900	3,29,12,368	3,06,04,282	6,35,16,650	1,432½	1,332½	1,383½
1909-10	21,150	21,150	42,300	3,39,54,850	3,42,37,530	6,81,92,380	1,605½	1,618½	1,612½
1910-11	18,930	18,930	37,860	5,44,88,565	5,41,07,593	10,86,00,115	2,821½	2,801½	2,801½
1911-12	12,770	13,590	26,360	3,71,98,470	3,62,73,805	7,34,72,275	2,912½	2,675½	2,793½
1912-13	6,970	10,920	17,890	2,33,27,800	2,64,77,435	4,98,05,235	3,346½	2,434½	2,741½
1913-14	1,500	7,570	9,070 (a)	82,44,119	1,59,19,058	1,91,92,177	2,168	2,107	2,118
1914-15	1,281	10,317	11,598 (b)	20,28,518	1,64,28,774	1,84,57,292	1,583	1,592	1,591
1915-16	128	12,532	12,660 (c)	2,12,290	2,22,90,935	2,25,03,225	1,658	1,770	1,777
1916-17	—	13,844	13,844 (d)	—	3,68,31,640	3,68,31,640	—	2,690	2,690
1917-18	—	12,538	12,538 (e)	—	3,20,37,150	3,20,37,150	—	2,555	2,555
1918-19	—	13,789	13,788 (f)	—	3,68,14,820	3,68,14,820	—	2,674	2,674

Note.—The term "Patna opium" refers to the opium which was formerly manufactured at the factory at Patna under the supervision of the Bihar Opium Agent, and the term "Benares opium" refers to opium manufactured at the factory at Ghazipur under the supervision of the Benares Opium Agent. The Patna factory was closed on the 31st December 1911.

- (a) Inclusive of 70 chests sold to the Hong Kong Government  
 (b) Inclusive of 350 chests sold to the Hong Kong Government and 600 chests to the Straits Government  
 (c) Inclusive of 90 chests sold to the Hong Kong Government and 2,550 chests to the Straits Government  
 (d) Inclusive of 4,115 chests sold to the Hong Kong and Straits Governments and 600 chests to the Government of Netherlands Indies  
 (e) Includes 405 chests for the Government of Hong Kong, 4,789 chests for the Government of Straits Settlements, 850 chests for the Government of Siam, 2,200 chests for the Government of Netherlands Indies, 30 chests for the Government of British North Borneo  
 (f) Includes 4,139 chests for the Government of Straits Settlements, 450 chests for the Government of Hong Kong, 1,750 chests for the Government of Siam, 130 chests for the Government of British North Borneo, 2,200 chests for the Government of Netherlands Indies

**Total Amount and Rate of Duty (in rupees) on Malwa Opium weighed at the Scales in the Central India Agency, and at Ahmadabad and Ajmer, from 1870-71 to 1913-14 †**

**No. 19 in Statistics of British India.**

Year	Central India Agency	Ahmadabad	Ajmer	Total	Rate of Duty per Chest	
					CI and Ahmadabad	Ajmer
1870-71	2,25,64,800	11,38,800	—	2,37,03,600	600	—
1875-76	2,32,51,800	18,30,600	—	2,50,82,400	600	—
1880-81	2,56,54,300	700	4,02,380	2,60,57,380	700	725
1885-86	2,53,28,550	—	—	2,53,28,550	650	675
1890-91	1,83,42,300	32,500	—	1,83,74,800	650	675
1895-96	1,71,46,030	81,250	—	1,72,27,280	600	625
1900-01	1,30,03,500	—	—	1,30,03,500	500	525
1903-04	1,33,63,750	—	—	1,33,63,750	500	525
1904-05	1,15,66,075	6,18,475	—	1,21,84,550	500	525
1905-06	87,59,100	2,39,700	—	95,98,800	600	625
1906-07	78,76,200	13,44,000	—	92,20,200	600	625
1907-08	1,01,09,400	9,00,000	—	1,10,09,400	600	625
1908-09	2,01,41,400	5,10,000	—	2,06,51,400	600	625
1909-10	79,11,600	4,23,600	—	83,35,200	600	625
1910-11	7,20,300	1,20,600	—	8,40,900	600	625
1911-12	63,14,000	84,000	—	63,98,000	800	825
1912-13	1,19,61,600	11,01,000	—	1,30,62,600	1,200*	1,225*
1913-14†	31,74,000	—	—	31,74,000	1,200*	1,225*

\* In addition to the bid for the right to export opium

† The Malwa opium trade terminated in January 1914

Prices (per chest) of Bengal and Malwa Opium in Calcutta and Bombay, and Hong Kong and Shanghai, and the Rates of Exchange at Hong Kong and Shanghai on India, from 1870 to 1918.

No. 20 in Statistics of British India.

Year	PRICES IN INDIA (RUPEES)					PRICES IN CHINA														Year
	IN CALCUTTA					AT HONG KONG						AT SHANGHAI						Exchange on India		
	At Government Sales		In Market			In Dollars			In Rupees			In Taels			In Rupees			Hong Kong, Rupees per 100 \$	Shanghai, Rupees per 100 Taels	
	Patna	Benares	Patna	Benares	Malwa	Patna	Benares	Malwa	Patna	Benares	Malwa	Patna	Benares	Malwa	Patna	Benares	Malwa			
1870	1,174	1,075	1,136	1,080	1,438	535	509	642	1,216	1,154	1,457	405	387	495	1,233	1,208	1,506	227	305	1870
1875	1,269	1,212	1,270	1,219	1,268	593	571	572	1,320	1,270	1,272	432	420	432	1,322	1,284	1,322	223	306	1875
1880	1,301	1,301	1,307	1,296	1,752	625	590	751	1,406	1,329	1,712	430	447	569	1,411	1,342	1,750	225	308	1880
1885	1,281	1,331	1,278	1,232	1,193	588	561	546	1,318	1,256	1,201	434	421	403	1,327	1,284	1,234	224	306	1885
1890	1,302	1,347	1,359	1,048	1,173	490	485	524	1,085	1,074	1,168	376	374	387	1,089	1,081	1,184	224	306	1890
1895	1,429	1,400	1,422	1,390	1,797	766	750	711	1,465	1,438	1,361	563	552	533	1,490	1,460	1,469	191	264	1895
1900	1,373	1,367	1,364	1,360	1,319	985	986	925	1,490	1,445	1,390	688	672	704	1,444	1,411	1,478	150	209	1900
1905	1,530	1,467	1,530	1,469	1,732	1,090	1,044	1,187	1,575	1,506	1,715	—	—	—	—	—	—	144	202	1905
1906	1,416	1,425	1,415	1,319	1,542	904	870	987	1,446	1,360	1,579	—	—	—	—	—	—	159	216	1906
1907	1,394	1,345	1,341	1,344	1,366	903	870	870	1,431	1,381	1,385	—	—	—	—	—	—	158	—	1907
1908	1,133	1,342	1,443	1,362	1,297	1,113	1,048	1,068	1,509	1,421	1,440	—	—	—	—	—	—	185	—	1908
1909	1,391	1,386	1,401	1,399	1,124	1,127	1,123	1,263	1,487	1,484	1,695	—	—	—	—	—	—	191	—	1909
1910	2,683	2,663	2,730	2,716	2,160	2,106	2,123	2,290	2,788	2,805	3,025	—	—	—	—	—	—	132	—	1910
1911	a b	2,400 2,743 2,619	3,825	3,731	3,713	2,947	2,972	2,990	3,979	4,112	4,049	—	—	2,371	—	—	4,281	135	180	1911
1912	a b	3,489 2,537 2,675	3,616	3,614	4,283	3,663	3,605	3,191	5,421	5,395	4,741	—	—	2,550	—	—	5,184	148	203	1912
1913	a b	2,405 2,374	2,360	2,322	4,664	4,210	—	5,170	6,231	—	3,487	—	—	3,010	—	—	6,036	147	203	1913
1914	a b	1,620 1,612	1,585 1,592	1,640	1,616	—	3,868	—	12,149	—	—	—	—	—	—	—	—	187	—	1914
1915	a b	1,658 2,000	1,659	1,657	—	—	9,215	—	12,532	—	—	—	—	—	—	—	—	136	—	1915
1916	a b	— 2,000	4,106	4,676	—	—	9,085	—	14,263	—	—	—	—	—	—	—	—	157	—	1916
1917	a b	— 3,257 2,155	3,137	3,214	—	—	9,000	8,500	16,200	15,300	—	—	—	—	—	—	—	180	—	1917
1918	a b	— 3,320 2,238	3,240	3,330	—	—	9,000	8,500	18,630	17,595	—	—	—	—	—	—	—	207	—	1918

(a) Auction sale

(b) Private sale

**Area of Cultivation, Total Production, and Production per Bigha of Bengal Opium**  
No. 16 in Statistics

Year	NUMBER OF SUB-DIVISIONS OPIMUM AGENCIES			AREA OF CULTIVATION (deducting failures)						QUANTITY (IN MDS) OF OPIMUM PRODUCED		
	Patna	Benares	Total	Patna		Benares		Total		Patna	Benares	Total
				Bighas	Acres	Bighas	Acres	Bighas	Acres			
1870-71	12	11	23	487,550	804,719	337,812	211,132	823,362	815,851	43,783	30,976	76,739
1875-76	12	9	21	470,928	294,329	378,241	236,401	840,167	540,790	68,704	60,118	128,817
1880-81	11	12	23	434,786	271,741	423,265	261,541	978,051	536,282	49,292	45,506	94,798
1885-86	11	15	26	463,514	283,446	498,361	311,475	951,875	594,921	59,806	61,684	121,500
1890-91	11	16	27	407,960	254,975	394,791	246,744	802,751	501,719	38,726	44,373	83,099
1895-96	11	16	27	378,694	236,684	472,940	276,584	851,684	532,272	35,107	32,174	67,281
1900-01	11	20	31	352,040	220,400	618,019	386,262	970,659	606,662	25,103	63,956	89,119
1905-06	11	19	30	327,640	204,775	654,753	409,221	982,394	613,996	26,501	80,067	107,228
1906-07	11	19	30	288,379	177,112	619,957	337,473	908,336	564,585	21,408	71,746	93,154
1907-08	8	17	25	201,960	126,237	579,698	362,311	781,678	488,548	17,018	54,327	71,340
1908-09	8	17	25	165,720	103,676	413,212	253,257	678,932	361,832	16,239	46,564	61,803
1909-10	6	14	20	164,868	103,089	402,300	251,536	567,323	354,577	16,363	51,304	67,667
1910-11	4	14	18	157,309	99,818	423,291	244,550	580,690	369,868	11,901	38,025	44,926
1911-12	—	14	14	—	—	321,274	200,672	827,074	500,672	—	31,479	31,479
1912-13	—	15	15	—	—	285,220	178,263	285,220	178,263	—	26,818	26,818
1913-14	—	15	15	—	—	231,298	144,561	231,298	144,561	—	24,292	24,292
1914-15	—	15	15	—	—	268,857	164,911	268,857	164,911	—	28,208	28,208
1915-16	—	15	15	—	—	267,446	167,155	267,446	167,155	—	27,001	27,001
1916-17	—	15	15	—	—	326,697	204,186	326,697	204,186	—	32,124	32,124
1917-18	—	24	24	—	—	381,216	207,010	381,216	207,010	—	32,248	32,248
1918-19	—	24	24	—	—	283,399	177,124	283,399	177,124	—	27,343	27,343
1919-20	—	—	—	—	—	—	155,871	—	155,871	—	—	—
1920-21 (estimated)	—	—	—	—	—	—	130,000	—	130,000	—	—	—

NOTE—The standard bigha is 1/16th of an acre

**Quantity (chests) and Value (rupees) of Indian Opium\* exported from British India**  
No. 21 in Statistics

Year	CHINA †		STRAITS SETTLEMENTS		UNITED KINGDOM		EAST COAST OF AFRICA		MAURITIUS		NATAL		REUNION		
	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	
1870-71	77,105	9,85,64,389	8,054	88,64,360	54	77,614	13	18,740	9	9,730	—	—	10	11,360	
1875-76	77,186	9,77,87,607	11,005	1,35,18,835	60	75,480	7	8,755	19	24,515	—	—	—	—	
1880-81	82,392	12,29,33,304	9,622	1,28,13,563	30	47,698	14	25,900	39	50,052	1	1,350	5	6,970	
1885-86	76,115	9,80,12,585	10,728	1,30,12,000	—	—	7	8,326	19	23,536	2	1,800	7	8,690	
1890-91	70,855	7,72,95,410	18,916	1,48,02,660	47	49,240	17	18,125	55	57,125	1	1,125	—	—	
1895-96	46,617	6,95,38,183	12,529	1,72,93,238	—	—	31,802	9	9,250	32	48,365	2	1,400	—	—
1900-01	49,761	6,74,87,824	16,779	2,24,71,725	507	8,24,420	17	19,183	28	49,335	5	6,500	—	—	
1905-06	48,007	7,35,92,970	12,368	1,74,52,942	427	6,24,240	13	18,376	40	56,460	23	38,645	—	—	
1906-07	50,590	7,30,37,104	12,953	1,72,57,590	315	4,51,445	16	17,400	24	30,705	1	1,700	—	—	
1907-08	47,749	6,54,40,072	13,195	1,75,35,265	116	1,62,180	15	18,165	25	32,775	—	—	—	—	
1908-09	52,758	7,40,19,383	11,174	1,54,83,305	21	31,895	17	21,920	21	28,660	—	—	—	—	
1909-10	41,468	6,91,74,606	11,140	1,65,21,450	—	—	80	11	16,550	5	6,575	—	—	—	
1910-11	31,323	9,25,04,011	9,138	2,58,80,797	4	13,900	7	19,300	28	97,585	—	—	—	—	
1911-12	25,398	9,95,21,175	6,684	1,64,97,011	15	44,605	4	13,800	23	56,780	—	—	—	—	
1912-13	19,575	8,32,81,160	5,098	1,05,73,060	11	17,700	—	—	10	24,950	—	—	—	—	
1913-14	4,061	1,69,52,315	1,537	34,97,500	115	2,76,645	—	—	19	50,870	—	—	—	—	
1914-15	1,000	16,60,680	755	12,09,575	498	8,72,225	—	—	23	43,275	—	—	—	—	
1915-16	734	11,87,325	606	10,17,250	199	3,61,500	—	—	65	1,09,545	—	—	—	—	
1916-17	500	8,09,925	239	5,91,025	—	—	—	—	120	3,25,200	—	—	—	—	

\* The values given, inasmuch as they include the proceeds in some cases of Malwa opium, do not represent the credits to the Government of India.

† Includes figures for Hong Kong and Macao. Exports of opium to China are no longer made, and the figures from 1914-15 represent exports to Hong Kong and Macao.

in the Patna and Benares Agencies, from 1870-71 to 1918-19.\*  
of British India.

NUMBER OF CHESTS OF EXCISE OPIMUM MADE			NUMBER OF CHESTS OF PRO- VISION OPIMUM MADE			TOTAL CHESTS MADE			AVERAGE PER BIGHA				Year
Patna	Benares	Total	Patna	Benares	Total	Patna	Benares	Total	Patna		Benares		
									Srs	Chs	Srs	Chs	
2,461 <sup>1</sup> / <sub>2</sub>	529 <sup>1</sup> / <sub>2</sub>	2,991 <sup>1</sup> / <sub>2</sub>	22,981	18,000 <sup>1</sup> / <sub>2</sub>	40,981 <sup>1</sup> / <sub>2</sub>	25,432 <sup>1</sup> / <sub>2</sub>	18,529 <sup>1</sup> / <sub>2</sub>	43,962 <sup>1</sup> / <sub>2</sub>	3	12	3	10 <sup>1</sup> / <sub>2</sub>	1870-71
2,959 <sup>1</sup> / <sub>2</sub>	78 <sup>1</sup> / <sub>2</sub>	3,697 <sup>1</sup> / <sub>2</sub>	24,957	33,094	68,051	37,916 <sup>1</sup> / <sub>2</sub>	33,882 <sup>1</sup> / <sub>2</sub>	71,784 <sup>1</sup> / <sub>2</sub>	3	13 <sup>1</sup> / <sub>2</sub>	6	5 <sup>1</sup> / <sub>2</sub>	1875-76
3,376 <sup>1</sup> / <sub>2</sub>	478 <sup>1</sup> / <sub>2</sub>	3,854 <sup>1</sup> / <sub>2</sub>	24,200	25,532	49,732	25,576 <sup>1</sup> / <sub>2</sub>	26,011 <sup>1</sup> / <sub>2</sub>	51,587 <sup>1</sup> / <sub>2</sub>	4	8 <sup>1</sup> / <sub>2</sub>	4	4 <sup>1</sup> / <sub>2</sub>	1880-81
1,768 <sup>1</sup> / <sub>2</sub>	3,794 <sup>1</sup> / <sub>2</sub>	5,562 <sup>1</sup> / <sub>2</sub>	31,500	33,000	64,500	33,268 <sup>1</sup> / <sub>2</sub>	36,794 <sup>1</sup> / <sub>2</sub>	70,062 <sup>1</sup> / <sub>2</sub>	5	4 <sup>1</sup> / <sub>2</sub>	4	15 <sup>1</sup> / <sub>2</sub>	1885-86
3,358	2,352	5,710	21,834	22,688	44,522	25,187	25,070	50,257	3	12 <sup>1</sup> / <sub>2</sub>	4	8	1890-91
2,743	1,623	4,366	22,741	22,300	45,041	25,184	23,923	49,107	3	11	4	6 <sup>1</sup> / <sub>2</sub>	1895-96
2,088 <sup>1</sup> / <sub>2</sub>	2,069	4,157 <sup>1</sup> / <sub>2</sub>	21,450	23,007	44,457	23,538 <sup>1</sup> / <sub>2</sub>	25,076	48,614 <sup>1</sup> / <sub>2</sub>	2	13 <sup>1</sup> / <sub>2</sub>	4	2 <sup>1</sup> / <sub>2</sub>	1900-01
2,283	3,352	5,635	23,750	25,000	48,750	26,033	28,352	54,385	3	4	4	14 <sup>1</sup> / <sub>2</sub>	1905-08
2,611	3,652	6,263	19,688	18,438	38,126	22,239	22,990	44,389	3	0 <sup>1</sup> / <sub>2</sub>	4	10	1906-07
6,224	5,005	11,229	20,000	20,001	40,001	26,224	25,006	51,230	3	6	3	12	1907-08
3,242	2,528	5,770	13,125	15,000	28,125	16,367	17,528	33,895	3	14 <sup>1</sup> / <sub>2</sub>	4	6 <sup>1</sup> / <sub>2</sub>	1908-09
3,644	3,538	7,172	14,000	15,000	29,000	17,634	18,558	36,172	3	15 <sup>1</sup> / <sub>2</sub>	5	1 <sup>1</sup> / <sub>2</sub>	1909-10
3,209	5,402	8,611	5,900	10,900	16,800	8,209	15,402	23,611	3	0 <sup>1</sup> / <sub>2</sub>	3	2	1910-11
—	9,125	9,125	—	14,000	14,000	—	—	23,126	—	—	3	15	1911-12
—	9,947	9,947	—	7,000	7,000	—	—	16,947	—	—	3	12	1912-13
—	8,307	8,307	—	12,000	12,000	—	—	20,307	—	—	4	3	1913-14
—	8,943	8,943	—	10,000	10,000	—	—	18,943	—	—	4	5	1914-15
—	8,391	8,391	—	12,000	12,000	—	—	20,391	—	—	4	1	1915-16
—	8,732	8,732	—	12,000	12,000	—	—	20,732	—	—	3	15	1916-17
—	8,567	8,567	—	14,499	14,499	—	—	23,066	—	—	3	14	1917-18
—	8,512	8,512	—	12,500	12,500	—	—	21,021	—	—	3	11	1918-19
—	—	—	—	—	—	—	—	—	—	—	—	—	1919-20
—	—	—	—	—	—	—	—	—	—	—	—	—	1920-21

\* The Patna factory closed in 1911

by Sea to each Foreign Country from 1870-71 to 1916-17.  
of British India

ADEN		CEYLON		COCHIN CHINA		JAVA		PHILIPPINES		AUSTRALIA		OTHER COUNTRIES		TOTAL	
Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value	Quantity	Value
10	10,600	34	37,320	—	—	224	2,38,750	—	—	5	5,775	—	—	85,518	10,78,38,628
—	—	68	83,365	—	—	—	—	—	—	5	6,285	—	—	89,360	11,14,84,264
8	4,980	84	1,12,280	—	—	—	—	—	—	—	—	—	—	92,190	13,60,01,477
—	—	77	94,070	1,000	11,93,375	—	—	—	—	—	—	—	600	87,956	10,73,55,180
—	—	103	1,05,725	480	4,94,075	—	—	280	2,93,700	—	—	—	—	85,753	9,26,18,145
—	—	123	1,88,800	1,450	20,17,150	750	10,32,950	245	3,45,700	—	—	80	1,09,681	60,980	8,45,94,364
—	—	179	2,57,130	500	7,55,175	770	10,64,400	—	—	71	1,00,455	538	7,61,655	62,936	9,47,17,607
—	—	178	2,50,190	580	7,90,100	930	13,06,750	—	—	249	3,55,993	438	5,90,245	66,274	9,30,79,224
—	—	194	2,67,770	940	12,39,800	1,285	17,00,150	—	—	—	—	241	3,28,105	63,780	8,67,24,752
—	—	345	4,59,450	1,600	20,47,000	970	13,20,150	—	—	—	—	51	74,770	66,957	9,34,92,431
—	—	312	4,12,885	1,805	23,38,750	1,360	20,70,525	—	—	—	—	—	—	56,191	9,31,33,571
—	—	291	3,18,830	1,015	31,15,825	2,125	28,02,375	—	—	—	—	60	1,58,250	43,921	12,76,39,748
—	—	130	1,48,850	2,125	48,82,500	2,195	54,31,800	—	—	—	—	1,825	41,30,415	38,189	13,08,90,900
—	—	50	1,02,300	805	14,85,275	1,010	57,51,125	—	—	—	—	2,815	59,80,670	31,374	11,22,16,320
—	—	105	2,37,075	875	19,42,530	3,265	70,82,985	—	—	—	—	1,929	42,59,145	11,906	12,00,465
—	—	80	1,91,145	2,690	44,71,375	2,650	42,33,775	—	—	—	—	3,400	50,33,535	10,856	1,76,34,585
—	—	65	1,11,345	2,035	33,50,650	1,835	31,20,800	—	—	—	—	3,248	54,43,425	8,786	1,47,01,840
—	—	80	2,27,580	3,440	81,90,395	1,965	61,29,650	—	—	—	—	2,366	56,91,405	8,710	2,09,65,180

† Represents total quantity of Indian opium exported to Indo China (including Cochin China, Cambodia, Annam and Tonkin)



## SECTION II.—The Royal Commission on Opium, 1893-95.

In the early days of the monopoly opium was regarded by the East India Company as a pernicious drug, and it has already been mentioned that the Government of India were alive to the inconvenience of depending on opium for an important part of their revenue, and that an attempt at total suppression was only put out of court by the bogey of financial ruin. Mr. H. T. Wilson complained that the official attitude towards opium had changed by 1893, and whether or not this change had been due to financial considerations, it was to receive remarkable support from the findings of a Royal Commission set up to investigate the whole question of Indian opium.

The various proposals for destroying the connection of the Government with the trade by means of decontrol were touched upon at the conclusion of Section I above. Their originator, Sir W. Muir, contemplated neither the destruction of the trade nor the destruction of the revenue from the trade. In 1869 a motion in the House of Commons, to the effect that "This House condemns the system by which a large portion of the Indian revenue is raised from opium," was lost by a majority of 104 in a House of 196. In 1874 the Society for the Suppression of the Opium Trade was founded. Its energies were at first mainly directed to combating the influences which it considered were forcing opium on China, while as regards the general question of Indian opium, its views have progressed through the following three stages:—

- (a) The abandonment of the monopoly in Bengal, in order that the trade might pass from the hands of Government into those of private traders, leaving the former free to regulate and repress their operations.
- (b) Gradual suppression of the trade, with the co-operation, if obtainable, of the Chinese Government.
- (c) Immediate and total suppression of the production and sale of opium in India, except for medical purposes.

In 1875 a motion for the withdrawal of India from the cultivation and manufacture of opium was negatived by 37 in a House of 151. A similar motion was withdrawn in 1880 and again in 1881, though, as a result of the discussion on the second occasion, the Secretary of State raised the question with the Government of India, and was replied to in the despatch from the Marquis of Ripon, dated the 19th December 1881, referred to in Section I of this paper. In the autumn of 1881 a memorial demanding the suppression of cultivation in India save for medical purposes was presented to Mr. Gladstone.

On the conclusion of the Chefoo Convention of 1885, which put an end to talk of forcing opium on China, the dissolution of the Society for the Suppression of Opium was mooted, but the Society decided to continue to exist for the purpose of attacking the problem of China at the Indian end, and their decision was followed in May 1886 by a motion, which came to nothing, for the gradual suppression of Indian cultivation. In May 1889 a motion for the extinction of the China trade was lost by 77. In 1890, the Chinese not availing themselves of the opportunity that then occurred to terminate the Chefoo arrangements, the Society devoted its attention to the use of opium in India, and a memorial was presented to the Secretary of State stating that the habit of opium smoking was on the increase in India, and pressing for restrictions on this and on sale in India akin to those of the United Kingdom Pharmacy Act of 1868. The question of Burma was also raised. The memorial was presented to Parliament in 1892, enquiries were set on foot in India, and certain minor changes in the regulations were made. Licences for opium smoking saloons were not renewed, the amount of preparations for smoking allowed to be possessed at one time by unlicensed individuals was restricted, and the Government of Bombay was requested to stop their practice, adopted to check smuggling, of requiring licensed vendors to sell minimum quantities yearly. Certain proposals were also adopted as regards Burma, which will be mentioned in the appropriate section of this paper.

In April 1891 an amendment aiming at the extinction of the Indian cultivation came before the House, but no definite decision was taken on it, though on the only vote taken which could be said to apply to it, it received a majority of 30 votes, and in 1892 and 1893 further memorials emanated from the Society for the Suppression of Opium, the second of these demanding the restriction of production to the amount required for medicinal use.

B. E. C., Vol. 6,  
p. 156

Vol. 6, p. 166

Vol. 6, p. 167.

Vol. 6, p. 168

Secretary of  
State's  
Despatch 94,  
17 12 1891.

B. E. C., Vol. 1,  
p. 162.

Finally, on the 30th June 1893, the Government agreed to a Resolution as follows.—

“Having regard to the strong objections urged on moral grounds to the system by which the Indian opium revenue is raised, this House presses on the Government of India to continue their policy of greatly diminishing the cultivation of the poppy and the production and sale of opium, and desires that an humble Address be presented to Her Majesty, praying Her Majesty to appoint a Royal Commission to report as to.—

- “ I. Whether the growth of the poppy and the manufacture and sale of opium in British India should be prohibited except for medical purposes, and whether this prohibition could be extended to the Native States
- “ II. The nature of the existing arrangements with the Native States in respect of the transit of opium through British territory, and on what terms, if any, these arrangements could be with justice terminated.
- “ III. The effect on the finances of India of the prohibition of the sale and export of opium, taking into consideration (a) the compensation payable, (b) the cost of the necessary preventive measures, (c) the loss of revenue
- “ IV. Whether any change short of total prohibition should be made in the system at present followed for regulating and restricting the opium traffic, and for raising a revenue therefrom.
- “ V. The consumption of opium by the different races and in the different districts in India, and the effect of such consumption on the moral and physical condition of the people
- “ VI. The disposition of the people of India in regard to (a) the use of opium for non-medical purposes, and (b) their willingness to bear, in whole or in part, the cost of prohibitive measures ”

The Society for the Suppression of Opium recorded their opinion that this decision was “the greatest and most solid forward step that the movement for the suppression of the opium trade has yet made,” and considered that the Commission itself was “as fair-minded and impartial a tribunal as the Society could have desired to hear its case.” Vol 6, p 170.

The results of the Commission's labours were far removed from what had been anticipated by the anti-opiumists. They placed the opium question in India on an entirely new plane, and for the time being completely killed the agitation for the suppression of Indian consumption. Their findings justified Indian policy far more completely than the Government of India, suspect of a revenue bias, had ever dared to do, and are yet likely to prove of signal value in face of the attempt to suppress Indian consumption that began to be renewed in 1920

The findings of the Commission are printed as Appendix to the present section, and some of the facts that they elicited, and the conclusions at which they arrived, after the examination of 723 witnesses of all nations and classes and the asking of 29,000 questions, and which they embodied in their Final Report, Volume VI of the Proceedings, will now be set forth.

As regards the consumption of opium in India, the Commission found that in all provinces a limit was placed on the amount of opium, or preparations of opium, which might be sold to any individual, or of which a person might be legally in possession, at any one time, and that the average annual consumption for the whole of British India amounted to 27 grains per head. The heaviest consumption was found in large towns like Calcutta, which had an average annual consumption of 276 grains per head, and in the malaria tracts of Assam, which showed figures amounting to 357 grains per head Vol 6, p 8  
Vol 6, p 10  
Vol 6, p 11

As regards the use of opium and its effects, evidence was obtained of a universal belief in opium as the common domestic medicine of the people, and an especial belief in its value in cases of fever, and as a protection against malaria. As a stimulant, it was generally believed in as a specific against old age, many men of failing health taking the drug for periods varying from 15 to 50 years, and apparently obtaining benefit from the habit; it was also habitually used in many parts of India during the extremes of the winter months, and for the purpose of resisting fatigue in the case of journeys and hard physical labour. In Rajputana the use of opium in connection with social and ceremonial functions had acquired a quasi-religious sanction. Vol 6, p 16  
Vol 6, p 17.  
Vol 6, pp 36-37

Vol 6, pp 17-18. With reference to the consumption of opium in the native army, the Commission concluded that the number of soldiers accustomed to take opium to a harmful extent was insignificant, that its use in the army was often beneficial, and that any attempt to limit consumption would be highly unpopular.

Vol 6, p 18  
Vol 6, p 19  
Vol 6, pp 20-21  
Vol 6, p 62. As regards the general physical and moral effects of the use of opium, the Commission found that hard work, energy and thrift existed side by side with the opium habit, that it was unheard of for workmen to be dismissed on account of opium excess, though alcoholic excess was a constant source of trouble; and that the largest Indian Insurance Company had not found it necessary to impose any extra premium on the lives of moderate opium consumers. They were of opinion that the opium habit did not lead to insanity, crime or suicide, or to abnormal mortality in view of the practice of administering it to infants. They finally concluded that the use of opium among the people in British Provinces was, as a rule, a moderate use, and was not attended by injurious consequences; excess was exceptional, and condemned by public opinion.

Vol 6, p 23. The common method of opium taking in India is in the form of pills, and the Commission found that the habit of smoking preparations, in the form of chandu and madak, was generally condemned by native public opinion. On the other hand, they found that there was no proof that moderate opium smoking had any prejudicial effect on health, in fact, the Government of the Straits Settlement, where smoking was the common practice, regarded it as less objectionable than opium eating. The general conclusion is that neither smoking nor eating is harmful in moderation.

Vol 6, p 62  
Vol 6, p 63  
Vol 6, p 64. Perhaps the most pregnant conclusions arrived at by the Commission were those concerned with the suggestion to limit opium consuming in India to strictly medical use. In this respect they remarked that it was generally admitted that the limitation of cultivation and the monopoly of manufacture and wholesale supply, constitute the most restrictive position, short of prohibition, which the Government can adopt towards internal consumption. No distinct line was drawn in popular opinion between the medical uses of the drug and those which cannot be strictly so called, and it would be impracticable to issue opium only on the prescription of medical practitioners. Further, the Commission were convinced that the great mass of native opinion in British India was opposed to the proposal as an unnecessary restriction on individual liberty and an interference with established native customs and habits. Apart from the religious question, natives generally considered the use of alcohol to be more open to objection in itself, more injurious and more disgraceful.

Vol 6, p 48  
Vol 6, p 62. The Commission took much evidence regarding China, though they admitted that their conclusions in this respect could not wear the same aspect of finality as in the case of India. They found in the first place that at the time of their investigations the amount of Indian opium exported to China was 12 times as great as the internal consumption of India. Proceeding to discuss the political and moral aspects of the case, they found that in 1893 there was nothing in the attitude of the British Government that could fairly be described as forcing opium on the Chinese, and that if the export of Bengal opium to China were stopped its place would be taken either by Chinese-grown produce or by that from Malwa or other countries (Turkey, Persia). Witnesses stated that five times the amount of the imported drug was produced in China, and that poppy was cultivated in 16 out of the 18 provinces of the Empire. (The prophecy of the Commission in this respect has been amply verified since the stoppage of Indian exports in 1914.) Reviewing the whole evidence with regard to China, the Commission concluded that the habit of opium smoking was generally practised in moderation, and that when so practised injurious effects were not apparent. The effects of the habit could fairly be compared to those of alcoholic liquors in the United Kingdom.

In 1893 the opium revenue was a matter of importance to the Government of India, and the Commission devoted much attention to this aspect. It will be clear, however, from their findings and from the above abstract, that their conclusion in favour of the existing system rested in no essential particular on the necessity to the Government of India of their revenue from the drug.

The Report of the Commission remains unchallenged, and the fact that the situation in India has not undergone retrograde developments is proved by the fact that in 1920 the *per capita* consumption of licit opium in the British provinces was 26 grains, slightly less than the figure arrived at by the Commission.

Vol 6, p 21. The main support of anti-opium opinion was, and is still, found in the Dissenting Churches, and loses much of its force when the attitude of those Churches towards the

consumption of alcohol is remembered. Many of the incumbents of the Church of England and the Roman Catholic Church (including the Metropolitan of the Church of England in India, the Bishop of Lucknow, and the Catholic Archbishop of Calcutta) gave evidence not unfavourable to opium, and several missionaries stated that the "opium question" came to their notice only in consequence of the newspaper agitation on the subject. Further, with regard to an anti-opium memorial, engineered by the Anti-Opium Society, and presented to the House of Commons in 1892—said to represent the views of 49 independent native medical practitioners in Bombay—it was found that five signatories repudiated the views expressed in the memorial, one gave evidence in favour of opium, and none came forward to support the memorial. This "precious document" had been drawn up without communication with any of the signatories, and then sent round for them to sign.

Vol. 6, p. 22.

Vol. 6, p. 15.

The Report was discussed in the House of Commons on the 28th May 1895, on Sir Joseph Pease's motion to the effect that "the system by which the Indian opium revenue is raised is morally indefensible," and that the Government of India should be urged to "cease to grant licences for the cultivation of the poppy and sale of opium in British India, except to supply the legitimate demand for medicinal purposes, and at the same time to take measures to prevent the transit of Malwa opium through British territory." The debate which followed occupies 46½ columns of Hansard, and is of considerable interest. It was closed by the previous question, "that Mr. Speaker do leave the Chair," being put and carried by 176 to 59. The opium motion was thus rejected, though it is probably to the terms of this motion that the anti-opiumists refer in their repeated assertion that the House passed a resolution condemning the Indian system as "morally indefensible."

To add to the findings of the Royal Commission is superfluous, but it is interesting to note that they were anticipated in 1892 by Mr. G. H. M. Batten, formerly of the Indian Civil Service, in a paper read by him before the Society of Arts. As regards China, he pointed out that prior to 1857, the year in which the Government of India initiated their policy of keeping a reserve stock to steady the market in bad seasons, a shortage in the Indian supply had always resulted in an increase of poppy cultivation in China. Further, he cited much evidence to prove that opium smoking as practised by the Chinese is perfectly innocuous. As regards India, he covered generally the ground subsequently traversed by the Commission, and ended with the following rhetorical but prophetic paragraph—

India, Its Administration and Progress, Sir John Strachey

"India has had the advantage of drawing from England for more than 100 years a number of upright, honest, and able administrators. It is remarkable that there is not a single instance of an Englishman who has been directly responsible for the well-being of India, and who has had an important voice in its administration, who has ever suggested the prohibition of the cultivation of the poppy. That has been left for a party of irresponsible persons in this country, whose want of knowledge is patent to everyone who has studied the question on the spot.

"In conclusion, I would say to the Society for the Suppression of the Opium Trade: You may make this a party question, you may win votes relying on the uninstructed philanthropy of your fellow-countrymen, you may, through Parliament, use the despotic power of the British Government to destroy one of the most valuable products of India, and subject the people to new taxation in order to supply the loss of revenue now paid chiefly by the Chinese, you may deprive hundreds of thousands of Her Majesty's Indian subjects of a prophylactic which enables them to resist fatigue, to sustain privation, and to save life, you may thereby increase suffering, sickness and mortality; you may cover India with an army of preventive officers to watch another army of smugglers, created to satisfy a natural demand of which you have suppressed the legitimate supply, you may harass the people by personal searches and domiciliary visits, you may thus create discontent amongst our native subjects, and disaffection in the best forces of our native army, you may, by unwarranted and unprecedented interference in their internal administration, and, owing to the pecuniary losses both rulers and subjects will sustain, disgust and alienate the native States of Central India and Rajputana, our bravest and most loyal allies, you may do all this, but you will never persuade the Chinese to follow in your footsteps, and abandon the ever-increasing culture of the poppy. In short, you may inflict on India a cruel injury, the extent and the consequences of which you are incapable of calculating, but you will fail in any way to benefit China, unless you count it a benefit greatly to extend the cultivation of the poppy and the manufacture of opium within her borders."

With regard to the alterations suggested by the Commission, opium smoking on licensed premises, and the sale of madak and chandu, had been prohibited in 1891, private manufacture being only permitted to the smoker himself. It was decided in 1897 that it was undesirable to undertake penal legislation against opium smoking on private premises and in clubs. Steps were, however, undertaken to restrict smoking in Burma, and will be described in Section IV. of this Part.

In 1909 an International Opium Commission met at Shanghai, and on the 23rd November 1911 the Government of India addressed a Despatch (No. 285 of 1911, printed as Appendix to Part 3, Section I) to the Secretary of State, setting out the action they had taken, and proposed to take, on the recommendations of this Commission, in view of the impending Conference at The Hague to draft an international Convention on the lines of the Commission's Report. In their second resolution the Commission had recommended "that each Delegation concerned move its own Government to take measures for the gradual suppression of the practice of opium smoking in its own territories and possessions, with due regard to the varying circumstances of each country concerned."

The Government of India pointed out that this resolution concerned India to a microscopic extent, but was more important as regards Burma. They had, therefore, carefully examined the question, and had decided to revoke the decision of 1897, and to suppress all public gatherings for the purpose of smoking opium, by whatever name they were called, and to prohibit all manufacture of opium-smoking preparations save by an individual of a small quantity for his own private consumption. They also decided that the maximum limit of private possession of smoking preparations should be reduced in all provinces according to local circumstances. The maximum suggested was, in some cases, as low as 45 grains, probably half a day's supply only, in view of the large quantity required by the practice of smoking. To declare the act in itself illegal, they decided, would be impracticable, impolitic, and even dangerous. Opium smoking is a social habit, and to prohibit assemblies was to cut at its root.

Little more was heard of the anti-opiumists for some time. In 1901 the Society complained of the increase of the area under poppy in India, and a portion of the reply of the Secretary of State is noteworthy as showing the influence of the Commission's Report. He said that the Government were not pledged to diminish opium cultivation, the Report of the Royal Commission and the failure of attempts to challenge its conclusions having created a new situation.

## APPENDIX.

### Findings of the Royal Commission on Opium, 1893-5.

I.—Whether the growth of the poppy and the manufacture and sale of opium in British India should be prohibited except for medical purposes, and whether this prohibition could be extended to the Native States?

I.—(a) It has not been shown to be necessary, or to be demanded by the people, that the growth of the poppy and manufacture and sale of opium in British India should be prohibited except for medical purposes. A considerable minority, consisting of people opposed on principle to all stimulants, would support prohibition except for medical purposes, if relieved from anxiety as to the financial results, and as to the punitive and

inquisitorial measures which repression would involve. The number who desire prohibition at all risks is exceedingly small.

(b) The authoritative extension of such prohibition to the Native States would be an interference on the part of the Paramount Power, for which we can find no precedent and no justification, and which would be resented by the Chiefs and their people. The growth of the poppy and the manufacture of opium have been prohibited in some Native States by orders passed by the Chiefs in accordance with Treaties or Agreements made with the Government of India, but such Treaties or Agreements rest upon an arrangement whereby a full and cheap supply of opium is secured for the internal consumption of these States and for the realisation by the Chiefs of an Excise revenue from their people, and the Chiefs would cease to be bound by them if the supply were cut off or restricted.

(c) The prohibition of the growth of the poppy and the manufacture and sale of opium in British India, except for medical purposes, involves the destruction of the export trade in Bengal opium from Calcutta to China and elsewhere, which would inflict a very heavy loss of public revenue on the Government and people of India. The existing Treaties, by which the import of Indian opium to China is permitted and regulated, have been deliberately accepted by the Chinese Government, and have been formally admitted by the Chinese Ministers on the last occasion of revision to contain all that they desire. In the natural order of things, it is for the Chinese Government to move first if it wishes to

sacrifice the revenue which it derives and to annul the Treaty provisions legalising import on the ground that such an import is injurious to China. Whether the British Government bears part of the cost or not, it would not be right or fair to the people of British India for the British Government to destroy, unasked by China, the Bengal opium trade, at any rate, it would not be right or fair for it to so act, unless there was convincing proof (1) that the trade stands on a different plane from the alcohol and is more pernicious and demoralising, (2) that its destruction would, in all probability materially benefit China in a permanent way, and (3) that the Chinese Government is prevented from itself moving by fear of hostile action on our part. From the evidence before us, we do not think it proved that these reasons for unsolicited action by the British Government exist, and we agree in not recommending any action tending to the destruction of the trade. If at any future time the Chinese Government declares a wish to prohibit import, the question will be changed and we (the Commission) shall hold ourselves at liberty to reconsider it.

II—The nature of the existing arrangements with the Native States in respect of the transit of opium through British territory, and on what terms, if any, these arrangements could be with justice terminated

II—Existing arrangements with certain opium-producing Native States in respect of the transit of opium through British territory for the Bombay export trade are not, except in the case of Baroda, in the nature of Agreements, though in virtue of long established practice they may be held, perhaps, to have the force of Agreements. They consist of the prohibition of transit, except under a pass granted by a British officer, on payment of an Imperial transit duty. These arrangements rest in origin upon the power of regulation and taxation which the British Government has in consequence of these States being cut off from the sea by intervening British territory. The privilege of the transit of opium for export beyond the sea from Bombay on payment of a duty could not now be terminated with justice except by voluntary agreement, which, if obtained at all, would involve large pecuniary compensation, both to the State and private individuals, and also a heavy loss of public revenue to the Government of India.

III—The effect on the finances of India of the prohibition of the sale and export of opium, taking into consideration (a) the compensation payable, (b) the cost of the necessary preventive measures, (c) the loss of revenue

III—The finances of India are not in a condition to bear the charges for compensation, the cost of the necessary preventive measures, and the loss of revenues would result from the adoption of a policy of prohibition

IV—Whether any change short of total prohibition should be made in the system at present followed for regulating and restricting the opium traffic, and for raising a revenue therefrom

IV—(a) The regulations for the restriction of the consumption of opium may be amended in various particulars. We are not prepared to make recommendations without careful study of details.

(b) The Bengal monopoly seems to us the best system for regulating the production of opium in British India. Certain administrative reforms were recommended by the Commission of 1883.

(c) We are not prepared at present to recommend any further development of the new regulations recently introduced into Burma. The operations of these new rules, which only came into force on 1st January 1894, should be carefully watched before any further changes are introduced.

V—The consumption of opium by the different races and in the different districts in India, and the effect of such consumption on the moral and physical condition of the people.

V—(a) We have made exhaustive inquiry into the consumption of opium in India and its effects. We find no evidence of extensive moral or physical degradation from its use.

(b) Opium is extensively used for non-medical and quasi-medical purposes, in some cases with benefit, and for the most part without injurious consequences. The medical uses that it would not be practicable to draw a distinction between them in the distribution and sale of the drug.

(c) The habitual use of opium as a stimulant by young people is generally condemned.

(d) Opium-smoking is little practised in India, it is considered a disreputable habit.

(e) The whole question of the effects of opium as medically considered must be worked out later in detail upon a careful collation of the large mass of evidence before the Commission.

VI—The disposition of the people of India in regard to (a) the use of opium for non-medical purposes, and (b) their willingness to bear, in whole or in part, the cost of prohibitive measures

VI—The testimony laid before us has been unanimous that the people of India would be unwilling to bear the cost of prohibitive measures.

**SECTION III.—Present Arrangements regarding Opium Production and Consumption in India, with Statistics of Acreage, Consumption, Cost of Production and Excise Revenue.**

The restrictive regulation of consumption that began with Regulation X. of 1813 finally took shape in the Indian Opium Act of 1878, under section 5 of which rules have been framed regarding the possession and transport of opium. Cultivation and manufacture are regulated by Act XIII. of 1857, as amended by Act I. of 1911, and are under the general control of the Governor and the Board of Revenue of the United Provinces, and the immediate supervision of the Opium Agent at Ghazipur, who has been in control of the whole Opium Department since 1910. Ghazipur is the seat of the sole Government factory, the Patna factory having been shut down in 1911. Cultivation is permitted only under licence granted by the authority of the Opium Agent. The area to be cultivated, limited for the year 1913-19 to portions of 32 districts of the United Provinces, is fixed by the licence, and the cultivator is bound to sell the whole of his production to the Opium Department at the rate fixed by Government. This rate was fixed in 1894-95 at Rs. 6 per seer of 70° consistency, which was raised to Rs. 7-8 per seer in 1913-14 and to Rs. 9 per seer in 1916-17. For 1920-21 it has been fixed at Rs. 11, and for 1921-22 at Rs. 15. Cultivators are granted an advance payment at the time of their executing agreements and sometimes a further payment (and occasionally more) before actual delivery. In March, April and May the opium is made over to the officers of the Department and weighed and tested, and as soon as possible afterwards each cultivator's accounts are adjusted, and the balance due is paid to him. After weighment the opium is forwarded to the Government factory at Ghazipur, where it is manufactured in two forms: (a) opium intended for export to foreign countries, departmentally known as "provision" opium, and (b) opium intended for consumption in India and Burma, departmentally known as "excise" opium. Provision opium is made up in the form of balls or cakes, each weighing 3 5 lbs., and is packed in chests, each chest containing 40 cakes, weighing 140½ lbs. It is generally of 71° consistency. Excise opium is made up in cubical packets, each weighing 1 seer, 60 of which are packed in a case. It is of 90° consistency. Provision opium is sold by public auction in Calcutta. A notification is published annually, generally before the month of October, stating the minimum number of chests which will be put up for sale in each month of the next calendar year, and the quantities so notified are not altered without three months' notice. Sales are conducted month by month by the Bengal Government.

Bengal opium  
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Under a convention made in 1815, the French Government has the right to purchase not more than 300 chests of opium each year, at the average price realised for the rest of the opium at the sales. This right has been commuted for a money payment, amounting to Rs. 8,000 a year, under agreements which at present remain in force until the 31st December 1924. The agreement binds the French Government to take effective steps for the prevention of illicit traffic in opium between French and adjacent British territory.

The cultivation of the poppy is prohibited in British provinces other than the United Provinces, to a certain extent in the Punjab, and in some of the frontier provinces of Burma. The only licit supply of opium for internal consumption is what is known as "Bengal Excise Opium." This is supplied from the Ghazipur Opium Factory and from the Calcutta Presidency godowns to Government treasuries and depôts, whence it is issued, on payment, to licensed vendors and druggists only. In the accounts a sum, Rs. 13 per seer, out of the proceeds of this opium is credited under opium as representing the estimated cost of production. The remainder of the proceeds is credited under excise. The various provinces submit their indents through the Board of Revenue, United Provinces. These are forwarded to the Opium Agent, Ghazipur, and the quantity indented for is supplied direct from the opium factory to the treasuries and Government depôts, and the issues are made from the latter to licensed vendors.

Malwa opium.

Malwa opium is almost entirely produced in the Indian States in the Central India and Rajputana Agencies and the Baroda State. In the Khairpur State (Sind) it is grown in the Khairpur taluka, but production is limited to the requirements of the State. A chest of Malwa opium contains 140 lbs. in weight. The opium is of 90° to 95° consistency and is usually packed in half-chests for convenience of carriage.

*Rajputana and Central India.*—In the Indian States of Rajputana and Central India the British Government does not control the cultivation of the poppy or the manufacture of opium or its local consumption.

*Baroda.*—The cultivation of the poppy and the manufacture of opium are permitted in Baroda, under a State monopoly, for consumption in the State. The State has, by agreement, assimilated its retail system and selling prices to those in force in adjacent British districts, and prevents the introduction of Baroda opium into British territory and into the territories of adjacent Indian States.

The following purchases of opium from the States of Central India and Baroda have been made by Government (Some 60,000 chests of Malwa opium had to be disposed of when the China trade ceased) —

		Mds at 70°			Mds at 70°
1912-13	-	6,247	1916-17	-	7,887
1913-14	-	10,502	1917-18	-	7,374
1914-15	-	13,551	1918-19	-	8,199
1915-16	-	20,812			

This opium was used for the preparation of excise opium.

In a further attempt to compensate the Malwa States for the serious loss of revenue brought about by the stoppage of the export trade, the Government of India made arrangements with some of the States to purchase from them certain quantities of crude opium upon their agreeing to bring into fresh cultivation only the area required for that purpose, and to employ suitable means of ensuring that such cultivation was conducted under a form of control which, approximating to the Government procedure, would minimise the chances of smuggling into British India. The following table shows the results of this measure —

Memo by  
Nixon, R & S  
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Year	Area Cultivated (Acres)	Output (Lbs.)
1916-17	14,695	273,634
1917-18	26,479	284,704
1918-19	10,350	147,600
1919-20	30,813	285,290

The area cultivated under these arrangements for the year 1920-21 is about 84,000 acres.

In addition to this the Malwa States continue to grow opium for their own internal demands, but they have never ceased to chafe at a policy which has meant serious financial loss to them.

*Punjab and Burma.*—The cultivation of opium is permitted in certain districts of the Punjab and Burma on a very limited scale for local consumption.

Apart from the production of opium, the poppy is valuable in other ways. The seed is exported in large quantities to Belgium, France and the United Kingdom for the expression of oil, and is also used as an article of food. An acre yields 260 lbs. of seed and 80 to 100 lbs. of oil. No one is forced to grow a crop of poppy against his will. The crop, which is sown in the autumn and gathered in the spring, usually succeeds an autumn crop of Indian corn.

India Its  
Administration  
and Progress  
Strachey,  
p. 130

The following statistics form a striking commentary on the policy of the Government of India with regard to the internal consumption of opium in India:—

Year	Consumption	Cost Price	Net Revenue
	Lbs.	Rs.	Rs.
1909-10	993,400	33,54,413	1,48,71,916
1910-11	995,100	39,01,448	1,55,56,205
1911-12	993,200	40,07,319	1,57,46,775
1912-13	1,007,800	43,38,457	1,78,24,011
1913-14	1,011,300	46,61,291	1,93,66,587
1914-15	996,200	47,49,995	1,94,99,479
1915-16	956,800	45,18,811	2,05,45,065
1916-17	962,100	57,14,290	2,11,46,200
1917-18	980,800	57,84,077	2,28,05,037
1918-19	936,400	67,23,157	2,42,25,170



Memo by  
Nixon, R &  
206/21

The population may be taken perhaps as having increased by something more than  $\frac{1}{2}$  per cent. yearly. Yet despite this, consumption has over a 10-year period decreased, and despite also the presence of an abnormal number of Chinese and other eastern seamen in Indian ports during the war years, despite the relative prosperity of India in the early years of the war, and despite the undoubted diminution of smuggling into Burma. Yet during this same period the price of opium to the consumer has been raised more than 50 per cent.

Figures for the area under cultivation in the Behar agency are not obtainable before the year 1840, but the following are some (in acres) for the Benares agency.—  
1800-01, 6,204; 1810-11, 7,089; 1820-21, 8,575; 1830-31, 31,508.

The areas cultivated in the two agencies after that date are given below, and the figures for 1870 onwards will be found in the tables appended to Section I. above:—

Year	Behar	Benares	Total (acres)
1840-41	105,254	45,767	151,021
1850-51	183,716	73,892	257,608
1860-61	175,704	96,382	272,086

The area alone does not indicate the yearly output of opium. A deterioration in area is usually accompanied by a fall in the outturn of juice from each acre, owing to the opium cultivation leaving the better for inferior lands. In former days a yield of 16 lbs. an acre was common, while latterly 12 lbs. an acre is a more usual figure. The decrease of area since 1910-11 has been largely brought about by the Government deliberately restricting the issue of licences for cultivation in the process of reducing the supply, consequent on the lessening demand from China. The decrease of yield has been the result of economic causes. The prices of food crops have risen during this period, and although the price paid to the cultivators of opium has been increased from time to time, the working of a Government Department lags behind market conditions, and only the traditional dislike of the Indian cultivator to a change of any sort has in some years sustained the crop at its level. The uncertainty of future demands and the natural reluctance of the Government of India to embark upon avoidable expenditure during the early war years, led to the supply of opium falling below what the Government later began to see would be its fairly constant, though greatly reduced, demand. The seriousness of the position was increased by the British Government's requirements of opium for medical purposes. This immediate demand was met partly by a diversion of the allotment reserved for the ordinary trade and partly by depleting the reserve which in view of possible bad seasons common business prudence required to be kept. The main position was partly met by the purchase of some of the accumulated stocks of manufactured Malwa opium left after the China markets were finally closed. A certain supply of the raw article from Malwa was counted on in accordance with arrangements entered into with the Native States in order to compensate them in part for their loss of the China trade. The States did not work up to their contracts and the reserve practically disappeared. The Government therefore decided to enlarge the area under its direct cultivation, but most certainly not in contemplation of filling larger demands. In order to see its way clear to its meeting existing demands, and in order to build up a reasonable reserve, the Indian Government took steps to increase the area under cultivation in the same practical spirit as when, with the China markets going, it summarily cut the area down.

The present normal demands for Indian opium have been taken to be 11,000 chests for export and 1,200,000 lbs for internal consumption, or approximately 3,000,000 lbs. in all. With an outturn of 12 lbs an acre the normal area should, therefore, be 250,000 acres.

Accurate early figures of the area under opium poppy in Malwa are not obtainable. It has been stated that the highest area ever cultivated was 562,000 acres. For the information of the Royal Commission on Opium, 1893, the following figures were specially collected and given as an average of the preceding five years —

Rajputana	-	-	-	131,080 acres.
Central India	-	-	-	233,439 „
Total	-	-	-	<u>417,519</u> „

of which the output may be taken, perhaps, at 16 lbs. an acre. This area accounted for a yearly manufacture of about 54,000 chests of opium. In 1894-95 the total area was 322,947 acres, and in 1900-1 only 208,996 acres. The figures for the subsequent years are as follows —

Year	Central India	Rajputana	Total
1903-04	151,728	102,859	254,587
1904-05	115,116	93,615	213,731
1905-06	91,865	54,812	146,677
1906-07	162,622	84,289	246,911
1907-08	119,770	71,944	191,714
1908-09	85,566	49,063	134,629
1909-10	62,873	46,100	108,973
1910-11	87,329	59,933	147,262
1911-12	47,290	24,693	71,983
1912-13	22,016	25,127	47,143
1913-14	2,288	9,989	12,277
1914-15	2,904	12,416	15,320
1915-16	1,450	9,118	10,568
1916-17	15,419	31,022	46,441
1917-18	26,658	27,693	54,341
1918-19	11,237	13,634	24,871
1919-20	12,027	29,180	41,207

The steady decrease in Malwa production, due to increasing competition by the Chinese grown drug, the great labour necessary to harvest a good crop of opium, and the increasing attractions of other crops, made it possible to close down the Malwa trade to China with the minimum of dislocation and hardship.

### APPENDIX

Cost Price (in rupees) of Bengal Opium sold in the Excise Department in each Province from 1880-81 to 1918-19.

No. 13 in Statistics of British India

Year	India General	Central Provinces and Berar	Burma	Assam	Bengal	Bihar and Orissa	U P of Agra and Oudh	Punjab	N W F Province	Madras	Bombay	Total
1880-81	160	1,99,300	3,94,780	4,89,420	5,18,440	—	4 10,880	2,37,530†	—	—	—	22,70,460
1885-86	1,850	2,19,890	2,76,310	4,19,460	5,98,440	—	4,25,210	—	—	—	—	18,80,600
1890-91	2,700	2,20,200	4,32,170	3,79,420	5,67,790	—	4 76,740	28,720	—	—	—	21,07,740
1895-96	150	2,43,320	2,00,620	4,49,860	7,12,980	—	5,28,760	81,910	—	—	—	22 16 500
1900-01	119	2,16,897	2,07,474	4,39,105	7,92,226	—	5,01,829	85,655	—	—	—	23,03,305
1905-06	—	3,07,789	6,08,306	5,36,802	7,47,583	—	5,74,014	73,499	8,747	—	—	28,36,740
1906-07	—	4,70,042	5,77,165	6,44,655	7,21,430	—	6,04,104	89,317	9,256	—	—	31,69,969
1907-08	—	4,78,900	5,36,809	6,90,437	8 26,370	—	5,88,482	82,238	17,221	14,140	—	32,14,797
1908-09	—	4,43,567	4,82,298	6,68,828	8,61,607	—	5,52,953	1,95,407	18,640	4,30,030	—	36 71 423
1909-10	2,825	4,45,987	4,65,841	6,30,532	8 03,506	—	5,85,648	4,46,361	22,316	4,58,829	—	48 54 413
1910-11	5,825	4,88,336	4,34,347	6,29,268	8,14,155	—	5,41,718	5,48,690	22,007	4,19,602	—	9 07 448
1911-12	6,036	5,06,612	3,95,374	6,33,114	8,47,152	—	5,44,998	6,20,390	20,544	4,33,109	—	40 07 319
1912-13	20,370	5,16,337	3,99,441	5,27,297	5,82,972	3,90,367	5,72,445	5,97,193	45,376	4,12,353	7,74,806	48 38 457
1913-14	31,310	5,20,891	3,74,027	5,41,552	5,90,564	4,14,698	5,76,202	6,51,954	46,555	3,94,928	5,13,610	46 61 291
1914-15	27,178	5,02,834	3,49,959	5,53,060	5,38,534	3,86,012	5,44,312	6,14,811	41,684	4,02,093	7,89,518	47 49 995
1915-16	27,079	4,70,018	3,65,554	5,35,523	4,46,067	3,32,348	5,09,616	6,15,630	39,227	4,02,759	7,74,805	45 18 811
1916-17	27,684	5,77,670	5,18,502	6,79,914	5,03,547	4,49,259	6,93,006	7,45,844	53,427	4,90,681	9,74,856	57 14 280
1917-18	28,511	5,70,912	5,19,056	6,75,862	4,88,331	4,71,431	6,29,201	7,41,625	65,889	5,23,025	10,70,834	57 84 677
1918-19	35,323	6,54,787	6,07,781	8,16,809	5,44,338	5,30,114	6,42,540	10,04,868	89,778	6,03,150	11,98,769	67 23 157

\* Compiled from the Finance and Revenue Accounts and from special official returns  
† Proceeds of experimental sale of Bengal opium

**All Charges (in rupees) on account of Bengal Opium, from 1885-86 to 1918-19.**  
No. 13 in Statistics of British India.

Year	ESTABLISHMENT AND CONTINGENCIES		PAYMENTS TO CULTIVATORS		MANUFACTURING CHARGES	MISCELLANEOUS	TOTAL
	Patna	Benares.	Patna	Benares	Patna and Benares.	Patna and Benares	Patna and Benares
1885-86 -	5,18,320	7,81,600	1,09,97,080	1,57,10,520	24,41,220	87,480	3,05,36,220
1890-91 -	5,08,920	7,28,890	86,40,850	1,06,53,750	12,06,040	12,880	2,17,71,380
1895-96 -	4,61,700	7,77,140	75,80,590	93,80,400	24,21,300	29,620	2,06,50,750
1900-01 -	5,51,494	8,60,569	64,24,520	1,74,99,070	13,69,106	45,588	2,67,50,347
1905-06 -	5,86,362	8,98,521	84,68,310	1,65,56,530	17,83,364	50,248	2,83,43,345
1906-07 -	5,89,854	8,99,264	60,10,680	1,92,41,050	18,56,697	51,313	2,86,48,828
1907-08 -	5,18,506	9,20,816	44,64,120	1,74,03,400	16,32,240	53,125	2,49,92,207
1908-09 -	4,71,615	8,62,221	38,87,930	1,18,27,240	14,04,443	40,051	1,84,93,502
1909-10 -	4,33,092	8,15,242	37,28,090	1,04,19,110	11,72,845	34,305	1,66,02,684
1910-11 -	11,33,876		38,12,780		12,96,646	29,287	1,86,56,739
1911-12 -	9,65,232		93,34,253		5,46,535	52,215	1,08,98,235
1912-13 -	8,13,115		76,70,577		4,35,189	34,851	89,51,732
1913-14 -	7,65,363		65,95,706		4,14,745	73,72,191 (a)	1,51,48,205
1914-15 -	7,63,397		78,80,361		4,25,552	7,26,108 (b)	97,95,318
1915-16 -	7,50,051		87,58,900		5,03,464	71,44,034 (c)	1,71,56,439
1916-17 -	7,84,543		91,17,823		6,97,604	30,79,085 (d)	1,36,79,055
1917-18 -	8,06,746		1,31,51,866 (e)		7,86,838	18,79,647	1,66,26,597
1918-19 -	10,22,502		1,33,31,658 (f)		8,33,518	44,27,248	1,96,14,926

See note at foot of Table in Appendix to Section I

NOTE.—This table gives the details which make up the total charges entered in table below. They are for the official year and therefore do not correspond with the figures in the table in Appendix to Section I, which are for the opium year.

- (a) Includes Rs 73,36,902 on account of purchase of Malwa opium  
 (b) Includes Rs 6,99,096 on account of purchase of Malwa and Baroda opium  
 (c) Includes Rs 71,11,845 on account of purchase of Malwa and Baroda opium  
 (d) Includes Rs 30,42,579 on account of purchase of Malwa opium  
 (e) Includes Rs 10,74,890 on account of payments for special cultivation in Malwa  
 (f) Includes Rs 12,72,892 on account of payments for special cultivation in Malwa.

**Receipts, Charges and Net Revenue (in rupees) on account of Opium in Bengal and Bombay, from 1870-71 to 1918-19.**

No. 12 in Statistics of British India.

Year	RECEIPTS			CHARGES			NET REVENUE		
	Bengal	Bombay	Total	Bengal	Bombay	Total	Bengal	Bombay	Total
1870-71	5,84,42,640	2,40,11,950	8,01,54,590	2,01,19,390	24,860	2,01,44,250	3,88,23,250	2,39,87,000	6,03,10,240
1875-76	5,92,19,280	2,54,94,970	8,47,14,250	2,21,67,580	18,070	2,21,85,650	3,70,51,700	2,54,76,900	6,25,28,600
1880-81	7,95,36,780	2,82,63,750	10,48,00,510	2,02,68,400	19,170	2,02,87,570	5,92,68,460	2,52,44,580	8,46,12,940
1885-86	6,49,06,190	2,46,18,960	8,94,25,150	3,05,36,220	40,520	3,05,76,740	3,48,69,970	2,44,78,440	5,89,44,410
1890-91	6,12,50,950	1,75,40,870	7,87,91,820	2,17,71,330	36,640	2,18,07,970	3,94,79,020	1,75,04,240	6,69,63,850
1895-96	5,46,42,250	1,65,96,970	7,12,39,220	2,63,50,750	38,600	2,66,89,410	3,99,91,500	1,65,54,310	5,06,40,810
1900-01	6,39,07,138	1,25,06,465	7,65,58,683	2,97,50,347	37,777	2,97,88,124	3,72,16,791	1,29,28,718	4,07,45,509
1905-06	7,34,70,185	85,61,499	8,20,31,684	2,84,43,385	43,281	2,84,86,666	4,51,26,860	85,18,218	5,30,45,078
1906-07	7,66,01,160	83,08,822	8,49,07,922	2,86,48,628	50,544	2,86,99,172	4,79,52,272	82,50,278	5,02,68,550
1907-08	6,99,29,346	93,48,440	7,96,74,786	2,49,92,207	49,044	2,50,41,251	4,43,37,139	92,98,036	5,36,53,175
1908-09	6,73,29,749	2,10,42,075	8,82,71,824	1,84,93,502	47,818	1,85,41,320	4,87,36,247	2,09,94,257	6,97,30,504
1909-10	7,21,02,459	1,09,17,796	8,30,20,245	1,66,02,684	49,638	1,66,52,322	5,54,99,775	1,08,64,148	6,63,67,923
1910-11	11,26,48,921	1,90,502	11,28,20,423	1,88,56,739	43,120	1,88,99,859	9,39,82,192	1,47,382	9,41,20,574
1911-12	7,89,46,552	1,04,72,618	8,94,19,170	(a) 1,08,98,235	43,541	1,09,41,776	6,80,48,317	1,04,29,077	7,84,77,494
1912-13	5,47,11,876	2,21,56,997	7,68,68,873	89,54,732	62,197	89,95,929	4,57,58,144	2,21,14,800	6,78,72,944
1913-14	2,39,33,279	4,38,899	2,43,78,178	1,51,48,205	38,495	1,51,86,600	87,85,074	4,01,504	91,86,678
1914-15	2,35,80,873	2,901	2,35,83,774	97,95,318	16,013	98,11,331	1,37,85,055	-13,112	1,87,71,943
1915-16	2,86,09,468	3,304	2,87,02,712	1,71,56,439	8,532	1,71,64,971	1,15,42,969	-3,224	1,13,47,741
1916-17	4,78,97,839	2,244	4,74,00,073	1,36,79,055	(b) 6,856	1,36,85,911	3,37,18,784	-4,622	2,37,14,162
1917-18	4,61,80,315	3,223	4,61,83,538	1,68,26,597	(b) 5,124	1,68,31,729	2,93,53,718	-1,919	2,95,51,709
1918-19	4,93,34,783	1,887	4,93,36,670	1,96,14,926	(b) 1,347	1,96,16,273	2,97,19,857	1,160	2,97,19,397

NOTE.—The receipts in Bengal include the cost price of opium manufactured for the Excise Department, namely, the figures in the last column of the next table and the corresponding figures for preceding years. There was, however, one exception in 1871-72, when the cost price Rs. 15,49,060 was, by special arrangement, credited to Excise revenue.

- (a) Includes Rs 29,535, being the allowances of a delegate to the International Opium Conference at Hague, and miscellaneous expenditure  
 (b) Represents the figures for "India General" only

## SECTION IV.—Opium Consumption in Burma.

In Burma, as in China and the Malay Peninsula, opium is smoked and not eaten. Consumption is permitted only to non-Burmans, and to a limited number of Burmese specially registered as opium consumers in Lower Burma. In Upper Burma the sale or possession of opium by Burmese, except for medical purposes, was absolutely prohibited on the annexation of the country in 1886<sup>1</sup>. It was accepted in 1893, after much discussion,<sup>2</sup> that the consumption of opium was specially harmful to people of the Burman race, and from January 1894 it was made penal for Burmans who had not registered themselves as habitual consumers to possess or consume opium. Further, the taxation of opium in that province was about twice as heavy as in other provinces where the taxation is highest. These several restrictions resulted in a large increase in smuggling and illicit consumption in Burma, and it was decided in 1900 to revise the arrangements. The steps proposed and sanctioned were (1) to increase the number of licensed opium shops in Lower Burma, (2) to grant licences for the sale of opium to selected candidates instead of putting them up to auction, (3) to re-open temporarily the lists of registered Burman consumers for the addition of actual consumers who were over 25 years of age in 1893, (4) to organise further efforts against opium smuggling through the agency of the preventive staff and the police. These measures were brought into effect in April 1902.

The result of their working was of a mixed character. Under the 1894 arrangement 11,600 smokers were registered, to these 20,000 were added in 1900. In the last year of the old system 25,000 seers of Government opium were consumed in Lower Burma, and the opium receipts were about Rs 2,000,000. In 1901-05 the receipts were Rs. 4,600,000, and the consumption 70,000 seers. The Government of Burma considered that this merely indicated the supplanting of contraband opium by Government opium, and that the total consumption had not materially increased. Some officers considered that the new system contributed to the spread of opium eating, and others that the special policy of prohibition in respect of non-registered Burmans had not been effective from the first, and that the new system had finally destroyed it. The Secretary of State then suggested stricter regulations, while agreeing that the experiment should be continued a little longer before a final opinion was come to.

The rules were finally recast and made more stringent in 1910, while amendments of the law, made in the preceding year, gave increased powers in the matter of dealing with persons suspected of unlawfully trafficking in opium and as regards arresting and searching for the drug. The stock price to consumers is fixed at a uniformly high figure, except at a few shops in places where it would be easy to obtain smuggled opium at a lower rate. By the end of 1911-12 the numbers of Burmans registered as smokers had fallen to 14,049. With the extinction of these there will be absolute prohibition of opium to Burmans, except for medical purposes, in the whole of Burma.

The latest information available on this subject is contained in pages 4 to 6 of the Government of India Despatch No 285 of 1911, dated the 23rd November, which is printed as Appendix to Part III, Section I, of this paper. In that Despatch the Government of India recapitulated the information given above, and added that, although the control exercised over sales of opium in Burma to non-Burmans was already so strict that it practically fulfilled the purpose of registration, they considered that, at the time of their letter, it would be unwise and impracticable to attempt complete prohibition. The Government of Burma were, however, to be asked at the same time as the other provincial Governments to undertake legislation against opium-smoking dens and to reduce the limit of private possession of smoking preparations.

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For recent  
Burmese Act  
see 1911 21

<sup>1</sup> For earlier history, see R R C, Vol. 7, 73-82. Moral and Material Progress of India 1901-02, p 176

<sup>2</sup> For general discussion of question of opium in Burma, see R R C, Vol 7, 82-92. For discussion of system introduced in 1894, see R R C, Vol. 2, 463-456, and G of I Desp 289 of 1911

## PART II

## SECTION I.—History of the China Trade to 1857.

R R C, Vol 7,  
p 29

The first reference to the manufacture of opium in China occurs in the 15th century, the knowledge of the drug having no doubt been introduced to the Chinese, as to the Indians, by the Arabs. When, at the beginning of the 16th century, the Portuguese first entered the China Seas, they found opium an important article of the trade carried on by Indian and Arab merchants. The supply was composed of Egyptian, Arabian and Indian opium, but chiefly Indian, most of which was exported from the Bombay coast, though some came from Madras and Bengal. British trade with China may be said to have begun in 1637.

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and 11

During the 17th century, Dutch, French, English and Danish merchants purchased Bengal opium from the Mughal Government for export, and when in the early part of the 18th century the Mughal monopoly fell into disuse, the Europeans drew their supplies from the ring of native merchants at Patna.

Vol 7, p 11

The establishment of a monopoly in Bengal opium by the East India Company has already been discussed. In 1775 it was decided that the monopoly should be a revenue measure for the benefit of India, and that all opium delivered at Calcutta, apart from a fixed number of chests disposed of to the Dutch, French and Danish Companies, should be sold at auction for export only.

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Import duties on opium are entered in the Chinese trade tariffs of the years 1589, 1615 and 1687, and in the Hoppe book of 1753. According to the historical note compiled by Dr. Edkins, of the Chinese Customs Service, in 1889, and printed as Appendix II to the Minutes of Evidence published with the first Report of the Royal Commission, dated 30th December 1893, a Chinese author writes that "In the Ming dynasty, 1360-1644, the pill called golden elixir came into use and was found to be 'very deleterious if much was taken.'" But it was not until the practice of smoking opium began to spread throughout China that Indian opium began to be imported in large quantities.<sup>1</sup> Tobacco was imported into China from the Philippines in 1620, and early in the 18th century the Chinese had progressed from the Javan and Formosan habit of smoking opium impregnated tobacco to smoking opium itself. The habit spread from China to the Shan States of Burma, and cultivation in China itself began to increase rapidly in the West.

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Note

In 1729 a severe Imperial edict was issued against opium smoking, and from that time onwards raw opium from India was often illegally seized as contraband, though it was in fact free to be imported as foreign medicine.<sup>2</sup> More usually it was passed by the Canton Mandarins on payment of a bribe, and as the same procedure continued when the Emperor began to prohibit import, it is not surprising that the foreign merchants failed to be impressed by the reforming intentions of the Chinese Government, and indulged in smuggling on such a scale as to precipitate the war that was bound to occur sooner or later in view of the intense dislike of the Chinese for foreigners. The position of the trade was, however, sufficiently dubious for the East India Company to censure Hastings for sending an opium cargo on the Company's account to China in 1781, and on this occasion the Canton supercargoes had difficulty in disposing of the opium, as its importation was strongly prohibited.

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By 1790 opium smoking had reached Peking, and the China demand had become so great that foreign merchants had hit on the device of paying for their purchases in opium, a ready form of coinage. As the demand went on increasing the balance of trade turned against China, and silver began to flow out of the country. The Imperial Government, being staunch believers in the bullion theory, only just then abandoned in Europe, viewed this state of affairs with alarm, and action against opium immediately suggested itself. According to Sir J Lyall, an edict was issued in 1796, prohibiting import of opium, and referring to the drain of silver as the reason, and at the same time export of silver was prohibited. Sir R. M. Dane printed a prohibitory edict of 1799, which makes no reference to silver, but shows plainly that the Imperial Government was desirous, if no more than piously, of stopping the spread of the smoking habit. The East India Company at once forbade any opium to be carried on their ships, though they imposed no conditions regarding the cargoes of private traders, to whom they gave licences for the China trade. The

<sup>1</sup> Medhurst estimates Bombay export prior to 1767 at 200 chests, but this was probably much under the mark.

<sup>2</sup> R M. Dane explains that opium had been excluded from the list of goods in which barter was allowed, and as the Chinese were not allowed to pay in silver, it was therefore contraband.

difficulty in dealing with China over the opium question has always been that most of the Chinese Government's edicts are not intended to be enforced, and when they are so intended, administrative corruption and popular habit have nullified them. It is never possible to ascertain whether intentional dishonesty or mere incompetence is in the ascendant at any given moment.

The trade continued to flourish and increase, and in 1816 the Chinese Government decided to hold the local merchants personally responsible for enforcing the prohibition. To protect themselves, the merchants proposed to demand a written engagement from all captains of vessels in the China trade, to the effect that they would not carry opium. The Select Committee of the East India Company forbade the signature of any such undertakings, but they were subsequently overruled by the Directors at home. In their defence of the action they had taken, the Committee stated "that the officers of Government (the Chinese Government) are never sincere in their declared intentions of suppressing illicit traffic, more particularly the trade in opium, as it is considered one of the principal advantages of their situations. While it remains notorious that the Imperial edicts for the prevention of this trade are annually issued by China with one hand while large bribes are received by the other, it can never be imagined that any new regulations are framed with a view to the injury of such a trade, or that they for one moment consider the moral habits and welfare of the people." In view of the small esteem in which the Chinese at that time held the power of European nations, it is not likely that they were then deterred by fear from vigorously enforcing the ban against opium. Some prohibitive action was, however, taken. The Portuguese were compelled to exclude English merchants from Macao, the opium store centre, and a successful attempt was made to prevent opium carriers from unloading at Whampoa, the port of Canton. These measures, which so impressed the Company's Select Committee that they were of opinion the trade would be suppressed, were undoubtedly the result of a desire to restrain the export of silver, as is shown by an edict of the 19th April 1822. The chief result, however, was the storage of opium in heavily armed depôt ships at Lintun in the mouth of the Canton river, and the flaming by the Mandarins of a regular scale of bribes. So great was the demand becoming, that the limited supply available in 1820-22 fetched the amazing prices of Rs. 3,000 and Rs. 4,000 per chest. The small supply, probably about 10,000 chests, was due to the fact that in these years the Malwa cultivation was still suffering from the effects of the third Maratha war, part of the Malwa trade was in the hands of the Company, and the Company's own output was restricted to a small amount of high quality.

By 1830 cultivation in China had become extensive in at least three provinces, and the close of the East India Company's monopoly of the China trade in 1834 gave a great impulse to the trade in opium as well as in other goods. Further, the decontrol of the Malwa trade and the decision to increase the quantity and lessen the price of the Bengal drug made a much larger supply of Indian opium available. In the period 1830-35 the average exports of Bengal and Malwa combined averaged something between 20,000 and 25,000 chests a year, and the period 1834-36 to 1843-44 showed an average annual export from India of about 34,000 chests. In 1847-48 the figure had risen to 46,000 chests, two-thirds of which was Bengal, and for the three years 1852-55 the average figure was 73,000 chests. After this date there was little change for 33 years, Chinese-produced opium having begun to catch up with the demand and beginning to compete with Malwa, far inferior to the Government Bengal opium, which formed the vintage brand for the rich Chumaman. Indeed, it is probable that Chinese competition would by itself have eventually killed the Malwa export trade. In addition to cultivation in China, the Indian export was kept down after 1855 by the facts that the high transit duty tended to depress the cultivation of Malwa, that the Government of India responded to the pressure of anti-opium opinion to the extent of continuously restricting Bengal cultivation, and that the slow rise of the fixed price paid to the cultivator made opium a much less profitable crop than previously, and other crops, rising rapidly in value since 1869, began seriously to compete with it.

It is interesting to note that in 1830 and 1833 a Select Committee of the House of Commons examined the subject of the East India Company's China trade, affirming in 1830 that the prohibition edicts were disregarded by the Chinese people, and in 1832 approving the Indian revenue from the export of opium.

In 1834 another prohibition edict was issued, and was followed by further extension of the smuggling trade, in which the Chinese smugglers were now assisted by European desperadoes.

In 1836 a memorial to the Emperor from the Vice-President of the Chinese Sacrificial Court begged that the trade might be legalised on a foundation of barter, as notwithstanding the fact that opium smokers were liable to be punished with transportation and death, the practice had spread through the whole Empire, and the rise in the value of silver owing to its export in exchange for opium had disorganised the salt trade, the merchants selling salt for "cash" and paying the Government duties in silver. The memorial was concurred in by other high officials, who also suggested that the foreign opium should be combated by relaxation of the prohibition of cultivation in China. They were clearly more concerned for silver than for morals. In fact, as Captain Elliot (the British representative) pointed out, the Chinese were far more anxious about the coast missions and the dissemination of tracts than about opium as such. Not all of them, however, regarded opium so lightly. One member of the Inner Council (Choo Tsun) objected to the proposals on the ground of "the wide-spreading and baneful influence of opium." It was the existence in China of a few idealists such as he that eventually led to a change in the British attitude towards the trade.

Choo Tsun had stated that Yunnan alone produced annually several thousand chests of opium, but that passed unheeded. The silver crisis had become acute, and the arrogance of the foreigners, now free traders not under the influence of an obsequious Company, was becoming intolerable. They demanded diplomatic relations, contrary to "custom"; they were outside the law, except as regards homicide; their missionaries claimed to protect converts, and were an offence; they brought foreign women to Canton, employed native servants, and rode in sedan chairs. War was inevitable, and as opium formed three-fifths of the imports, it was bound to occur over opium. A strong prohibition edict was issued in 1837, and in 1839 a strong Viceroy was sent to Canton. He seized the British representative and the Canton merchants, confiscated and burnt 20,283 chests of opium which Capt. Elliot had collected and surrendered in order to save the lives of the Europeans, and in spite of Elliot's proposals for a complete abandonment of the opium trade, let loose war junks on British vessels. China had decided to teach the foreigner his place. Britain declared war in 1840.

The history given above should prove that the war was not undertaken to force opium on China, and a few sentences from Palmerston's instructions to the British representatives at the peace negotiations of 1841 show that the result of the war was not to compel China to take Indian opium: ". . . You will state that the admission of opium into China as an article of legal trade is not one of the demands which you have been instructed to make. . . . It is evident that no exertions of the Chinese authorities can put down the trade. . . . It is equally clear that it is wholly out of the power of the British Government to prevent opium from being carried to China, because, even if none were grown in any part of the British territories, plenty of it would be produced in other countries." It was, therefore, suggested that the trade should be legalised. In fact, opium was not mentioned in the Nankin Treaty, and remained a prohibited and flourishing business.

## SECTION II.—Legal Trade to China, 1857-1907.

The war of 1857 had no connection with opium, but when at the Treaty of Tientsin in 1858 a new tariff was drawn up, the Chinese voluntarily legalised the trade by entering opium in the tariff at an import duty of 30 taels per picul or chest, double that on other articles, and subject to local transit duty in addition. The following extracts make the responsibility for the legalisation quite clear. Mr. Long, the Chinese Secretary to Lord Elgin's Mission, wrote to the *Times* on the 22nd October 1880: "When I came to opium, I enquired what course they proposed to take in respect to it. The answer was: 'We have resolved to put it into the tariff as foreign medicine.' I urged a moderate duty in view of the cost of collection, which was agreed to. This represents, with strict economy, the amount of 'extortion' resorted to. The Chinese Government admitted opium as a legal article of import, not under constraint, but of their own free will deliberately." Mr. Long's statement was confirmed by Mr. Laurence Oliphant, Secretary to Elgin's Mission, in a letter to the *Times* on the 25th of the same month. The latter further stated: "When we came to the article 'opium,' I informed the Commissioner that I had received instructions from Lord Elgin not to insist on the insertion of the drug in the tariff, should the Chinese Government wish to omit it."

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Strachey,  
p. 148

In 1885 an additional Article to the Chefoo Convention consolidated the import and transit duties into a lump sum of 110 taels per chest, payable before the opium went out of bond, with the further stipulation that foreign opium should not be subject to any taxation that was not levied on native opium.

In the negotiations preceding the Chefoo Convention, it had become clear that the Chinese Government had ceased to wish to prohibit import of opium, and had discovered the possibilities of an opium revenue. They plainly said that opium smoking could not now be eradicated, a statement fully borne out by the *présis* of Consul reports from 1877 to 1881, annexed to the Government of India Despatch of the 19th December 1881, and by the observations of Vice-Consul Spence regarding cultivation in South-West China in 1882. Spence considered the arguments of the Anti-Opium Society regarding opium cultivation in China, the attitude of the Imperial Government, and the effect of opium smoking to be "absolutely untrue," and for the following reasons. The cultivation of poppy was carried on in nearly every district of Szechuan. In country hamlets almost every second house was an opium shop, and in the whole region Indian opium was unknown. In face of this, the people were healthy, well housed, well fed and well clad, though probably six-tenths of the adult male population were opium smokers. The opium produced was of inferior quality, consisting of as much as 30 per cent of foreign matter, and varied in price from 11 to 16 taels per 100 ozs. Yunnan opium fetched from 15 to 22 taels per 100 ozs., and the best native grown opium from Shensi and the North-West was worth 30 taels per 100 ozs. The whole production of Szechuan, Yunnan, Kueichow and South-West Hupei, Ichang Fu and Shih Nan Fu, came to 224,000 piculs, or 29,866,666 lbs., from 850,000 acres. This was 2½ times the whole Indian import into China. In view of the present conditions in China, and the recent recorded prices of the native drug, it looks as if, by depriving China of Bengal opium, we have prohibited champagne but not affected gin. By 1905 one Chinese province showed a production two or three times the total Indian imports, and for many years before the stoppage of export in 1914 Malwa opium was suffering heavily from the competition of the China crop. Spence added that Shensi was producing top grade opium in the very year that the Governor was reporting that he had uprooted the poppy everywhere in his jurisdiction. He concluded his report with the following accurately prophetic remarks:—

G of I Desp  
R & C, Vol 2,  
pp 383 and  
388

R & S 2776/05.

"The ordinary Chinese opium smoker is no more a victim to opium than a navy to his daily quait, and such part of the general flow of sympathy in England as is given to him might well be retained at home for a worthier object. Again, if it be remembered that a great extent of the province of Szechuan is under opium cultivation, that the industry is now a livelihood to countless families, that its product is deemed by millions to be essential to their daily happiness, the difficulty of putting down cultivation by force is apparent. The right of the people to grow and smoke opium has been for years unquestioned by their officials, to compel them to surrender the right now, would be to provoke a rebellion. Even if the Government were willing to incur this risk, and determined *coûte que coûte* to be rid of opium, which it would be at present nonsensical to affirm, success would require a vigorous executive, free from venality and opium smoking, having under its orders armies of constables equally free from these faults. But China has no such executive and no such armies. Of the local official class, their attendants, hangers-on, and constables, it may truly be said that if there is one quality more conspicuous than their venality, it is their love of opium smoking. Even were the prospect of a *bonâ fide* effort not a chimera, its success would be impossible.

"What, under the circumstances, would be the practical effect of the rigorous prohibition of opium cultivation in India, and the attempted exclusion by China of foreign opium, it is easy to see. Its effect on opium smoking in Yunnan, Kueichow, Szechuan, Kansuh, Shensi and Western Hupei, where Indian and foreign opium are all but unknown, would be *nil*. Amongst the poor smokers in the East, who now use the native drug, its effect would be equally *nil*. Many who now use Indian opium would take to native, and one effect would be to give a great stimulus to production in the West. But well-to-do smokers in the East and seaboard provinces, amongst whom I include all who at present spend 10*l* a day on Indian opium, would everywhere seek for a high-class smuggled opium. Smuggling would be organised all along the coast, Chinese desperadoes would find willing associates in running foreign opium into the country in European and American adventures, the Maritime Customs service would have to become an armed force, quiet seaports



would be turned into bells of disorder, and international relations between China and foreign Powers be embittered to an intolerable degree. The opium which could not be grown in India would come in part from Turkey and Persia, new fields for its growth would be opened up in Mozambique and similar latitudes in Africa; and the profits of the trade, instead of passing, as they do now, to the support of our beneficent rule and civilisation in India, would become the incentive to, and the reward of, lawlessness, disorder, and crime."

Little trouble was experienced with the opium trade after 1855, though the Chinese succeeded in raising additional revenue from imported opium by levying provincial taxes, which applied nominally to both native and foreign opium, but were in practice effective only in the case of the latter.

The Mackay Treaty of Commerce (1902) left the opium arrangements under the Chefoo Convention unaltered, the Chinese expressing no wish for any change. Subsequently a Chinese suggestion that, in view of the depreciation of silver, the consolidated import and transit duties should be raised to 220 taels, was repudiated.

The Chinese Government was coming to the conclusion that there was much money to be made out of opium, and after 1901 schemes began to be put forward for an opium monopoly. German financiers offered high terms for a concession of this kind, and in 1904 Sir E. Satow was approached concerning a scheme by which the Chinese Government proposed to take over the complete control of opium, native and foreign, and to contract for a fixed quantity of Indian opium at an agreed price, the export to China by private merchants being forbidden. Nothing came of this, but it is of interest in view of the arrangements subsequently entered into by the Government of India for direct sales to various other countries.

Prior to 1907 the attitude assumed towards China by the Secretary of State and the Government of India was based on two principles. First, the declaration in Parliament of Sir J. Ferguson on 10th April 1891, that "if the Chinese Government thought proper to raise the duty on opium to a prohibitive extent, or to shut out the article altogether, this country would not expend *li* on powder and shot, or lose the life of a soldier in an attempt to force the opium trade on the Chinese," and on Mr. Gladstone's statement of the 30th June 1893, that "we have left that matter to China herself . . . The opium which we allow to be exported . . . is sent to that country to be received by China if she chooses to receive it", secondly, on the principle that we were entitled to expect that China would not place Indian opium at any further disadvantage compared with native or foreign opium. We did not then consider that it was in any way our duty to establish a preventive service for a nation incapable of protecting itself, or to sacrifice our trade to other flags for the sake of clean hands, or to injure Indian revenue by assisting China in a policy she was incompetent to carry out.

### SECTION III.—The End of the China Trade.

In Section I. (c) of their findings, the Royal Commission of 1893-5 stated that, in their opinion, it was not found that satisfactory reasons existed for unsolicited action by the British Government for the destruction of the trade in Indian opium with China, and they agreed in not recommending any action that would have that effect. If at any future time the Chinese Government declared a wish to prohibit import, however, they thought that the question would be changed and should be reconsidered.

The question changed in 1906, when, for the first time since 1858, the Government of China decided to prohibit the cultivation and consumption of opium. The news was conveyed in a telegram, dated the 20th September 1906, from Sir J. Jordan, at Peking.—"The framing of measures for the strict prohibition of the cultivation and consumption of opium has been ordered by Decree published to-day, which commands that within a period of 10 years the complete eradication of the evils arising from native and foreign opium shall be effected."

It is a difficult question to say whether the movement thus begun against Indian opium was engineered throughout by a Chinese group anxious only to get rid of foreign opium and substitute the native drug. Sir John Jordan, an observer of Chinese affairs for 30 years, is strongly against this view, and is supported by

1306/02.  
2026/04

2243/04

2972/04

White Paper,  
China, No 1  
(1906)

Sir R. M. Dane. The question does not, however, affect the issue, for in view of the development of the international conscience since the palmy days of the opium trade, the mere expression by the Chinese of a desire to eradicate the opium habit was sufficient to doom the Indian trade. We could no longer adopt the attitude shown in Mr Gladstone's speech of 1893. In future, if China could not keep Indian opium out, it would be our duty to stop the flow at its source, whether opium was grown in China or not. In this matter the Government of India have not always willingly followed the trend of international opinion. They have at times betrayed a tendency to cling to as much as possible of the opium revenue, and their farsightedness in perceiving that, whatever drastic measures might be taken for the temporary suppression of opium cultivation in China, the end would be greater cultivation than ever, led them at various times to attempt to place a stricter interpretation on the Chinese side of the opium bargain than it was possible to maintain.

See telegram from Viceroy, dated 6th June 1912 (R & S 1673/12)

Whatever the real causes of the anti-opium movement in China, and however badly that movement has failed, it is undoubtedly true that both the Imperial Government in 1906 and the young China party in the best days of the Republic were earnest in their desire to suppress the importation, cultivation and use of opium, and when the British Government were approached by China at the end of 1906 with a view to the reduction and ultimate extinction of the Indian import, there were no two courses open.

White Paper, China, No 1 (1908), p 3

The result was the conclusion of an agreement at the beginning of 1908, by which, with effect from the 1st January 1908, the Government of India undertook to diminish the total amount of opium exported to all destinations by 5,100 chests a year for a period of three years, which it was expected would indirectly diminish the amount imported into China; and if the Chinese fulfilled their share of the agreement to reduce cultivation in China to a similar extent, they further agreed to continue annual reductions of 5,100 chests until the total export reached the figure of 16,000 chests. Over the five years period 1901-05 the average annual export to all countries was 67,000 chests, of which China took 51,000, and the limitation began with a total export of 61,900 chests in 1908. It may be noted in passing that the difficulty presented by the Malwa trade was overcome by a decision to throw the greater part of the burden of reduction upon the Bengal monopoly. The situation was further eased by the fact that owing to bad seasons and the importation of the native Chinese drug cultivation had for a long time been declining in the Native States. The net result was a very great diminution in Indian cultivation.

R & S 705/07, 241/08

2646/09

Mr Leach, Councillor to the Peking Legation, reporting to Sir J Jordan in November 1907, stated that the appreciable amount of success obtained up to that date by the Chinese Government in their "stupendous task of attempting by legislation to eradicate a national and popular vice in a country whose population is generally estimated at 400,000,000" showed that the task could be fulfilled, and that the Chinese people in general considered opium smoking a vice. In a further report, transmitted to London by Sir J Jordan in June 1908, Mr. Leach remarked that since his previous report the chief feature of the situation had been the continued energy of the Central Government and the growing apathy of provincial officials, but he produced gratifying evidence of a reduction in cultivation from many provinces. In November 1908 Sir Alexander Hosie reported that there was no question as to the continued sincerity and zeal of the Central Government, which was backed by public opinion and a young but growing patriotism, and Sir J Jordan agreed that, "considering the magnitude of the task, the success which has so far attended the movement is as great as could reasonably be expected." In October 1909 Mr Max Muller, Councillor to the Peking Legation, reported that distinct progress had been made, especially in Shansi and Yunnan, and considered that the great test would arise in the case of Szechuan, the chief opium province, where sowing in the autumn of 1909 had been prohibited. In April 1910 it was reported that cultivation in Szechuan had been greatly checked, and it was then arranged for Sir Alexander Hosie to make an extensive tour of inspection during the 1910 season. In March 1911 Sir A. Hosie reported that cultivation had been suppressed in Szechuan "for the present", that there had been a reduction of 75 per cent. in the production of Yunnan, where raw opium had risen to six times its value in 1907, that in Kansu production had increased in some districts and had been energetically diminished in others; that very little decrease had been effected in Shensi, but that cultivation had been entirely suppressed in Shansi.

White Paper, China, No 1 (1908), p 31

No 2 (1908)

No 1 (1909)

No 3 (1909)

R & S 783/10

R & S 1101/10 Negotiations were begun at Peking in the latter half of 1910 for a continuance of the 1907 arrangement, the Government of India agreeing that there was sufficient general evidence that cultivation had been substantially reduced in China to warrant their waiving statistical proof. They now proposed to continue the existing arrangement for a further probationary period of three years, and were prepared to go step by step with the progress of internal reform in China. They considered, however, that so long as cultivation continued in China the Indian trade should be fairly treated, and desired guarantees that the interference which had begun to take place with the disposal of Indian opium in China should cease. But the time was not one for insisting on the rights of India. The Chinese Government, intoxicated with the partial success already attained, supported by the action of the United States of America representative at the Shanghai Opium Commission, who had tried to bring the opium treaties within the scope of the Commission, and had proposed an International Conference at the Hague, and influenced by an "irresponsible and ill-informed agitation," came to the conclusion that they could stop cultivation long before 1917. Sir J. Jordan considered this highly improbable, even if the greatest cruelty were exercised, and it is not unlikely that the Chinese attitude was due to the machinations of the opium monopoly group, anxious to see the end of foreign importations.

2160/10

2589/12

926/11

2927/10

The result was that the Chinese adopted an attitude of desiring to terminate the Indian trade out of hand, a position very difficult to assail in view of international anti-opium opinion. The negotiations dragged on until December 1910, were broken off, and resumed again in January 1911. Finally, an agreement was drawn up and signed on the 8th May 1911. The Government of India had given way all along the line. They had hoped to secure a seven years' agreement, guaranteeing the continuance of the trade in diminishing volume till 1917, and protection from provincial exactions, in return they were prepared to pay a higher import duty, to earmark the Chinese portion of their opium exports, and to agree to the exclusion by Chinese after a certain date of other than certified opium. By the new agreement they were compelled to agree (1) to pay an import duty three times the existing amount in return for the promised abolition of provincial taxes, (2) to agree to partial closure of China to Indian opium by provinces, including not only stoppage of transit passes, but also treaty port closure, Shanghai and Canton excepted; (3) to the total extinction of trade before 1917 on proof of total cessation of opium production in China; and (4) to revision of the agreement on due notice by either party. In addition, at the end of 1910 the Government of India had introduced the practice of earmarking chests for China, in anticipation of the agreement, and China had taken advantage of this by holding to ransom opium stocks at the treaty ports, with the result that the Government of India were compelled to redeem them by a further reduction in the agreed limits of export of certified opium.

Sir J. Jordan  
in R & S  
1479/12

1673/12

4240/12

This agreement, concluded "with the greatest difficulty" in the face of a strong anti-opium movement in China, was, as a matter of fact, the end of the China trade. The partial closure by provinces, the obstructive action by Chinese officials, and the desire of the opium merchants to hold back their stocks for top prices, led to an accumulation of 30,000 chests at Shanghai in 1912, in spite of the Government of India's action in 1911 of temporarily limiting their non-China exports to 9,000 chests to relieve the congestion. Sir J. Jordan's proposals that the Indian export should cease in 1912 were rejected by the Government of India, but they were eventually compelled to bow to the seriousness of the position, and in April 1913 stopped export to China, which has never been resumed.

1451/11

1764/11.

3357/11.

In addition to the limit to the China trade imposed by the agreement, Sir J. Jordan proposed, and the Secretary of State agreed, that in order to lessen the danger of smuggling into China, the remainder of the Indian exports should be strictly confined to the legitimate demands of the non-China markets. The figure arrived at for these markets in 1907, based merely on the export figures, had been 16,000 chests, but much of this had been diverted to China to swell the existing stocks there. The figure now come to by the Government of India was 14,000 chests, based on the figures for 1905-09. In a Despatch dated the 23rd November 1911, preparing their brief for the Hague Convention, the Government of India commented on their sacrifices in the cause of China. "With most of the other countries . . . represented at Shanghai, their sympathy . . . could not mean more than an attitude of mind, a benevolent impulse. With India it has meant an active help and co-operation which will involve this country in large and permanent financial loss. . . . Finally, "and quite independently of the Peking Agreement, we have voluntarily reduced

"our exports for our extra-China markets by 2,000 chests in the current year, not because we believe that the genuine demand for our opium in these markets has diminished, but because we desire to help China, in the only way in our power, against smuggling from other countries under the stimulus of the enormously high prices prevailing within her borders. A further reduction of 800 chests will take place next year, so that, instead of selling 16,000 chests, as was our wont, for the markets outside China, we shall in 1912 sell only 13,200 chests. In round figures the China opium trade yielded 2½ millions. All of this will be lost to us in the next few years, as well as the revenue accruing from that part of our exports to our non-China markets which we have sacrificed as an unsolicited and indirect contribution to China's success."

The question of the opium stocks at Shanghai, which in 1913 compelled the Government of India to suspend export, lingered on until the end of 1918. They were, in fact, the crux of the situation for several years, and the dealings between the opium merchants and the Chinese authorities, latterly more anxious to raise money by an opium monopoly than to suppress the drug, form one of the most discreditable episodes in the history of the opium question. At the last, joint British and American representations deterred the Republic from carrying out their intention, and it was eventually decided to burn the remaining stocks, then amounting to about 1,100 chests only. There are a mass of papers on this aspect of the question, extending from 1911 to 1918, but its history is well summarised in minutes on R and S 2340/18 and R. and S. 1115/19.

**APPENDIX.—Imports (less Re-Exports) of each description of Opium (in piculs) into the Treaty Ports of China, from 1870 to 1918 (as far as available from the Returns of Trade and Trade Reports of China).**

No. 25 in Statistics of British India

Year	NORTHERN PORTS				YANGTZE PORTS (a)					CENTRAL PORTS (b)				Total	
	Malwa	Patna	Benares	Other Sorts	Malwa	Patna	Benares	Other Sorts	TOTAL	Shanghai	Patna	Benares	Other Sorts		
1870	12,754	194	557	239	13,744	16,496	1,070	180	53	17,754	1,363	7,730	2,584	14	11,641
1875	7,407	204	96	30	7,737	22,345	1,791	638	62	24,892	1,280	6,332	2,477	17	10,609
1880	5,755	63	367	623	6,807	20,770	1,397	2,157	902	22,266	1,274	6,371	5,612	189	13,396
1885	2,313	123	155	1	2,622	23,096	943	1,258	11	25,308	1,363	5,616	4,242	33	11,274
1890	1,658	174	191	1	2,024	15,505	446	1,229	—	16,080	3,200	5,011	8,522	16	17,420
1895	1,404	117	142	12	1,735	14,533	384	16	—	15,046	5,011	5,494	3,831	9	14,025
1900	1,142	200	307	1	1,650	9,390	333	85	—	9,969	7,468	5,744	4,564	—	17,602
1905	188	126	373	—	690	6,152	1,000	17	—	7,169	5,783	7,808	5,244	17	18,852
1906	229	198	577	—	994	6,274	1,207	10	—	7,151	4,437	8,981	4,670	13	19,101
1907	110	95	323	6	524	8,366	1,107	7	—	9,189	4,936	8,906	5,413	8	18,961
1908	100	94	211	18	423	6,639	572	1	—	7,183	4,478	7,326	4,519	8	16,331
1909	228	157	583	18	986	5,633	427	—	—	6,066	4,259	7,745	4,921	1	16,926
1910	54	42	103	7	206	1,601	326	—	—	4,932	2,893	6,210	3,965	1	13,069
1911	51	6	146	2	205	3,443	335	13	—	3,791	3,583	3,964	4,790	12	11,349
1912	391	7	88	53	539	4,115	83	5	—	4,189	2,745	2,478	2,308	4	7,225
1913	314	2	21	72	409	—	—	—	—	2,959	8,255	543	—	1	9,758
1914	4	—	—	338	342*	—	—	—	—	54	2,454	1,172	521	—	4,147
1915	—	—	—	314	314*	—	—	—	—	287	1,397	856	648	—	2,901
1916	—	—	—	416	416*	—	—	—	—	263	381	115	241	—	737
1917	—	—	—	225	225*	—	—	—	—	161	383	152	110	—	645
1918	—	—	—	333	333*	—	—	—	—	—	—	4	—	—	4

\* Mainly for consumption in the leased territory

(a) Includes figures for Ningpo (a central port) up to 1896

(b) Shows figures for the port of Shanghai only up to 1896

Year	SOUTHERN COAST PORTS (a)					GRAND TOTAL				
	Malwa.	Patna	Bengal	Other Sorts	TOTAL	Malwa.	Patna	Bengal	Other Sorts.	TOTAL
1870 -	3,716	5,480	5,521	1,232	15,890	34,891	14,424	8,742	1,538	59,085
1875 -	9,760	7,546	4,708	1,212	23,186	40,402	16,473	7,972	1,321	66,458
1880 -	5,759	9,391	9,344	3,365	27,849	38,558	17,222	17,480	5,028	78,288
1885 -	6,000	6,847	8,154	4,304	26,065	33,482	13,620	13,609	4,439	65,259
1890 -	8,535	10,293	11,282	4,982	41,082	28,808	25,435	17,284	4,990	76,016
1895 -	5,552	8,537	4,047	2,258	20,390	20,000	14,662	7,716	2,277	51,315
1900 -	4,918	9,787	5,022	489	20,216	22,948	15,864	9,074	401	48,277
1905 -	3,911	13,987	5,657	1,074	25,209	16,094	22,901	11,204	1,601	51,940
1906 -	3,824	15,035	7,232	750	26,841	14,304	25,473	13,475	772	54,084
1907 -	4,291	14,487	5,825	1,479	25,932	17,393	24,144	11,568	1,491	54,596
1908 -	4,508	12,611	6,085	1,247	24,481	15,001	20,903	10,810	1,313	48,423
1909 -	4,036	13,751	6,024	1,138	24,944	14,162	22,080	11,528	1,152	48,922
1910 -	3,044	9,273	4,244	620	17,181	10,057	15,951	8,312	628	36,448
1911 -	2,202	5,531	3,393	1,225	12,412	9,348	9,837	7,342	1,230	27,767
1912 -	2,872	4,697	2,075	24	9,668	10,159	7,215	4,560	81	22,021
1914 -	4,161	2,993	863	8	8,025	10,400	6,250	1,427	81	18,104
1914 -	1,978	793	174	2	2,947	1,400	1,965	595	340	7,190
1915 -	578	274	75	—	907	2,282	1,130	703	314	4,460
1916 -	15	122	6	2	145	659	237	247	418	1,561
1917 -	10	23	9	—	42	554	175	119	225	1,073
1918 -	—	—	—	—	—	—	4	—	33	397

NOTES—(1) All opium imported into China reaches through Hong Kong and Shanghai. But smuggling is extensively carried on between Hong Kong and the adjacent coast above and below Canton and at other Chinese ports, and the reports in the Chinese Customs Accounts state imperfectly the consumption of Indian opium.

(2) The figures under the head "other sorts" denote chiefly Persian and boiled opium. (3) See footnote to table.

(4) Large quantities of Indian opium were annually exported into China. By an agreement between the Indian Government and China, entered into at the end of 1907, the former undertook to reduce the amount of opium exported from India by 5,100 chests per annum, beginning from 1st January 1908, for a period of three years, provided China reduced the production of native opium in the same ratio. Under a further agreement, signed in May 1911 whereby "from the 1st day of January 1911, China shall diminish annually for seven years the production of opium in China in the same proportion as the annual export from India is diminished in accordance with the terms of this agreement until total extinction in 1917" (Article 1)

(a) Includes figures for Wenchow and Hangchow (central ports) up to 1896

#### SECTION IV.—Opium in China after 1911.

While the holding up of stocks at Shanghai led to the sudden termination of the whole China trade, the clearing of China from poppy cultivation went on slowly. In August 1911 Sir J. Jordan agreed to the closure of Szechuan, Shansi and Manchuria against imported opium, and four more provinces followed in September.

Then followed the rebellion in China, Szechuan being among the first provinces to revolt. Poppy began to be grown again everywhere, and references to the recrudescence of cultivation began to abound in the consular reports. Cultivation in Yunnan was reported to be as early as November 1911, in the Cheng Tu district of Szechuan in January 1912, and corroboration regarding the state of affairs in that province was received in February 1912. In May and August the matter was the subject of questions in the House of Commons, and it was then that the new Government's attitude towards the opium question was first given definite shape, a determination to carry out outside of the 1911 agreement irrespective of events in China, in the hope that when a settled Government emerged in China it would take up the work of suppression which had been left by the Manchus.

This view was given some support by Sir J. Jordan in a despatch dated the 18th April 1912, in which he stated that some of the provinces still open to Indian opium were showing the strongest reluctance to accept it, a grave matter in view of the nine million pounds of stock at Shanghai, and that the impatient young men of the Republican party regarded the traffic as an anachronism, and were confident of making short work of the recrudescence of native cultivation as soon as they were firmly in the saddle. In June 1912, however, the situation had not improved, and the efforts of the provincial authorities to hamper the disposal of Indian opium, and their non-interference with native cultivation, led the British Government to the conclusion that the Chinese were aiming at the substitution of the native for the foreign drug, and they threatened to refuse recognition of the Chinese Government unless the state of affairs improved. They did not, however, threaten to cancel the 1911 Agreement, though stating that it was an exercise of restraint on the part of the Government of India not to do so.

A memorandum addressed by Sir J. Jordan to the Wai Chiao Pu on the 31st May 1912 contains references to recrudescence of poppy cultivation in Szechuan, Shansi,

R & S 2248 12.  
2461/11

186/12.  
821/12  
876/12  
1235/12 and  
2417/12

1479/12

1820/12

2029 12

Shensi, Yunnan, Hunan, Fukien, Chekiang and Kueichow, in the last of which the opium prohibitions had even been cancelled, and it was estimated that in 1912 China would grow much more opium than she received from India. Interesting reports on actual cultivation during 1912 were forwarded by Sir J. Jordan in his despatches dated 23rd December of that year and 6th January 1913.

2143/12  
206/18 and  
49/13

The hopes for change came towards the end of 1912, when the Republican Government was at last firmly in the saddle, and began to surpass the rigours of the Manchu rulers in the suppression of the opium habit. The movement had, as might have been foreseen, become indiscriminate, a hatred of native opium being accompanied by a hatred of imported, and the conditions of the 1911 agreement were lost sight of in the fervour of the moment. One of the first results was the destruction of a few chests of Indian opium in the province of Anhui, where drastic and bloodthirsty regulations against opium were issued by the provincial council. In a Despatch dated 5th December 1912, Sir J. Jordan explained the position that had then arisen. He stated that "it may safely be said that the provincial authorities in their campaign against opium have the support of the whole body of the Chinese people . . . lightly or wrongly, it is considered that the anti-opium movement is sincere, and that no discrimination in favour of native opium is being attempted. Rightly or wrongly, too, the view is generally held that a gradual diminution of the production and consumption of opium in China . . . is impracticable, and that measures of suppression, to be effective, must be total and indiscriminating."

Desp. from  
Sir J. Jordan,  
R & S 4014/12

R & S 4228/12

This movement, holding up the stocks at Shanghai, led to the decision of the Government of India to cease sending opium to China, and their action was made to all intents and purposes irrevocable by Mr. Montagu's statement in the House on the 7th May 1913, that "we are prepared not to send any more opium to China not only this year, not only while the stocks are being absorbed, but never again—with the single exception that we desire to be satisfied that China . . . is steadfast in the pursuit of her present policy and determined to get rid of her indigenous poppy."

2752/13

In his despatch dated 12th February 1913, Sir John Jordan considered that much less poppy had been grown that winter in Szechuan, Yunnan and Fukien than in the preceding winter, and a vigorous campaign for the suppression of native cultivation was set on foot in January 1913<sup>1</sup>. In March Sir J. Jordan was able to report a vigorous effort to suppress recrudescence of growing in 12 provinces, despite the fact that the poppy blew freely in the fields of President Yuan Shi Kai and his relatives, and in Yunnan 47 capital punishments had been carried out. By June no less than ten Chinese provinces had been declared free of poppy and closed to the entry of Indian opium. The closure of provinces now, of course, only affected the disposal of stocks to Shanghai, and the general situation as far as it was affected by the stocks question, and the remainder of the history of the poppy in China is of academic interest only so far as the 1911 agreement is concerned, though of vital significance in view of the fact that cultivation in China will probably be the big issue of the future. Throughout 1913 the suppression went on, marked by violent methods of intimidation and repression, though directed as much against the purchases of Indian opium as against the native cultivators and dealers, and cultivation and import of other native opium in Fukien was reported in August. *National Righteousness* for October 1913 gives an interesting summary of the views of the anti-opium party in this country on the progress of affairs up to that date, and is worth reference in view of the Government of India's opinion that Sir J. Jordan was too easily satisfied of the cessation of cultivation, it is interesting to note that 200 letters in reply to interrogatories sent out to various parts of China by this periodical, combined to agree that cultivation had been suppressed nearly everywhere throughout China.

864/13

1761/13

2759/13

3197/13

3413/13

3329/13

In March 1914 Sir J. Jordan forwarded an interesting letter from the Head of the English Presbyterian Mission at Swatow on the subject of fresh poppy growing in Kuangtung, a "closed" province, but a joint inspection of Fukien by British and Chinese officials led to the closing of that province in May. Hupei and Chekiang followed in June. There followed in August a suggestion from the Government of India that Sir J. Jordan had been unduly lax in his attitude regarding the acceptance of evidence that cultivation had ceased. They argued that "effective suppression" under Article 3 of the 1911 Agreement meant suppression not for a time only but that would endure, and asked for Jordan to be instructed to stiffen his attitude on this point. Their suggestion was not transmitted to Sir J. Jordan. To demand

1508/14

1778/14

2375/14 and

2185/14

<sup>1</sup> See Summary of Consular Reports in Despatch from Sir J. Jordan, dated 26th May 1913. *White Paper, China, No. 2 of 1913*

evidence of the kind required by the Government of India would have been impossible, and by this time probably nobody except the Anti-Opium Society believed that poppy could be permanently suppressed in China. The difficulties in the way of suppression, and even of ascertaining whether suppression had been carried out, are vividly shown in the extraordinary record of journeys of inspection performed by British officials. The most amazing of these journeys were carried out from 1915 onwards, when, apparently in deference to the Government of India's view of the importance of not too hastily closing the remaining provinces, thoroughly organised tours of inspection were instituted. As the result of a journey by Mr. Teichman, Kansu was closed in October 1915, and by August 1917 Shensi, Kuangtung, Yunnan, Kueichow, Kiangsi and Kiangsu were declared poppy free. In the meantime the Chinese Government had closed the whole of China to Indian opium, holding that the 1911 Agreement had automatically expired.<sup>1</sup>

On the 17th October 1918 it was stated in the House of Commons that no official information had been received of any increase in the production of opium in China since 1917, but civil war and the breakdown of the machinery of central control were soon to lead to a change, in which native opium came to be regarded as the chief means of raising money for troops

On 5th October 1918 Sir J. Jordan reported a considerable recrudescence of growing in Kansu, where the price of opium had fallen 50 per cent, and in the same month it was learnt that large quantities of the drug were being produced in Russian territory and imported into China, thousands of Chinese themselves crossing the border to grow the crop. This was only one form of the smuggling that had been going on ever since the 1907 Agreement had been concluded, and the subject is dealt with as a whole in Part III., Section 2 below.

On the 30th December 1918 Sir J. Jordan forwarded an important despatch giving evidence of a large recrudescence of cultivation in Yunnan, Fukien, Szechuan and Kueichow. He remarked that: "In the metropolitan province and Manchuria planting is reported on a large scale, and, unless some more effective administration is introduced into the country in the near future, there seems little doubt that large harvests will be gathered in many of the provinces. Many of the higher officials, both in the capital and the provinces, are directly interested in the cultivation and sale of opium, but there are signs of a fresh outburst of public opinion against opium." In April 1919 an interesting despatch was received, in which Sir J. Jordan directly ascribed the general growth of local cultivation to the civil wars then in progress, resulting in absence of control and impoverishment, for which poppy growing was the most obvious and tempting remedy. Further reports of planting and harvesting were received in April, together with confirmation of the fact that cultivation in Fukien was connived at by the local officials. Fukien, however, being in the hands of the Southern Government, Sir J. Jordan considered it useless to protest to the Chinese Foreign Office at Peking. In May information was received of extensive growing, with official support, in Szechuan and Shensi, cultivation being permitted on payment of a tax, and Sir J. Jordan admitted that his representations would be likely to have little effect. It is worth noting that the Chinese armies were credited with reintroducing the opium smoking habit in all districts they occupied, and that the military governors and commanders were saddled with the responsibility of fostering the cultivation and consumption of the drug. The price of opium in Szechuan had fallen from 20,000 cash (roughly 10 dollars) per ounce, the 1918 figure, to 6,000 cash. In Yikwapu, close to the Russian border, it was selling in February at 1 dollar silver (1.8 dollars local paper currency) per ounce. In Shensi the spring crop sold at 5,000 cash per ounce. In Kansu, which was reported in May to be growing opium largely, the price had fallen from 10 taels to 4 taels an ounce.

In June 1919 a remarkable letter was received from Sir J. Jordan, in which he said that Mr. Easte, travelling to take up his duties at Chengtu, reported that 30 to 50 per cent of the fields in his line of march through Szechuan were full of poppy, and added that there appeared never to have been any real effort at eradication. The Government of India would seem to have had some justification for their protest that Sir J. Jordan had accepted evidence of suppression somewhat too easily.

In spite of a formal protest to the Chinese Foreign Office, warning them that the continued and growing cultivation constituted a "grave infringement of the solemn pledge entered into by the Chinese Government," reports received in July were than confirmed all that had gone before, and it was estimated that in 1918 the acreage under poppy in Kinin Province (North Manchuria) alone was 40,500. Affairs were

<sup>1</sup> For full discussion of this action, see Minutes on R. and S. 225/18, 1115/19, and 4452/18

rapidly returning to the position when Vice-Consul Spence wrote his report in 1882. Further reports came to hand showing the direct pecuniary interest of Chinese officials in the poppy crops, and even Sir J. Jordan began to doubt whether the Government had the will to stop cultivation. It certainly had not the power. In face of this, acting on the assumption that the 1911 Agreement had expired, China proceeded to prohibit the import of opium. It is difficult, in view of Sir J. Jordan's support of Chinese intentions, and in face of Chinese official statements, which cannot be publicly characterised as lies, to say that China's intention from the first had been to get rid of Indian opium in order to raise revenue from her own, but the facts all point to this. Whatever her intentions, Sir J. Jordan would have been the last person to be apposed of them. Reports of cultivation continued to flow in, and formal protests were made, which the Chinese refuted by pointing with admirable logic to the joint inspections which had declared the provinces free of poppy, and closed to Indian opium under the 1911 Agreement. As Sir J. Jordan had himself demurred at accepting "effective suppression" to mean permanent and "calculated to endure," it is difficult to see that the Chinese were wrong. The 1911 Agreement, concluded in a mist of optimism, had failed to provide any penalty for recrudescence of poppy in China. Once they got the provinces declared clear, the Chinese could do as they liked. They had outwitted European statesmanship all along the line, and Indian opium at last paid the penalty of nineteenth century free-trade policy, when His Majesty's Government, though refusing to "force" Indian opium on the Chinese, considered they had a right to exert diplomatic pressure to avoid a protective tariff in favour of the native drug.

The year 1920 continued the tale of flourishing cultivation, on the profits and extortions from which most of the armies in China appeared to be subsisting, while in spite of heavy taxation the price of opium remained generally only half the rates that had obtained in 1918. Information was received that in Chinese Turkestan it had fallen from 45 taels to 15 taels per pound.

In reply to protests, the Wai Chiao Pu now took the line that in no case of recrudescence had they failed to issue immediate instructions to the local authorities for investigation and suppression. Remarkable papers came in in the autumn, testifying in some cases to a fall in price from 16 taels to 90 cents an ounce in a period of two years, while in Yunnan opium was stated to be selling at 30 cents an ounce, less than the cost of production in India. An ingenuous request by the British for a joint inspection of Fukien, where heavy revenue was being raised by fining people for growing poppy and fining them for not growing it, elicited the reply that "as the period of the Opium Agreement has expired, the terms regulating joint inspection no longer hold good."

The latest papers regarding the question of opium cultivation in China were received under cover of a Foreign Office letter dated the 23rd February 1921, which is printed as Appendix to this section. In these very remarkable papers, Mr Olive, acting Chargé d'Affaires at Peking, tentatively advances the suggestion that the time has come for the internal opium traffic in China to be legalised. No more complete admission could be made that China has returned to nineteenth century conditions in the matter of opium. The recent history of smuggling into China is dealt with in another section of this paper, but it seems that the sole difference between present day conditions and those that preceded the war of 1840, is that China is now much the greatest opium-producing country of the world, and that inter-provincial smuggling has to a large extent superseded coast smuggling. Indian supplies are no longer a danger to China, but Chinese supplies threaten the world. Sir J. Jordan's swansong of optimism has for the moment persuaded the Foreign Office that legalisation should not be contemplated, but whatever action is taken it seems clear that another phase of the opium question is about to begin.

#### APPENDIX.

##### Foreign Office Letter dated the 23rd February 1921. R. & S. 1347/21.

Sir,

With reference to the letter from this Office of 27th August 1920 (F 1640/17/10), I am directed by Earl Curzon of Kedleston to transmit to you herewith copy of a Despatch, with enclosures, from His Majesty's Chargé d'Affaires at Peking, commenting on the extremely unsatisfactory attitude Chinese authorities towards the question of opium cultivation in China.

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2. In view of the close association of Sir John Jordan, lately His Majesty's Minister at Peking, with the British policy of opium suppression in China ever since its initiation, Mr Clive's Despatch has been shown to him, and I am to enclose herewith a copy of his Minute thereon. Sir John Jordan is convinced that public opinion in China is sufficiently strongly opposed to the abuse of opium to prevail ultimately over the recrudescence of cultivation which has been brought about by the existing chaotic state of the country, and he deprecates strongly any action on the part of His Majesty's Government in the nature of countenancing re-legalisation of the opium traffic in China. He considers that a more efficacious remedy for the present state of affairs is to give full publicity to the facts, and he expresses the hope that steps will be taken to that end at the forthcoming meeting of the Council of the League of Nations.

3. With the above views of Sir John Jordan, Lord Curzon is in entire agreement, at the same time His Lordship is of opinion that the culpable inefficiency of the Central Government of China in regard to opium suppression should not be permitted to pass unnoticed. China is guilty of direct and flagrant breach of her solemn Treaty obligations to Great Britain in this matter. As Mr. Montagu is aware, in 1907 His Majesty's Government undertook to diminish annually, for an experimental period of three years, the amount of opium exported from India by one-tenth of the average amount annually taken by China; the further proviso was added that "if during these three years the Chinese Government have duly carried out their arrangements for diminishing the production and consumption of opium in China, His Majesty's Government undertake to continue in the same proportion this annual diminution of the export after the three years in question."

4. To this condition China solemnly agreed, and in the 1911 Agreement between Great Britain and China, His Majesty's Government recognised the sincerity of the Chinese Government in their policy of opium suppression in the country, and agreed that the export of opium from India to China should cease in less than seven years "if clear proof is given of the complete absence of production of native opium in China."

5. By the end of 1915 all but six of the Provinces of China had been declared free of opium cultivation during 1917, those six Provinces were inspected by officers of His Majesty's Consular Service in China and likewise declared free of cultivation, and at the end of that year the export of Indian opium to China ceased. It is clear, therefore, that His Majesty's Government have faithfully carried out their part of the Treaty obligations between the two countries in regard to the opium traffic.

6. On the other hand, the backsliding of China in the matter of opium cultivation during the past three or four years is notorious, and constitutes a direct violation of her solemn Treaty obligations to Great Britain. Lord Curzon proposes to instruct His Majesty's representative at Peking to address a formal communication to the Chinese Government on the lines set forth in this letter, to add that His Majesty's Government are indignant to learn of the gross bad faith displayed by the Government and people of China, and to warn the Chinese Government that when the facts become known, the whole civilised world will unite in condemning the retrogression of the Chinese authorities in permitting, and, in numerous cases, deliberately encouraging, this revival of the opium traffic in China.

7. Before issuing instructions on the above lines to Sir B. Alston, who resumed charge of His Majesty's Legation at Peking on 10th December 1920, Lord Curzon proposes to wait a reasonable time in case he may have forwarded any further observations or recommendations on the subject of Mr Clive's Despatch. Meantime, his Lordship would be glad to learn whether Mr Secretary Montagu concurs in the terms of the suggested protest to the Chinese Government or wishes in any way to see them modified.

8. Copies of this letter are being forwarded, for information, to the Home Office, the Colonial Office and the Board of Trade.

I am, &c.,

### PART III.

#### SECTION I.—The Hague Convention.

While the Indian trade in opium to China was being terminated, and China herself was in the throes of temporary suppression of cultivation, the opium question began to assume a more widely international aspect. In 1909, on the initiative of the United States of America, an International Opium Commission met at Shanghai and formulated a series of recommendations for the suppression of opium smoking and regulation of the use of opium and morphia. The United States representatives endeavoured to bring the Indian trade to China within the terms of reference of the Commission, and having failed to do this, America advanced a further proposal for an International Conference at the Hague, which met on the 1st December 1911.

Meanwhile, any possible attack on the use of opium in India or the export to China, had been forestalled at all points, the 1911 Agreement with China had been executed, and in their Despatch of the 23rd November 1911, which is printed as Appendix to this Section, in which they set out their brief, the Government of India not only consolidated their position, but even proposed a series of recommendations that formed the basis of the Convention finally drawn up for signature by the participating Powers. The Government of India were in a very strong position, owing to the traditional restrictive policy of obtaining the maximum revenue from the minimum consumption in India itself; the unchallenged findings of the Royal Commission of 1893; the fact that they had been forced to give way all along the 1907-1911 period over the conclusion of the Chinese agreement; their willingness to cut down

R & S 2276/09  
White Paper,  
China (No 2),  
1909

White Paper,  
Miscellaneous  
(No 3), 1913  
R & S 2/12

3357/11

their non-China export; and the action they had already taken on the Shanghai resolutions regarding opium smoking

The Government of India's remarks concerning their sacrifices on behalf of China have already been quoted. Independently of the China agreement, they had agreed, on the suggestion of Sir J. Jordan and the Colonial Office, to cut down the amount of opium allowed to be imported to non-China markets from the average figure of 16,000 chests to 14,000 chests in 1911 and 13,200 chests in 1912. Board of Trade figures and the average exports for the years 1905-08 suggested the 14,000 figure, but taking all the facts into consideration the Government of India were of opinion that a figure of 16,000 chests was fully justifiable. The 13,200 figure was decided on "as an earnest of our sincere desire to help China," as it was not clear how much non-China opium was being directed to that country owing to the high prices prevailing there.

2952/11  
2466/13  
4180/18  
3286/14

From describing their sacrifices on behalf of China, the Government of India went on to detail the action they had taken and were taking in India and Burma to carry out the Shanghai Commission's recommendations with regard to opium smoking. Having established a strong position on this point, they proceeded to examine the Commission's resolution urging progressively stringent regulation of the consumption of opium. Here they were on stronger ground still, and they pointed out emphatically that, as shown in the resolution, there was not complete agreement among the Powers regarding the prohibition of the use of opium, and that the Commission recognised the impossibility of a uniform system of regulation applicable to all consuming countries. Backed by the findings of the Royal Commission, the Government of India proceeded to show how admirably the Indian regulations complied with all that could be required of them, and pointed out with force the absurdity of any attempt to prevent the sale of opium except under medical prescription. They then entered into a detailed account of the control in India of drugs other than opium, and ended by carrying the war into the enemy's country, by deploring the "terrible havoc already wrought by cocaine in India," and begging that the energies of the Hague Conference might be devoted to finding a means for the suppression of illicit trading in this drug. They themselves had recently addressed Local Governments with a view to unifying the law relating to cocaine and allied drugs. The implication was that cocaine was a greater danger to India than Indian opium to the rest of the world.

Finally, the Government of India agreed to co-operate to the fullest extent possible in stopping the export of opium to countries that prohibited its entry, and in restricting its export to countries that restricted its import.

This exposition made India's position perfectly clear, and was not over-riden in one single point by the Convention eventually signed on the 23rd January 1912. In refutation of the repeated allegations that India has failed to carry out the terms of the Hague Convention, it might be argued that the Convention was based on the Government of India's recommendations.

In view of the amount of misapprehension that continues to accumulate round the provisions of the Hague Convention, it is necessary to lay stress on its actual meaning. As regards raw opium, the contracting Powers undertook to control its production and distribution; to limit the number of ports from which it might be imported or exported, to prevent its export to countries which prohibit import, and to control export to countries which restrict import; to mark opium consignments as such; and to confine its import and export to authorised persons. As regards prepared opium, which India does not, and never has, exported, the Powers agreed to aim at the gradual suppression of manufacture, internal trade, and use, with due regard to the varying circumstances of each country concerned, unless regulations on the subject are already in existence, and to prohibit import and export immediately, or as soon as possible. As regards medicinal opium, morphine, cocaine, and allied drugs, it was agreed to enact regulations confining manufacture, sale and use to medical and legitimate purposes, and to pass measures for controlling manufacturers, traders and exporters.

This summary contains the chief provisions of the Convention, which was no less than a complete vindication of Indian policy<sup>1</sup>. The anti-opium party in this country has, however, completely failed to understand its purport, and has continually attacked the Government of India for not carrying out its provisions. A final stumbling block has been the statement, in the reservation attached to the signatures of Great Britain's representatives, that "the articles . . . shall apply to the

<sup>1</sup> For further details of Indian regulations complying with each article of the Convention, see "by Nixon in 208/21.

"Government of British India . . . in every respect in the same way as they "shall apply to the United Kingdom." This is invariably read by the anti-opiumists to mean that the articles should be applied to India in the same way as to Great Britain, i.e., that any anti-drug legislation enacted in this country, must without alteration in form be immediately enacted in India, a proposition that requires only to be stated for its absurdity to be apparent.

A second Opium Conference met in 1913, and decided that, although certain Powers who had been invited to sign the Convention had not then done so, the deposit of ratifications might, nevertheless, take place. A third met in 1914, and recommended early ratification by all the Powers who had not yet ratified, in order that the Convention should come into force as soon as possible. Progress was then suspended by the outbreak of war, but finally, under Article 295 of the Treaty of Peace with Germany, it was provided that signature of that Treaty should imply ratification of the Hague Convention and a promise to enact the necessary legislation within a period of 12 months. Similar provisions were included in the Treaty with Austria (Art. 247), Hungary (Art. 230), Bulgaria (Art. 174), and in the as yet unratified Treaty of Sèvres with Turkey (Art. 280). It is important to note that Turkey, the chief Middle Eastern source of opium, refused to sign the Convention. Persia was among the signatories, but with a reservation of Articles 15, 16, 17, 18, 19 and 3(a). The last of these articles requires the Contracting Parties "to prevent the export of raw opium to countries which restrict its import." Lists of the Powers now pledged to the Convention are given in the Memorandum prepared for the use of the British representatives at the first assembly of the League of Nations. This Memorandum also gives a handy summary of the general international situation.

Consequent on the Peace Treaties, Article 23 (c) of the Covenant of the League of Nations entrusted the League with "the general supervision over . . . the traffic in opium and other dangerous drugs," and at the assembly of the League a resolution was passed setting up a permanent Advisory Committee for the purpose of undertaking the general work of supervision previously entrusted by the Hague Convention to the Netherlands Government, and to assist and advise the Council of the League in dealing with any questions that may arise. To this Committee can be added not more than three persons, not being representatives of Governments, having special knowledge of the question.<sup>1</sup>

## APPENDIX.

### Government of India Despatch No. 265, dated the 23rd November 1911. Separate Revenue: Opium. R. & S. 3357/11.

My Lord Marquis,

We have the honour to address you regarding the International Conference on opium, which it is understood will meet at The Hague next month. We have not yet seen the proposed agenda of the Conference, but we believe that the general object for which a Conference was desired by the Government of the United States of America, with whom the proposal originated, was that an international convention should be drafted to incorporate the recommendations of the Opium Commission which met at Shanghai in February 1909. We must leave it to His Majesty's Government to decide, with due regard to the interests of India, how far it is practicable or suitable to embody the Shanghai Commission's resolutions in an international agreement, and what aspects of the subject it is essential, by reason of their purely domestic character, to exclude from such an agreement. Our purpose in addressing you now is twofold, first, to set out the action which we have taken upon the recommendations of the Shanghai Commission so far as they concern India, and second, to urge the imperative necessity of dealing with an evil—the misuse of cocaine and similar drugs—which threatens rapidly to become a far greater danger to India than opium has ever been, and which we believe will not improbably replace, with far more disastrous results, the "opium habit," if the latter is suppressed, in the Far East.

#### THE SHANGHAI RESOLUTIONS

2 The first of the resolutions recorded by the Shanghai Commission was a recognition of the sincerity of the Chinese Government, and of the measure of success attained by it in reducing the production and consumption of opium within its territories. To this expression of opinion we refer only because of the form which our recognition of China's efforts has taken. With most of the other countries which were represented at Shanghai their sympathy with China did not mean, and in their circumstances could not mean, more than an attitude of mind, a benevolent impulse. With India it has meant an active help and co-operation which will involve this country in large and permanent financial loss. Long before the Shanghai Commission met, and as soon as China's reforming intentions were made

<sup>1</sup> Further papers regarding League of Nations, 956/21, 1762/21, 1753/21, 1211/21, 1111/21, 512/21. It is questioned whether Hague Convention is binding on Native States, see 6397/20.

clear, the British Government in 1907 agreed to diminish, with effect from 1908, the exports of Indian opium, subject to certain guarantees about simultaneous and parallel action on the part of China. The Indian exports of opium were to be reduced each year by a tenth of the quantity which had previously been our average supply to China, so that, if all the conditions were fulfilled, the whole of the Indian opium trade with China was to be extinguished in 10 years. This policy was tentatively adopted for the three years 1908-10, but has been continued since on terms even more favourable to China. The agreement between the British and Chinese Governments, which was signed at Peking on the 8th May 1911, is the clearest earnest of our goodwill towards China and of the sacrifices which will thereby be entailed upon us. We have agreed to shut down our supply of opium to China in less than the original 10 years' period if she can expedite her reforms correspondingly. We have agreed, without waiting for the general extinction of the trade, to close down our exports to any individual province in which the production and consumption of indigenous opium is proved to have ceased, and in pursuance of that promise Indian opium is no longer sent to the whole of Manchuria and to the important provinces of Shansi and Szechuan. We have further agreed to a large special reduction in our exports—amounting altogether to 11,459 chests—in addition to the normal annual reduction of 5,100 chests, which will take place during the next three calendar years. Finally, and quite independently of the Peking agreement, we have voluntarily reduced our exports for our extra-China markets by 2,000 chests in the current year, not because we believe that the genuine demand for our opium in these markets has diminished, but because we desire to help China, in the only way in our power, against smuggling from other countries under the stimulus of the enormously high prices now prevailing within her borders. A further reduction of 800 chests will take place next year so that instead of selling 16,000 chests, as was our wont, for the markets outside China, we shall in 1912 sell only 13,200 chests.

3 What this policy of active co-operation will mean to India may be realised from the fact that the net revenue derived by the Indian Government from the export of opium for the three years ending with 1906-07, before the restrictions on exports came into force, averaged 3,792,663<sup>1</sup> per annum. In round figures the China opium trade yielded 2½ millions. All of this will be lost to us in the next few years, as well as the revenue accruing from that part of our exports to our non-China markets, which we have sacrificed as an unsolicited and indirect contribution to China's success. In view of that loss we have had to increase the scale of taxation (stamp duties and customs tariff) in India, and to embark on retrenchments all along the line of our administration, in the course of which we are driven to abandon some of the efficiency, and many of the public amenities, which a great country like India may reasonably claim.

4 We have seen suggestions that our estimate of financial sacrifice is exaggerated. The criticism is based on the very high revenue which the great rise in opium prices since the end of 1909 has brought to us in spite of our diminished exports. As your Lordship is aware, the windfall has been treated by us as such, the unexpected and abnormal receipts of the last two years have been excluded from the disposition of our normal resources and employed, so far as possible, in expenditure which is outside our current administrative charges. But the windfall must soon cease, and any criticism which ignores its purely transient character is short-sighted and unjust. We are committed, by our practical and unhesitating co-operation with China, to a large permanent reduction in our revenue, and to a sharp contraction of our external trade. Our peasantry, over a wide area of country, will suffer from the prohibition of a crop which had no small share in their rural prosperity. And a number of our feudatory States will find themselves embarrassed by the loss of an industry which they have at present nothing to replace, and for which apparently they will look in vain for compensation unless it be from our revenues. The total of the direct and indirect losses which the Government and people of India will suffer is heavy, and it gives us a right to ask that our good faith in dealing with the opium problem as a whole shall be recognised by the other countries represented at the Conference, and that irresponsible demands shall not be made for imposing on us greater or other sacrifices than those to which we are already committed.

5 In their second Resolution the Shanghai Commission recommended "that each Delegation concerned move its own Government to take measures for the gradual suppression of the practice of opium smoking in its own territories and possessions, with due regard to the varying circumstances of each country concerned." In this question we are concerned, to a large extent in Burma, but to an almost microscopic extent in the rest of India. In India proper the habit has never taken root. It is strongly condemned by public opinion, and the existing law practically amounts to a prohibition "Absolute prohibition," as it was put by our colleague, Sir Guy Fleetwood Wilson, in his Financial Statement for 1910-11, "is virtually our ideal, and we are prepared to take every reasonable step towards enforcing it, as our action in the past has clearly shown." The history of opium smoking regulation in Bengal is typical of such regulation in Indian provinces generally, and may be briefly recapitulated. The restriction has been continuously and progressively stringent since 1892. The first step was to prohibit the smoking of opium on licensed premises, and to reduce the limit governing the retail sale of intoxicating drugs from five tolas to one tola.<sup>1</sup> In 1893 the manufacture of *madaik* or *chandu* (opium prepared for smoking) for domestic use, except under a licence, was prohibited. The licensing system was subsequently found open to abuse and was abolished, and manufacture was allowed to the extent of one tola. In 1895 the licensed sale of *madaik* and *chandu* was forbidden, and more recently the total quantity of opium preparations which may be possessed by a party of five or more persons assembled together for the purpose of smoking has been limited to five tolas. This limit also obtains in Eastern Bengal and Assam, and in the Central Provinces.

6 Under the present law the sale of smoking preparations of opium is absolutely prohibited throughout India proper. There were formerly 600 shops for such sale, now there is not one recognised by law, and vigorous measures are enforced by the police and the excise preventive service for punishing infractions of the law, such as are occasionally attempted in large and cosmopolitan centres like Calcutta and Rangoon. Private manufacture of smoking preparations is only allowed by the smoker himself or on his behalf from opium lawfully in his possession, and only to the extent of one tola at a time. As we have previously explained in connection with this branch of the subject, the quantity of opium daily used by an opium smoker is so large in comparison with that required by an opium eater, and the inconvenience and difficulty involved in the repeated preparation of opium for smoking are so great, that

<sup>1</sup> A tola = 180 grains.

these restrictions hardly fall short of legal prohibition. We have now, in consultation with provincial Governments, carefully examined the question whether direct and unqualified prohibition of opium smoking is possible, and whether measures can be devised in this direction which offer a real prospect of success. In the result we have come to the conclusion that the time is ripe for suppressing all public gatherings for the purpose of smoking opium, whether they are called saloons, clubs or social assemblies, or by any other name whatever, and for prohibiting all manufacture of opium-smoking preparations save by an individual of a small quantity for his own private consumption. In other words, opium-smoking dens in every form are to be made illegal and the Governments of provinces which have Legislative Councils are being instructed to introduce legislation with that object. For areas without Legislative Councils of their own, similar legislation will be introduced in the Imperial Council.

7 We have also decided that the maximum limit of private possession of opium-smoking preparations shall be reduced to a quantity to be determined for each province by its own Government with regard to local circumstances. The provincial authorities are fully in favour of this step; and the maximum which they suggest goes as low as 90 grains, and in some cases even 45 grains. The quantity at present allowed is already low, being one tola or 180 grains in all the Indian provinces except Madras, where it has just been reduced to 90 grains. The daily dose for smoking purposes has been much disputed and varies no doubt in different localities and with different individuals. In the Far East, both the Portuguese Delegation and the Chinese Delegation assumed a daily average of 2 mace (= 108.6 grains) per smoker in their reports to the Shanghai Opium Commission. The Japanese Delegation gave a daily average of 3.5 grammes (= 53.9 grains) for Formosa on 11 years' figures, but in regard to recent statistics they distinguished between the northern section where first grade paste is mostly in favour and the southern section where both the first and third grade are in demand. For the southern section, the average consumption is 4.1 or 4.5 grammes (= 63.14 or 69.30 grains). As Indian opium-smoking preparations correspond mostly to the lower grade of Japanese production, the latter figure is the one that can best be used for comparison. In India proper the ordinary dose is not ascertainable, but the Royal Commission on Opium took the evidence of several habitual opium smokers in Burma. Two such witnesses declared their daily dose to be 3 tolas, one gave it as 2 tolas, and another said that he took  $\frac{1}{2}$  or  $\frac{2}{3}$  of a tola when he did little work, but 1 or  $1\frac{1}{2}$  tola when at heavy work. It may safely be said that under Indian conditions a tola represents little more than one or two days' average dose for a smoker of low-grade *chandu*. It is a good deal short of the daily dose required by a habitual and confirmed smoker. When this is further reduced in the manner indicated above, the measure will have the practical effect of prohibition.

8. We have arrived at these conclusions, after full deliberation, in preference to an attempt at the categorical prohibition of the smoking of opium by individuals. To declare the act in itself illegal would, we are convinced, have been impracticable, impolitic and even dangerous. It would have been necessary for us, in the first instance, to ascertain and register all persons habituated to smoking, as China has endeavoured to do. This we believe would present serious difficulty unless we were to register opium eaters as well—an impossibility under present conditions in India. But there are more imperative objections to the declaring of private opium smoking an offence. If made effective, it would only lead to the increased use of other, and probably more deleterious, drugs. But to make it effective would mean domiciliary visits and the closest supervision over persons suspected of the practice. It would open the door to blackmail, espionage, and an amount of interference with the inner domestic life of the people which would be absolutely intolerable. As it is, the importance of dissociating the police from the fish odium of opium detective work has constrained us to decide that the working of the new restrictive legislation shall be entrusted to excise officials rather than to the police. Nor do we believe that absolute prohibition would carry us appreciably further than the measures which we have decided to adopt. Opium smoking is a social habit, and we cut at the root of it by prohibiting all assemblages for the purpose of smoking. Moreover, we make prevention more effective, from the point of view of legal proof, than if we attempted to deal with the private and secret practices of individuals. It is easy to prove the fact of a certain number of individuals being found together, and if, as is proposed, the presence of opium-smoking pipes or other apparatus with or without opium-smoking preparations, be held to raise the presumption that the assembly intended to smoke opium, there will be no difficulty in enforcing the law. Solitary smokers find the private manufacture of smoking preparations so wasteful, tedious, and expensive, and, with the reduced limit of possession, they will have to resort to it so often, that none but the most hardened individuals, who are in any case past hope, will consider it worth while to continue the habit.

If the above proposals are accepted by your Lordship, we may claim to have made a substantial advance in our prohibitionist policy. We may also compare our position favourably with the licensing systems of the Far East which generally provide facilities for obtaining manufactured smoking paste by means of a Government monopoly, do not limit by law the quantity that may be supplied to a licensed consumer, and frequently allow social smoking in divans or places provided for the purpose.

9 So far we have been considering opium smoking with reference to India proper, excluding Burma. The case of Burma as regards opium regulation stands by itself. Historical considerations, ethnic characteristics, and local circumstances have had to be carefully weighed in the evolution of the present opium policy in Burma. When Upper Burma was annexed in 1886, the Government of India had had sufficient administrative experience of opium and its effects on Burmans in Lower Burma to warrant the application of a prohibitory policy as regards the indigenous population. This policy was supported by Buddhist public opinion, which was entirely against opium, and by the nominal prohibition of opium by the Burmese dynasty which preceded our rule. The prohibition under Burmese rule was not, however, very effective, and the native rulers, while punishing those who sold opium and liquor to Burmans, levied customs dues on all liquor and opium imported into Upper Burma. The British Government, having before it the proved injurious effect of opium on the Burmese race in Lower Burma, absolutely prohibited its sale to or possession by Burmans in Upper Burma except for medical purposes, and this prohibition still continues. The absolute prohibition of non-medical opium, whether for eating or smoking, to Burmans was extended to Lower Burma in 1893. In Lower Burma, however, a class of opium-smoking Burmans had grown up, and an exception had to be made in their favour. It was provided that all Burmans of 25 years or upwards who desired to continue the use of opium must register themselves. Burmans under 25 years of age not being eligible for registration. The system of registration was not entirely successful from the beginning, and the registers had to be revised from time to time, though of

course no names were brought on the revised registers except those of Burmans who could prove their eligibility for registration in 1894. There were about 14,000 Burmans registered as opium consumers in 1894, and about 20,000 additional names registered in the years 1900-03, making a total of 34,000 names. The number of registered Burmans who purchased at the shops during 1907-08 was about 13,500 only, or less than one-half of the total number registered. Since 1907-08 there has been a decrease of 8 or 9 per cent in consequence of deaths or other causes, and there are now some 15,000 registered Burman consumers purchasing at the shops. These consumers were all 25 years of age or more in 1894, and are therefore above 42 years of age at the present day. The rate of decrease ought to be more rapid now, and the race of registered consumers will shortly die out. With their extinction, there will be absolute prohibition of opium to Burmans, except for medical purposes, in the whole of Burma.

10 The case of non-Burmans in Burma is on a different footing. The principal non-Burman races concerned are the Chinese, who smoke opium, and the Indians, who mostly eat it in the form of pills. We have carefully considered whether the time has come for the absolute prohibition of the use of opium in any form except for strictly medical purposes for all races throughout Burma. We consulted the Government of Burma, which after a thorough enquiry has come to the conclusion that the proposal is impracticable at present. The present sources of the supply of opium to Burma are India, the trans-border provinces of China, and the difficult country of the semi-barbarous tribes, the Shans, Kachins, and Wa, within the British sphere. The best supply from India could be stopped at once, but our local officers report that the production of opium in Chinese territory just across the border of Burma has not yet been successfully stopped. There will also be difficulty in enforcing the prohibition of opium in the tribal country, and much discontent will inevitably be caused by the attempt. Unless these supplies are cut off, there will be the strongest stimulus given to smuggling, under which even the present protection given to Burmans will be rendered nugatory. There is considerable smuggling of opium already from India into Burma on account of the very high prices ruling in Burma relatively to India, and this will be enormously increased if the best supply is cut off, unless the preventive staff is strengthened to an extent altogether beyond the resources of the provincial Government. Further, the only method by which a total prohibition against non-Burman races in Burma could be started with any hope of success would be by a system of registration similar to the registration of Burman opium consumers in Lower Burma. The non-Burmese population, however, consists of a large floating population of Indians and of Chinese from India and the Straits Settlements, who are not settled in Burma, but come there as coolies, sepoys (Sikhs), merchants, clerks, domestic servants, or in pursuit of other callings. It would be impossible to introduce registration once for all among such a migratory population, and a proposal which ignored newcomers who are opium consumers would most certainly fail. The hill tribes of Northern Burma would have to be excepted in any case. And the danger of more deleterious drugs, such as morphia, cocaine, and derivatives of hemp, taking the place of opium is greater in Burma with its ease-loving population than in other provinces.

11 Although the control exercised over sales of opium in Burma to non-Burmans by methods which we shall describe later is already so strict that it practically fulfils the purpose of registration, we consider that it would be unwise and impracticable to attempt complete prohibition in Burma at present. We are, however, inviting the Government of Burma, along with the other provincial Governments, to undertake legislation against opium-smoking dens and to reduce the limit of private possession of opium-smoking preparations, which at present stands at 3 tolas (540 grains).

12 The third Resolution of the Shanghai Opium Commission was as follows —

" That the International Commission finds that the use of opium in any form other than for medical purposes is held by almost every participating country to be matter for prohibition or for careful regulation, and that each country in the administration of its system of regulation purports to be aiming, as opportunity offers, at progressively increasing stringency. In recording these conclusions the International Opium Commission recognises the wide variations between the conditions prevailing in the different countries, but it would urge on the attention of the Governments concerned the desirability of a re-examination of their systems of regulation in the light of the experience of other countries dealing with the same problem "

We have treated this Resolution as recognising —

- (1) That there is not complete agreement among the conferring Powers as to the desirability or practicability of a *prohibition* of the use of opium except for purely medical purposes
- (2) That there is practical agreement on the necessity for a progressively stringent policy in the matter of opium *regulation*
- (3) That the conditions prevailing in different countries are so different that a uniformity of system is impossible in all countries. (We may substantiate this from our own experience that an absolute uniformity of system has been found impossible in all the provinces of British India.)
- (4) That the experience of one country may help another in re-examining its own system of opium regulation, but that such re-examination is purely a domestic concern.

13 We cordially accept these propositions. Our control over the employment of opium in India has been marked by increasing vigilance and increasing strictness and it comes under our review at least once a year, in concert with the provincial Governments and in the light of such outside experience as promises to be helpful. The future development of our control is essentially a matter to be dealt with by our Government under your Lordship's orders, and we have the fullest belief that His Majesty's Government will object unconditionally to any suggestions of international interference in a question which the Shanghai Commission recognised as one of purely domestic policy.

14 On the broad merits of the question our position is simple. The prohibition of opium eating in India we regard as impossible, and any attempt at it is fraught with the most serious consequences to the people and the Government. We take our stand unhesitatingly on the conclusions of the Royal Commission which reported in 1895, viz, that the opium habit as a vice scarcely exists in India, that opium is extensively used for non-medical and quasi-medical purposes, in some cases with benefit, and for the most part without injurious consequences, that the non-medical uses are so interwoven with the medical uses that it would not be practicable to draw a distinction between them in the distribution and sale of the drug, and that it is not necessary that the growth of the poppy and the manufacture and sale of opium in British India should be prohibited except for medical purposes. Whatever may be the case

in other countries, centuries of inherited experience have taught the people of India discretion in the use of the drug, and its misuse is a negligible feature in Indian life. Even if it were possible to suppress the cultivation of opium in India, geographical and political limitations would place it beyond our power to prevent illicit import and consumption on a serious scale. The point is one which we do not propose to labour. But some useful light is thrown upon the use of opium by the results of the latest medical enquiry, conducted under our orders, into the drug habit in India, *vide* Appendix VII. to this letter. It will be seen from the statistics of lunatic asylums in India during 1909 that, among the cases of insanity caused by the use of intoxicants, the use of opium in all its forms is scarcely responsible for any appreciable number. While 10 per cent of the cases are due to hemp in its various forms, 3.35 per cent to alcohol, and 1.26 per cent. to other drugs (principally cocaine), only 0.46 per cent are due to opium. These figures are all the more remarkable when we contrast the old-established use of opium in India with the entire novelty of cocaine, coupled with the fact that the use of the latter has hardly penetrated yet beyond the limits of the large towns.

15 Turning now from prohibition to regulation, we have the latter under our constant attention, and we may briefly enumerate some of the more recent measures which we have adopted. They may be of assistance to the other countries which are dealing with similar problems, as the experience of the Government of India in these matters is longer and on a far more extensive scale than that of any European or American Government. At the outset, we may refer to one reform which was specially urged on the attention of the Shanghai Commission by the Netherlands delegates. It relates to a system of the retail sale of opium by salaried vendors who have no interest in forcing sales. The proposal is by no means a new one in India, as your Lordship will see from the past literature on the subject, but we have given it again our most careful consideration.

16 The system of official vend already obtains, to all intents and purposes, in Burma, where the special difficulties of a direct prohibition policy has forced special measures upon us. In that province each shop, though let to a private licensee, is placed in the charge of a separate resident excise officer, who is required to take charge of the opium when the shop is closed, to be present at the shop throughout the hours of sale, to see that the name of each purchaser and the quantity sold to him are correctly recorded in the shop registers by the licensed vendor or his staff, and to restrict the quantities sold month by month to each purchaser to the purchaser's probable consumption and means of purchase. This latter restriction on sales was introduced in order to stop the sale of opium to men buying for re-sale to Burmans who cannot under the law purchase opium. Careful enquiry has been necessary in order to eliminate purchasers who were not consumers, and to restrict allowances to consumers so as to afford them little or no margin for sale to others. In addition to the record kept in the daily sale registers, personal ledgers have been opened in the shops for all consumers whose daily allowance is fixed above  $\frac{1}{4}$ th of a tola. Each consumer, non-Burman or (in Lower Burma) registered Burman, is given a page in the register, the total quantities of opium purchased by him both at the shop within whose sphere he resides and at other shops, are recorded month by month under his name, and note is made of the man's occupation and income, with other information bearing on the allowance of opium made to him. The whole of these operations are carried on under the closest official supervision, though the profits on the sales, after payment of a fixed license fee, accrue to the licensed vendor. We cannot recommend a system of official sale, either entirely in Burma or to any extent in the other provinces, as we do not wish to identify ourselves so closely with the trade in opium, and the existing systems have been found to work well.

17 Nor can the system of licensing opium eaters in India (as opposed to Burma) be recommended. Such a system can only be justified on the ground that opium eating *per se*, as practised in India, is injurious. To such a proposition we find ourselves entirely unable to assent, in face of the overwhelming testimony, medical and lay, against it. The great majority of Indian opium eaters are not slaves to the habit. They take small doses as required, and can and do give up the allowance when the need of it is past. Opium is in virtually universal use throughout India as the commonest and most treasured of the household remedies accessible to the people. It is taken to avert or lessen fatigue, as a specific in bowel complaints, as a prophylactic against malaria (for which its relatively high annuocine content makes it specially valuable), to lessen the quantity of sugar in diabetes, and generally to allay pain in sufferers of all ages. The vast bulk of the Indian population, it must be remembered, are strangers to the ministrations of qualified doctors or druggists. They are dependent almost entirely on the herbal simples of the country, distance and the patient acceptance of hardships standing in the way of prompt access to skilled medical relief. In these circumstances, the use of opium in small quantities is one of the most important aids in the treatment of children's sufferings. It is also a frequent help to the aged and infirm, and an alleviation in diseases and accidents which are accepted as inevitable. To prevent the sale of opium except under regular medical prescription would be a mockery, to many millions it would be sheer inhumanity. The licensing or registering of regular opium eaters is equally out of the question, and would be regarded throughout India as an indefensible and intolerable intrusion on individual liberty.

18 The minor reforms recently carried out in the details of opium administration in the several provinces have been so numerous that it would be tedious to make more than a brief allusion to them. The Government of Burma has, as lately as 1910, completely recast its Opium Rules in the direction of greater stringency as regards the possession and sale of opium. Under the Burma Opium Law Amendment Act (Burma Act VII of 1909) persons who are believed to earn a livelihood in whole or in part by unlawfully trafficking in opium or by abetting such traffic can be dealt with in a similar manner to that provided for under section 110 of the Criminal Procedure Code. That section empowers magistrates to require security from habitual thieves, burglars, and other criminals, and in default of security to send them to prison. Under the same Burma Act the powers of excise and other officers to arrest and search for opium have been enhanced. By an amended Excise Bill at present under consideration an attempt is being made to strengthen the law in respect of other intoxicating drugs, which show a tendency to take the place of opium with every increase in the stringency of the opium law. Besides a provision for taking security from persons who deal unlawfully in cocaine, it is made a penal offence to keep a place for administering any intoxicating drug, and guilt is presumed in certain cases.

19 Another weapon in constant use against the growth of unnecessary indulgence in the drug is the steady rise in the price of opium issued from Government treasuries, and consequently its ultimate price

to the consumer. The Central Provinces propose to raise their issue price from Rs. 23½ to Rs. 27½ per seer, and this proposal is being accepted. In Coorg, Eastern Bengal and Assam, Madras, the Punjab, the North-West Frontier Province and the United Provinces, the issue prices have been recently raised. Bengal is prepared to raise its issue prices and will be instructed to do so. In Northern India caution is required in dealing with opium-growing districts and the districts bordering on them, as every increase in price stimulates the illicit retention or sale by cultivators of opium grown by them. This difficulty will, however, become less as the area under poppy is being reduced year by year. In Burma the retail price to consumers is fixed at a uniformly high figure, Re. 1 per tola (180 grains) for crude excise opium, and Re. 1.4 per tola for prepared excise opium, except at a few shops where it would be easy to obtain smuggled opium at a lower rate. For foreign opium in the four districts in which this opium is sold, the rates at present are 10 annas per tola for crude opium and 15 annas per tola for prepared opium.

A further check on the consumption of opium is provided by the reduction of the legal limit of private possession of opium. This is at present 3 tolas in all provinces except Bengal, Eastern Bengal and Assam, and Ajmer-Merwara (in these three provinces it is 5 tolas) and a small tract of Sind in the province of Bombay (the desert talukas of Thar and Parkar), where it is 10 tolas. In Bengal, the limit will be reduced to 3 tolas in certain areas proposed by the Provincial Government, and the Government of Eastern Bengal and Assam will be invited to consider the desirability of a similar reduction. The Bombay Government propose to reduce the ordinary limit to 1 tola, and the limit in the exceptional desert tracts of Thar and Parkar from 10 to 4 tolas, and this proposal is being sanctioned. Madras has already reduced the limit from 3 tolas to 1 tola. The Central Provinces agree to the reduction of the limit from 3 tolas to 2 tolas, and will be asked to carry it into force. In this province as many as 326 opium shops have been closed during the past five years. The combined excise and opium-preventive service has also been largely strengthened in most of the provinces.

20. It will be seen that very substantial progress has been made in India in the restrictive regulations about opium. This review of our recent action may fitly close with the latest statistics about (a) the area under poppy in India, (b) the exports of opium from India, and (c) the issues of opium for consumption in British India<sup>1</sup> —

(a) (i) Cultivation of poppy under the Bengal monopoly system —

Year	No of Cultivators	Area actually	Quantity of
		cultivated and producing Opium	Opium produced
		Acres	Lbs
1907-08 - -	1,308,791	488,548	5,870,263
1908-09 - -	1,117,898	361,832	5,085,504
1909-10 - -	969,529	348,740	5,567,945

(ii) Estimated area of poppy cultivation and outturn in the Feudatory States of India (Central India and Rajputana Agencies) —

Year	Estimated Area in Acres	Outturn in maunds 1 maund = 82½ lbs
1904-05 - - -	213,731	19,570
1905-06 - - -	146,677	25,534
1906-07 - - -	246,911	45,868
1907-08 - - -	191,714	32,469
1908-09 - - -	134,629	26,061
1909-10 - - -	108,973	20,148

(b) Exports of opium from India (chests) —

Year	Bengal Opium		Malwa Opium		Total amount exported
	Amount sold	Amount exported	Amount passing the Scales <sup>2</sup>	Amount exported	
1908	45,900	44,970	33,598½	20,712½	65,382½
1909	42,300	43,465	18,142	13,202	56,667
1910	37,560	37,256	218	6,721½	43,977½

(c) Issues of opium for consumption in British India (in sers, one ser = 2⅔ lbs) —

Province	1908-09	1909-10
Madras - - - - -	46,404	44,006
Bombay - - - - -	53,013	55,551
Bengal - - - - -	93,316	85,417
Eastern Bengal and Assam - - - - -	78,557	74,191
United Provinces of Agra and Oudh - - - - -	63,811	67,067
Punjab and North-West Frontier Province - - - - -	64,753	62,532
Central Provinces and Berar - - - - -	45,408	46,600
Ajmer-Merwara - - - - -	2,653	2,552
Coorg - - - - -	64	67
Baluchistan - - - - -	593	762
	448,573	438,745
Add—Burma - - - - -	62,926	61,413
Total British India - - - - -	511,499	500,158

<sup>1</sup> The figures under all three heads will be found for a number of previous years in Statements I, II and IV, submitted by the British Delegates to the Shanghai Commission (see Commission's Report, Vol. II, pp 191-193). The latest available figures here given bring the information up to date.

<sup>2</sup> The figures in this column represent amounts passed in each financial year (1st April to 31st March), the figures not being compiled by calendar years, e.g. the entry against the year 1908 refers to the year 1908-09 and so on.



21. Passing for a moment over the fourth Resolution of the Shanghai Conference, which contemplates international action, we may consider the fifth Resolution, which deals with the internal regulation by each State of morphia and other harmful derivatives of opium. The Resolution states in the first place that "the unrestricted manufacture, sale and distribution of morphia already constitute a grave danger, and that the morphia habit shows signs of spreading." With both these statements we are in entire agreement; and in view of the appeal with which the Resolution concludes, we shall review the measures taken in this behalf by the Government of India.

22. The history of the regulation of morphia in India is given in the "Memorandum on Morphia in India" presented to the Shanghai Commission by the British Delegation. The most important regulations recently issued on the subject are designed to meet the abuse of the postal service by the importation and transmission of morphia and other drugs. A notification issued by us on the 4th February 1911 prohibits, with effect from the 1st June 1911, the importation of such drugs by sea or land into British India by means of the post. Importation through channels other than the post is allowed only to persons holding permits issued under the authority of a provincial Government. The Collector of Customs is empowered to deal with exceptional cases. By another notification of the same date, certain officers of the Post Office in India are empowered to search or cause search to be made for prohibited drugs in course of transmission by post to any place in British India. When found, such articles are to be delivered to the nearest excise officer, to be dealt with like articles confiscated under the excise law. The transmission of such drugs in foreign postal articles forwarded by other Postal Administrations in open transit (*à découvert*) through the Indian Post Office is also prohibited. Postal articles which are declared to contain such drugs, whether received for delivery in India or for transmission to foreign territory, are returned to the country of origin, as also transit articles of the foreign packet mail which are found on examination to contain the prohibited drugs.

23. The present law on the subject of morphia in India varies from province to province. In an Appendix will be found extracts from the different provincial regulations. It is difficult to present a generalised summary for India, but the following salient features may be noted. Morphia and other derivatives of opium are usually included in the definition of "intoxicating drugs" in the Opium Rules. The manufacture of morphia and allied alkaloids or preparations is confined to Government, subject to the following exception. A licensed druggist or pharmacist or medical practitioner (in some provinces the term "medical practitioner" is defined to include a pharmacist) may manufacture such drugs for medicinal purposes up to certain limits (the limit is 1 seer in Bengal) from licit opium. In the majority of provinces, but not in all, a private person may not manufacture such drugs. The limit of possession by private individuals is 10 grains in all provinces except Burma, where it is 5 grains. Amendments, however, are under consideration in Bengal, under which the ordinary limit could be exceeded by a licensed druggist, or by a private person on a medical prescription. Transport from place to place is carefully regulated, and so is export by private agency. The latest rules about import, applicable throughout the Indian Empire, have already been referred to. The sale, both retail and wholesale, is carefully regulated by license, and the conditions are naturally much stricter in the case of wholesale than of retail sale. Certain relaxations are made in the case of well-known proprietary medicines containing opium, morphia or similar alkaloids.

The French authorities have recently consented to take measures for the prevention of the smuggling of morphia and other alkaloids of opium from their territories into British India.

24. The vicious use of morphia is almost entirely confined to hypodermic injections of morphia solution. Morphia and cocaine are generally found together. Dens for their administration and sale existed, at least a year or two ago, in Rangoon, where the lower classes are addicted to the habit. The recent strengthening of the law has, however, gone some way towards checking the evil, and the proposed new Excise Bill for Burma, as already stated, makes it a penal offence to keep a place for administering any intoxicating drug. The prices of morphia ascertained in 1909 for Rangoon were for wholesale importers, about Rs. 6½ per oz., for purchase by retail dealers, Rs. 10 to Rs. 20 per oz., and for retail sale to the public, in half-grain and one-grain paper packets, at 1 anna and 2 annas a packet respectively, i.e., Rs. 60 per oz. When the supply is short, these prices are more than doubled, and the profits of the trade are enormous.

25. The quantity of morphia and allied opium alkaloids manufactured in India by private persons or licensed chemists or druggists is probably very small, and no figures regarding it are available. The only place where opium alkaloids are manufactured for Government is the Ghazipur opium factory in the United Provinces. The amounts manufactured for the last four years are shown in the following table—

	1906-7.		1907-8		1908-9.		1909-10		
	Lbs.	oz.	Lbs.	oz.	Lbs.	oz.	Lbs.	oz.	
Morphine pure -	-	0	2	-	-	-	89	0	
Morphine hydro-chlorate	-	346	0	243	2	384	8	173	3
Morphine acetate	-	12	0	2	1	3	1	0	1
Morphine tartrate	-	0	4	1	0	-	-	26	10
Codena -	-	61	0	63	4	92	2	67	12

It will be seen that scarcely any pure morphia is manufactured. The greater part of the morphia required for medicinal and other uses in India is imported from European countries, as Turkish opium from which the imported drugs are prepared yields better morphia than Indian opium. Most of the morphia hydro-chlorate manufactured in India is exported to a well-known firm of chemists in London, and the remainder is distributed to the Government Medical Store Depôts and dispensaries, and to licensed druggists. Almost the whole of the codena is manufactured for the London firm of chemists above referred to. The small quantities of other drugs in the table are mostly for the use of Government Medical Store Depôts and dispensaries.

26 The licit imports of morphia from abroad, showing the countries of origin and the Indian ports of entry, are shown below, so far as the figures are available —

Year	Port	From United Kingdom	From Germany	From Belgium	Total
1906-7	Calcutta	Ozs 9,076	Ozs —	Ozs. 100	Ozs 9,176
	Total	9,076	—	100	9,176
1907-8	Calcutta	10,080	5	32	10,117
	Bombay	819	—	—	819
	Karachi	185	—	—	185
	Total	11,084	5	32	11,121
1908-9	Calcutta	9,350	8	—	9,358
	Bombay	540	24	—	564
	Madras	2,517	—	—	2,517
	Karachi	355	3	—	358
	Total	12,762	35	—	12,797
1909-10	Calcutta	2,562	26	100	2,688
	Bombay	36	13	—	49
	Madras	5,514	—	—	5,514
	Karachi	278	5	—	283
	Total	8,390	44	100	8,534
1910-11	Calcutta	2,666	99	285	3,050
	Bombay	780	—	—	780
	Madras	3,820	—	—	3,820
	Karachi	216	1	5	222
	Total	7,482	100	290	7,872

These figures must not be taken as complete At Rangoon, morphia is not separately recorded in the customs returns

27 About the quantities of morphia in illicit use no figures can in the nature of things be procured, but the available figures of seizures are given below —

Province	1905	1906	1907	1908	1909	1910.
	Oz dr gr	Oz dr gr	Oz dr gr	Oz dr gr	Oz dr gr	Oz dr gr.
Madras Presidency	—	—	1 0 30	1 0 0	3 0 0	48 0 35
Bombay	—	—	—	—	7 2 8	1 0 13½ and 10 phials, 1 packet and 3 bottles of morphia <sup>1</sup>
Bengal —						
Calcutta and suburbs	—	—	—	99 7 13	16 1 0	103 0 0
Mofassil	—	—	(Mixture of morphia in pills) <sup>2</sup>	—	8 4 48	—
United Provinces	—	—	—	—	—	9 2 14
Punjab	—	—	—	2 11 0	30 0 0	—
Burma	60 5 51	167 5 0	196 7 31	98 6 2	561 3 54	1,031 6 21
Total	60 5 51	167 5 0	198 0 1	203 0 15	626 3 50	1,193 1 23½

<sup>1</sup> Weight not known.

<sup>2</sup> Number not known.

28. The sixth of the Shanghai Resolutions deals with the scientific investigation of the properties of opium and of possible remedies for the opium habit. The evidence taken by the Royal Commission of 1895 contains all that we can say on the properties and effects of opium and we consider that the scientific study of anti-opium remedies will more usefully be conducted, in the first instance at least, in European laboratories. On the seventh, eighth and ninth of the Shanghai Resolutions we have no remarks, as they do not directly concern the Indian Government.

29 We revert now to the fourth of the Commission's Resolutions, which opens up a question of the highest importance to the welfare of India. So far as we are in a position to prevent contraband trade in opium, we are fully prepared to take our part, and to carry out any detailed control over our exports

upon which your Lordship may decide after receiving the conclusions of the Conference. The only ports at which opium is permitted to be exported from India are Bombay and Calcutta, and export is only permitted under Government supervision and regulations. The exports to China are strictly controlled under the terms of the Anglo-Chinese agreement of last May. The exports to prohibitionist countries such as the United States, Canada and Australia, will be brought under supervision as soon as international action is agreed upon. The practical steps for India would be (1) to prohibit the export of opium under section 19 of the Sea Customs Act, (2) to take supplementary action to see that such prohibition is not evaded by first exporting to a non-prohibition country and thence to a prohibitionist country, and (3) to prohibit the transmission of opium abroad through the post.

#### CONTROL OF DRUGS OTHER THAN OPIUM.

30 The subject of higher importance to us, however, in this fourth, as well as in part of the fifth, Resolution is the recommendation in favour of drastic control, in the countries of origin, over the distribution of opium, with its alkaloids, derivatives and preparations, and of morphine with its harmful congeners. If this principle is accepted as a subject for international concert, we most earnestly urge that it be at once extended to cocaine with its allied drugs and synthetic substitutes. The extraordinary growth in the use of these drugs in India has caused us the gravest alarm. They threaten to produce a degradation and demoralisation among classes which have hitherto been free from this form of vice and to an extent which will entirely overshadow the evils arising from opium. We cannot speak of the Far East, though we believe that the potential danger there is as great as it is in this country. But for India the question of checking the influx of these drugs has assumed the gravest urgency. Our means of dealing with their import are limited, and it is only in the countries of manufacture and export that the control can be effective. We trust that the Conference will regard it as their clear duty to help India in this matter in the same spirit as India has co-operated in forwarding the eradication of the opium habit in China.

31 Concerning morphine and other derivatives of opium, the questions of export and of production are equally important. We are prepared to take all reasonable action in both directions, and we must look to the other countries represented at the Conference to agree to similar action on their part. The Indian production of these drugs, their distribution, their imports, and the countries from which they are imported, have already been detailed. There is practically no export of such articles from India except that from the Government opium factory at Ghazipur to the well-known English firm already referred to. We would suggest, as regards exports, similar precautions to those described above in respect of the export of opium, and as regards production, a system of control by means of licenses (where a Government monopoly is not desired), and a system of accounts by which the manner of disposal of the drugs produced can be ascertained in so far as their exports are concerned. We quite understand that the Conference may not interest itself in the question of production except in so far as it affects exports, licit and illicit, but it is urged that no precautions against smuggling will ever be effective unless there is full control at the centres of production. This is fully recognised in the American Federal Bill of last year, imposing a tax upon and regulating the production, manufacture, and distribution of habit-forming drugs.

32 The dangers of cocaine and its allies and the necessity for their international regulation are much greater, because there is an enormous volume of international illicit traffic in them, and their direct connection with the worst forms of crime has been conclusively demonstrated. As Mr Secretary P C Knox says in his Report to the President of the United States, dated 18th February 1910, cocaine "has proved to be a creator of criminals and of unusual forms of violence, and has been a potent incentive in driving the primitive classes of the community all over the country to abnormal crimes." Dr Hamilton Wright, one of the American delegates to the Shanghai Commission, describes cocaine as "more appalling in its effects than any other habit-forming drug used in the United States." The legislation against cocaine in the United States is new, but it is drastic, and further legislation was under consideration last year, including provisions for "the registration of every person who imports, produces, manufactures, compounds, distributes, or otherwise handles habit-forming drugs in inter-state or foreign commerce." The proposed Federal Bill imposing a tax upon and regulating the production, manufacture, and distribution of certain habit-forming drugs (including coca leaves, cocaine, alpha and beta eucaine, &c), requires the registration of exporters also. Not only is the urgent necessity for the international regulation of cocaine recognised by the Power at whose instance the Hague Conference has been called, but such regulation along with the regulation of morphia at centres of production was expressly made a condition on which the invitation to participate in the Conference was accepted by His Majesty's Government. We now proceed to set out the information about cocaine which has so far been gathered in India and which justifies the apprehensions which we have expressed regarding its use and its effects in this country.

33 Cocaine is an alkaloid obtained from the leaves of the *coca* or *coca* plant (*Erythroxylum coca*), a shrub indigenous to South America. It is found in Java, and has also been grown experimentally in the tea districts of Madras, Mysore, and Bengal. Mr Comber, Chief Superintendent of Excise in Burma, has successfully cultivated it in Lower Burma, where it appears to thrive well. The leaves are extensively used for chewing in South America, where over 80 million persons are estimated to be addicted to the habit. Coca used in its raw state is a stimulant of the nervous system. If taken in moderation it may possibly be beneficial, but it is certainly harmful if taken in excess.

The alkaloid cocaine, we are informed, was discovered by Niemen in 1859. It is highly poisonous, and its physiological action induces a series of symptoms affecting the nervous, respiratory, circulatory, and vaso-motor glandular systems. In recent years it has been found useful as a local anaesthetic for minor operations, particularly in ophthalmic and dental surgery. It is sometimes injected, but is ordinarily eaten in India with lime or betel. The cocaine is rubbed with or without lime on the lips or gums, licked off and swallowed. Cocaine sniffing, as practised in America, has not been noticed in India. The action of cocaine is threefold. It stimulates, then depresses, and finally paralyses the nerves. A very rapid tolerance is induced, and 30 or even 60 grains may be consumed daily. The practice is often begun by morphomaniacs and alcoholics, and instead of replacing the other vice is superadded to it. The cocaineist becomes emaciated, the skin shrinks and becomes pallid, the eyes become hollow and sunken, appetite and digestion fail, and there may be constipation or diarrhoea. Sleeplessness is an early and marked feature, and insanity a common ending.

34 The result of the latest medical enquiry undertaken under our instructions into the drug habits shows the terrible havoc already wrought by cocaine in India. Although its vicious use was only brought to notice 11 years ago, it has spread with alarming rapidity in the large towns. The most disquieting symptom is that it has fastened upon the rising generation represented by young men of the student class. It is a potent factor in inciting to crime and murderous outrages. It is used in the lowest forms of sexual vice, and is said to be instrumental in spreading sexual disease. The effects of cocaine are infinitely worse than any evils noticed in the experience of medical men as due to opium in India.

35 The necessity for restrictive action in regard to cocaine in India first came to the notice of the Government of Bengal in 1900. The drug was reported to be sold in Calcutta by native tobacconists and betel sellers and in opium-smoking saloons, and to be used as a narcotic by men, women, and even boys. The provincial Government declared cocaine to be an "intoxicating drug" for purposes of the Excise Act, and with effect from the 1st March 1902 prohibited its sale except by licensed chemists and druggists, and for *bonâ fide* medical purposes. Burma followed suit with legislation in 1904-5, but in addition to internal regulations, the import and export of cocaine into or out of Burma, except by persons duly authorised in that behalf, were prohibited under section 19 of the Sea Customs Act. Further stringency in the regulations will be introduced by the new Excise Act for Burma. Similar action has followed in Bombay, the United Provinces, Madras, Punjab, and the other provinces. The Government of India Notifications of 1906 and those issued subsequently, prohibiting import by means of the post, restricting import by other means, and giving powers of search to certain postal officials, have been superseded by the more comprehensive Notifications issued this year (1911), which will be found in Appendix I and Appendix II.

36 Our difficulty in dealing with cocaine is increased by the numerous forms in which the drug is put on the market, and the production of numerous synthetic substitutes and allied drugs similar in physiological action to cocaine. Thus tiopacocaine acome, eucaine, beta eucaine, beta eucaine lactate, holocaine, alypin, mirvamine, novocain, anesthesine, stovaine, orthoform, and scopalamie are already known in India. Many of these drugs have been brought under regulation at different times, but the list is by no means the same in every province of British India. It has been recently reported from Hong Kong that a new alkaloid called Yohimbine, made from the bark of Yohimbeke or Yumbeloa, has come into vogue in that colony on account of the severe restrictions placed on cocaine, and the arrival of the first consignment in India has just been intimated to us. The problem has been to discover a comprehensive definition which will cover all such drugs, as the prohibition of a few makes no difference to the spread of the vicious habit. The solution at which we have arrived will be found in the schedule to Appendix I, where the prohibition or restriction of the imports of drugs is extended to the following —

- (1) Opium and all alkaloids of opium, and all intoxicating drugs made from the poppy
- (2) Ganja, bhang, and charas, and every intoxicating drink or substance prepared from any part of the hemp plant (*Cannabis sativa*)
- (3) Coca leaves, alkaloids of coca, every other intoxicating drink or substance prepared from the coca plant (*Erythroxylum coca*), and all drugs, synthetic or other, having a like physiological effect to that of cocaine
- (4) All preparations and admixtures of any of the above

37 The present law governing cocaine and its congeners will be found in different provincial regulations which are set out *in extenso* in Appendix VIII. As already stated, import by post into India is altogether prohibited and import by other means is severely restricted. Inter-provincial import and transport are similarly restricted by provincial regulations. Sale wholesale may be made to licensed dealers only and any quantity above a certain limit (which is 20 grams for cocaine in Bengal) is included in the term "wholesale". Licences are given free of charge or on payment of a nominal fee to chemists or druggists. These may only sell to private persons for *bonâ fide* medicinal purposes and on the prescription of a qualified medical practitioner. In some provinces sale on the authority of a prescription is allowed only once, unless an order to repeat and the number of times to be repeated are endorsed on the prescription. In Madras the use of a prescription for over six months is prohibited. Private possession, except under a medical prescription, is generally prohibited. Qualified medical practitioners (including dentists) may possess quantities generally up to 1 ounce, and in some provinces they are allowed to sell for medicinal purposes.

Under the new Excise Bill for Burma it is proposed to follow the law in Ceylon and to prohibit the making or selling of any hypodermic syringe or other apparatus for injecting any intoxicating drug, or the possession and use of such syringe or apparatus except on the prescription of a medical practitioner. The only exemptions are in favour of a medical or veterinary practitioner and a pharmacist holding a licence.

38 Looking to the divergences in provincial regulations, we have recently considered the question of unifying the law about cocaine and similar drugs. There are no varying local conditions to be allowed for in the case of these drugs, while the differences are a source of weakness to the administration and may be of advantage to the smuggler. With a view to unification we addressed all the provincial Governments and Administrations, and laid down the following general principles for guidance —

- (1) The adoption of a comprehensive definition like that referred to above is recommended. At present the provincial laws vary and are incomplete.
- (2) The small areas in British India in which the drugs have not yet been brought under regulation are to come into line.
- (3) Local cultivation where it exists is to be watched, and the method of disposal of the produce is to receive particular attention. So far as is known at present, coca has not yet been grown for the production of cocaine or allied drugs in India. The new Excise Bill for Burma proposes to prohibit definitely the cultivation of the coca plant except under a special license.
- (4) Further co-ordination is to be introduced between the Excise and the Customs authorities.
- (5) The limits of possession should be as far as possible uniform, and the following amounts are recommended — (a) for licensed druggists, 1 oz. or less according to the standing of the firm, subject to exceptions sanctioned by the Chief Revenue Authority or the Excise Commissioner, (b) for medical practitioners and dentists,  $\frac{1}{2}$  oz. subject to exceptions as in (a), (c) for private individuals, such quantity as they may have purchased on the prescription of a qualified medical practitioner, or where a quantity has to be fixed, one-tenth of a gram.

39 The licit imports of cocaine and allied drugs into British India for the last 5 years, with the principal countries of origin, are shown below.—

Year	From United Kingdom	From other British possessions	From Germany	From other Foreign countries.	Total
	Oz	Oz	Oz	Oz	Oz
1906-07	982	—	721	68	1,771
1907-08	1,420	—	—	526	1,946
1908-09	1,655	—	347	—	2,002
1909-10	1,063	—	26	—	1,089
1910-11	1,213	2	176	7	1,398

The countries of origin from which the imports are received are not in all cases ascertainable, but only the port of last shipment. For example, it is possible that Dutch and Belgian cocaine comes largely through German and British ports, and German cocaine through British and Belgian ports. A good deal of traffic also follows a roundabout route through China and Japan, and through Far Eastern ports like Hong Kong, Macao, Amoy, Swatow, Singapore and Penang. Kioochan may soon be added to the list. The chief German firms exporting cocaine to this country, according to our information, are Messrs. E Merck & Co., of Darmstadt, Messrs. John Dieder Bieber & Co., of Berlin, and Messrs. Egomont Heydorn & Co and Edward Brückner & Co., of Hamburg. To these may be added the following firms from whom cocaine and allied drugs have been received in India—Hamburg, Messrs. Blenbel Brothers and Karl Festin; and Darmstadt, Messrs. Schmitt and Wildenhaym (F. Schmidt and Wildenheim). It is said that cocaine can be most economically manufactured in Germany, because its production being classed as an industry, the spirit used is issued duty free and the acid used to precipitate it is a bye-product of another German industry; but on both these points our information is incomplete. As far as India is concerned, the United Kingdom, Germany, Belgium and Holland are the principal countries of origin of imported cocaine. The exports of cocaine from India are so infinitesimal that they need not be considered.

40 The licit supplies of cocaine and its congeners, however, sink into relative insignificance beside the contraband trade. In spite of all our regulations and the yearly increasing activity of the Police and the Excise preventive establishments, the chief consumption of cocaine in India is unquestionably from supplies obtained illicitly. The drug fetches high prices, occupies very little space, and can be easily hidden in postal packets or on the person as it has not the tell-tale odour of opium. The amount of illicit imports of cocaine in recent years into India may be roughly taken at about 1,400 ounces per annum, the amount of illicit cocaine seized in British India in 1910 was over 5,000 ounces. The seizures of illicit drugs represent an amount far below what is actually consumed illicitly by the people. It is for these reasons that we urge the paramount necessity of striking at the root of the evil by the strictest regulation and control at the centres of production, and by enactments in the countries of production prohibiting or effectively regulating the export of these drugs to countries which forbid their import.

41 A statement showing the seizures of illicit cocaine and its congeners made by Excise and Customs officers in British India during the six years 1905-10 is appended. The provinces not shown in the statement have no illicit seizures to report. The progressive increase in the activity of the preventive services is reflected in the figures of illicit seizures, but the provincial Governments are convinced that the cocaine vice itself is very much on the increase, and nothing but the wholehearted co-operation of the countries of production will serve effectively to check the evil.

Province	1905	1906	1907	1908	1909	1910
	Oz dr gr	Oz dr gr	Oz dr gr	Oz dr gr	Oz dr gr	Oz dr gr.
Madras Presidency	352 1 0	82 0 0	43 5 2	1 1 9	—	70 2 31½
Bombay —						
City and suburbs	163 6 30	616 2 0	23 0 0	745 1 45	253 3 19	1,145 0 53
Mofassil	—	61 1 37	145 6 9½	685 6 39	6 4 46	372 3 14½
Bengal —						
Calcutta and suburbs	180 3 2½	39 3 28	34 7 27	53 3 16½	85 0 43½	505 2 45½
Mofassil	24 6 56	12 1 33½	20 7 1	11 1 56½	20 1 29	53 6 10
United Provinces	—	52 5 52½	31 5 18½	14 0 7½	63 7 27	23 3 25½
Punjab	—	5 0 18	95 2 41	9 1 7	135 1 25½	254 3 42
Burma	55 6 23	118 1 27	973 0 1	776 4 27	2,338 4 40	and 22 bottles of tabloids * 2,682 1 34
North-West Frontier Province	—	—	0 4 0	—	—	0 6 0
Ajmer-Merwara	—	—	7 7 22½	1 0 7½	0 0 3½	0 2 4½
Total	776 7 56½	1,007 0 15½	1,376 5 2½	2,497 4 35½	2,897 7 57½	5,151 1 20½

\* Weight not known.

42 This illicit traffic in cocaine has been minutely studied in Burma. It is generally found in association with the traffic in morphia. A man engages a three-storey building. The principal dealer lives on the top floor. The first floor is used as a den where the drug is injected hypodermically. The ground floor is used for the sale of the drug by packets. This floor is strongly barricaded, and the vendor sits behind a small opening (as in a pawnbroker's shop) and sells the packets. If a customer comes into the shop desirous of using the hypodermic syringe, he is admitted to the first floor, where he is supplied with a syringe and a packet or more of cocaine. He gets operated on and leaves the premises.

When the sale of the packets downstairs is exhausted the proprietor of the house sends down a bottle or more of the drug. These are at once made up into packets ready for sale, and this goes on night and day. When the dens are raided, only small quantities of the drug are found, the bulk of it is either thrown into the latrine or into a bucket of water, where it immediately dissolves.

Another and a less suspicious form of the cocaine den is where the proprietor does not ordinarily occupy a whole building. He confines himself to renting one or more adjoining rooms on the ground floor or the first floor. An agent is engaged to act as seller for Re 1 a day, with food found. Part of one of the rooms is strongly boarded off. Inside the stronghold so formed the agent esconces himself and sells the drug through a small aperture. The rest of the den is for the use of the customers. Some buy what they want and go away, while others wait their turn or remain to sleep off the effects. An expert injector is ordinarily found on the premises, he is paid one anna per injection. Scouts are generally placed outside the den. If it is raided before the alarm can be raised, the seller empties all the cocaine into the latrine and flushes it. The seller keeps only a small quantity of the drug for retail sale, as the den may at any time be visited by an official, and the seller would in that case be compelled to destroy all he has, to save arrest and prosecution. Sometimes the pieces of paper in which the drug has been sold (and which usually littered the floor) have been collected, and the seller prosecuted on the Chemical Examiner reporting that traces of the drug could be found. Sellers and customers are, however, getting careful, and paper stained with the drug is no longer now found in the dens as a rule.

43 The prices paid for cocaine by wholesale importers into Rangoon are about Rs 8 to Rs 9 per ounce. The recent tendency of European prices appears to have been in the direction of cheapening the drug. The den-keepers and retail dealers buy from wholesale vendors at from Rs 40 to Rs 100 per ounce, but even these prices go up enormously when the supply is short. The den-keepers supply their customers at double or treble the prices they have paid. The drug is put up in one anna and two anna packets. The profits are so great that a large fortune may be secured by a single successful operation. In a seizure of cocaine in 1909, it was reported that a profit of half a lakh of rupees (Rs 50,000) would have been cleared if the consignment had been smuggled through.

44 Some of the illicit consignments seized showed that the firms which exported them to India possessed guilty knowledge. For example, the drug was sent in medical consignments marked "Antipyrene" or "Antifebrine," or passed under the name of some other medicine which it happened to resemble. Wrappers were also seized through the post marked "Samples without value," "Printed matter," "Newspapers," and other misdescriptions of a like character. It is stated that 90 per cent of the cocaine illegally imported into India and Burma is manufactured in Darmstadt. Packets have been found hidden in fruit baskets, cases of matches, and other cargo, and in the coal bunkers, holds, and other parts of vessels arriving in Indian ports. The drug is most commonly smuggled ashore by lascars and firemen, but European members of the crews have also been detected in the act of smuggling, and prosecuted to conviction. Nearly all the cocaine seized in Bombay has been exported from Trieste and Genoa by sailors and firemen of the Austrian Lloyd and Florio Rubatino Steamship Companies. The most recent reports on Ex-cise administration in the different provinces show that smuggling is still rife, in spite of all precautions in India.

45 The proposed unification of cocaine rules throughout British India will, it is hoped, go some way towards checking the enormous amount of illicit traffic in this noxious drug. The French and Portuguese authorities also have recently, on representations made to them, taken steps to restrict the import and sale of cocaine in their territories in India. But we are fully persuaded that our efforts towards the suppression of the cocaine habit in this country will be infructuous until strong measures are taken to regulate the production of the drug and its congeners and to restrict its export from the chief manufacturing countries. We recommend measures similar to those discussed above in respect of opium alkaloids. The Conference can do no more valuable service to humanity than by conceiving a scheme of international action for effectually checking the spread of the cocaine habit, which has been proved to be as subversive of private and public morals in all countries as it is unrelenting in the grasp in which it holds its unfortunate victims.

We have, &c,  
(Sd.) HARDINGE OF PENSHURST  
&c, &c, &c

## SECTION II.—Opium Smuggling to China since 1907 and India's Export Policy.

In theory, the admission of Indian opium into China should have ceased with the official suspension of the trade in 1914. In practice, the progressive limitation of licit supplies and their final cessation acted as a strong incentive to revive the old illegal system of smuggling, by diverting supplies intended for other markets to China, where prices soon began to rule abnormally high. It was in view of this that the Government of India agreed in 1912 to the limitation of their non-China sales to 13,200 chests.

### MACAO.

Evidence was produced in 1911 that Macao was being used as a base for smuggling opium into China. Large seizures of opium had been made on Macao junks at Canton, and Macao was importing opium at the rate of 400 chests a month, of which she could not possibly use much more than 20 chests a month for local consumption. Further interesting information came in in 1912, when the following facts were elicited. In 1911, when non-China opium came on the market at a much lower price than opium certified for China, the requirements of the Macao

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2285/12

opium farmer suddenly rose, and between the 1st July 1911 and the 30th April 1912 he imported 1,260 chests of uncertified opium, an amount for which there was no legitimate outlet. Under the terms of his contract, his allowance for 1911-12 was the grotesque figure of 1,275 chests for export and 450 for local consumption. After April the situation rapidly became worse, and at last intolerable. It is important to note that the Government of India had not included Macao in their estimate of non-China requirements, so that Macao was taking a large share of opium required by other customers, who were led to the substitution of Persian for Indian opium. In a Despatch dated the 13th January 1913, the Government of India stated that they were "far from anxious to send any opium" to Macao, whose legitimate requirements they estimated at 120 to 180 chests a year, or 400 chests including export to Mexico. Finally, the scandal became so great that the Portuguese Government were forced to give way to representations, and an agreement was signed on the 14th June 1913, by which the Macao farmer was allowed 260 chests annually for local consumption and 240 for export. Hong Kong, which was dealt with at the same time, was allowed 540 chests for local consumption and 120 for export. India was not concerned, except that Sir J Jordan had seized the opportunity of attacking the volume of the non-China exports, again pressing for their further reduction, on the assumption that the amount taken by Macao proved that the figure of 13,200 chests was in excess of actual requirements.

Macao as a smuggling centre was by no means done with. Her allowance for export was no doubt built up on bogus requirements, on the pretext of a large trade with Mexico and Panama, and in 1916 a very pretty trick was discovered; 132 chests of "opium" shipped for Mexico were examined at Shanghai, and were found to contain "a sticky mixture resembling molasses." They were described in the manifest as "132 packages Chinese Medicine. For discharge on the High Deep Sea." Meanwhile, 132 chests of perfectly good opium had left Macao for China. Much solemn enquiry was instituted, and finally the Government of Macao were informed that the import of opium into Mexico had been prohibited. A precisely similar case, with the exception that this time the destination of the bogus opium was said to be Chili, occurred in 1919. On both occasions the trick had only been discovered by accident.

On the 22nd November 1919, when the question was raised of the extension of the system by which the Government of India sold the bulk of its opium direct to the Governments of importing countries, opportunity was taken to suggest to the Foreign Office a similar arrangement in the case of Macao, the amount to be imported not to be in excess of the quantities permitted by the agreement of the 14th June 1913. In their reply the Foreign Office suggested that the maximum of 500 chests, including 260 for local consumption, allowed under that agreement was excessive, as Hong Kong, with a population of 450,000 as against Macao's 90,000, had at the same time been allowed only 540 chests for local consumption. The India Office agreed that the Government of Portugal should be approached with a view to reduction in the amount, which was also justified by the disappearance of the alleged Mexico market. Figures supplied by the Government of India shortly afterwards showed that for the six-year period 1914-19, Hong Kong had taken a yearly average of 356 chests of Indian opium, while Macao, with a far smaller population, had taken an average of 473 chests.

A preliminary reply received from the Government of Portugal in August 1920 foreshadowed resistance of the suggestion for a reduction. The question entered its most recent phase with a letter from the Foreign Office dated the 30th December 1920, in which they proposed to denounce the 1913 Agreement, and reduce the allowance of opium to an amount to be decided by His Majesty's Government and the Government of India.

On the 1st February 1921 the Foreign Office forwarded a copy of an amazing document from Lisbon, in which the Portuguese Government admitted, in effect, that Macao is living on the contraband trade to China, and strongly urged that the Colony should be permitted to continue doing so. Up to March no copy of any reply to Portugal had been received, but the problem was discussed with a Foreign Office representative at the time, and it was decided not to deal with the question officially unless it was specifically raised. On the 25th February copies were received from the Foreign Office of enquiries addressed to His Majesty's representatives in Mexico and Peking, and to the Colonial Office. Peking and the Colonial Office were asked for reliable statistics as to the legitimate opium requirements of Macao, and His

<sup>1</sup> See also R. & S. 911/21 and 10620/20, regarding inclusion of Portuguese colonies in reciprocal drug arrangements between the United Kingdom and Portugal.

Majesty's representative in Mexico was requested to say whether Mexico had prohibited the import of raw opium, and, if not, what were the amounts imported and their places of origin

## BURMA.

Before the temporary suppression of opium cultivation in China, much Chinese opium, together with the opium smoking habit, had found its way into Burma. But with the drastic measures that for a time reigned in China, the situation changed; opium began to be grown more extensively in the wild Shan States on the Burma China frontier, and smuggled into Yunnan, as was being done in the case of Siberian opium. The Chinese authorities, as usual, were quite helpless to cope with the situation, but it appealed to them as an excellent point to oppose to any complaints regarding cultivation in China, and from 1914 onwards it became a favourite subject for representations by the Wai Chiao Pu. As early as the 27th March 1914, the Government of India found it necessary to address the Secretary of State on the matter, pointing out the political and administrative difficulties in the way of enforcing rigid control over opium in the Burma frontier States, but stating that steps would be taken to deal with the question as completely as possible. The outbreak of war prevented any decisive measures being taken, owing to the fear of setting the frontier ablaze, but in December 1918 Sir John Jordan began to agitate violently for repression, and returned to the attack as early as January and February 1919. In reply to this, the Government of India, in a Despatch dated the 21st May, alleged that the Burma smuggling was being actively assisted by the Chinese authorities, a fact not stressed by Sir J. Jordan, and pointed out that to control cultivation and export in the remote and inaccessible tracts which border on the Chinese frontier would be a task of great difficulty and delicacy, that would result in unrest and disturbances. In March the Government of Burma had stated that the time for action was not yet ripe. They proposed to address the Local Government on the subject, but demanded co-operation on the part of China. On the 19th May they had in fact instructed the Government of Burma "to consider further the practicability of a policy of increasing the restriction of the Shan production and traffic."

In a despatch written on the 4th March, Sir J. Jordan continued to press for strong measures in Burma, together with the abolition of the opium monopolies at Hong Kong and Macao, but in a further despatch dated the 19th May, he forwarded papers showing the difficulty to be that the Chinese riff-raff was being attracted from both sides to the inaccessible border districts, and hinting that trouble was likely to be caused between Burma and China. In June the Chinese again protested against the traffic from Burma, and were informed by the Acting British Consul-General at Yunnanfu that "the trade from Burma is entirely in the hands of the Chinese, and that it is impossible for the Burma Government to function on both sides of the frontier." Further complaints arrived in October, when the Chinese adroitly, and apparently correctly, stated that the cultivation in Yunnan did not affect India's obligation to stop export from Burma, as Yunnan had been *declared free of poppy* by a joint inspection in 1917. Sir J. Jordan nevertheless ventured to hope that the Government of Burma would not stop contemplated measures in the Shan States on account of the Chinese attitude.

On the 11th September 1919 the Secretary of State, in a Despatch dealing with opium policy generally (printed as Appendix I. to this section), though approving the letter of the 19th May to the Government of Burma, expressed the opinion that it was undesirable to press measures in Burma to a point where danger of serious unrest was to be anticipated, and the Foreign Office, who on the 16th September forwarded more papers on the subject from the Peking Legation, with an enquiry as to the action that was being taken, were informed in this sense.

On the 27th March 1920 the Foreign Office returned to the charge, supported by more Peking despatches, and on this occasion it was decided to ask the Government of India whether it had yet become possible to introduce stricter control on the frontier. An answer on these lines was returned to a Parliamentary question on the 29th April, and again on the 2nd June to a further Foreign Office letter, forwarding a complaint from the International Anti-Opium Association, Peking.

A Despatch from the Government of India, dated the 4th November 1920, forwarded a letter from the Government of Burma, in which the final considered policy for dealing with the question was set out. Briefly, it amounted to a middle course between the two extremes of wholesale suppression with complete disregard of consequences, and ultra-caution regarding the possible dishke of the people themselves



for the action taken. A copy of these papers was sent to the Foreign Office on the 17th December.

10618/20 On the 17th September 1920 the International Anti-Opium Society, Peking, addressed a strong letter to the Secretary-General to the League of Nations, regarding the extensive cultivation of poppy in the hill districts of Burma. A copy of this letter was sent to the India Office by the Foreign Office on the 22nd December. In their covering letter the Foreign Office took a far stronger line than hitherto. They considered that the continued existence of this poppy cultivation afforded *prima facie* grounds for representations to His Majesty's Government by the Chinese. They stated that production in the Kachin hill tracts was reported to be comparatively small, and marked down the larger proportion of the Burma production to the Northern Shan States. The conclusion drawn by Lord Curzon was that this could easily be put down by the Burma Military Police, as the population of the Shan States was "far less prone to hostile encounters" than the Kachin tribesmen. The Foreign Office went on to state their belief that, in spite of the opium policy of the provincial governors and the powerlessness of the central Government, a strong section of Chinese public opinion was determined to suppress the cultivation of opium in China. 463/21 It subsequently transpired that the Foreign Office letter had been drafted prior to the receipt of the letter from the India Office, communicating the new steps which the Government of Burma were taking, and a verbal discussion with a representative of that Department led to the admission that the unreasonableness recently displayed in Foreign Office communications had not correctly indicated their views, which were in reality identical with those held by the India Office as regards all outstanding questions of opium policy.

5790/20 In this connection a controversy should be noted which arose with reference to 7954/20 claims for compensation in respect of opium crops destroyed by the Chinese in disputed territory on the Burma frontier. This was eventually found to be a political question, the Government of Burma stating that the claims arose out of deliberate breaches of the Burma frontier by the Chinese, with the object of asserting Chinese authority over territory assigned to Burma by the Burma-China Commission. The Foreign Office were acquainted with the facts on the 27th January, and were informed that the claim would not be withdrawn until the boundary question was settled. A copy of the resultant Foreign Office Despatch to Peking was received on the 18th February 1921. 9184/20 1210/21

#### JAPAN.

Japan was a late comer to the opium smuggling markets, her normal requirement of Indian opium being so small that in 1912 the Government of India had not taken it into account in assessing the needs of their non-China customers. But of late years Japan, though a signatory of the Hague Convention, has plunged into the opium and morphia traffic with China on Gargantuan lines. Her trade in morphia manufactured in the United Kingdom is referred to in Section III. below, and, not content with this, she began to buy opium in all the markets of the world, to grow poppy on a considerable scale, and to manufacture morphia herself. Her geographical position, and, above all, her possessions on the mainland, rendered it particularly easy for Japan to encourage smuggling and the opium and morphine habits in China, and it has been asserted more than once that this formed no unimportant part of her policy for the peaceful penetration of Manchuria.

404/19 In January 1919 a letter was received from the Foreign Office, referring to statements that opium used for the manufacture of morphia in Japan, and opium imported by the Japanese into Tsingtao and Dairen as military stores, was purchased in Calcutta for medicinal use only. The Government of India were referred to by telegram, and replied that there was no foundation for such statements.

1041/19 Evidence regarding Japanese smuggling now began to accumulate. Papers forwarded by the Foreign Office in February dealt with a proposed shipment of 2,000 lbs. of Persian opium of not less than 10 per cent. morphine content, by a Bombay firm to the Hoshi Pharmaceutical Company of Tokio, and the suggestion was made that the export of opium to Japan or Formosa should not be permitted without a British Consular certificate as to its ultimate use. The *Chemist and Druggist* for the 22nd February 1919 stated that "through Dairen morphine circulates throughout Manchuria and the province adjoining; through Tsingtao morphine is showered over Shantung province, Anhui and Kiangsu, while from Formosa . . . it is distributed throughout the province of Fukien and the north of Kuangtung. "Everywhere it is sold by Japanese under extra-territorial protection. . . . No

"Japanese has ever yet been punished for dealing in contraband in China. But while the morphia traffic is a large one . . . at the Calcutta opium sales Japan has become one of the considerable purchasers of Indian opium for Formosa . . . this is shipped to Kobe, and from Kobe transferred to Tsingtao." In the same article, a quotation from the *North China Daily News* stated that between 1st January and 30th September 1918, 2,000 chests of Indian opium were imported into Tsingtao *via* Kobe

On the 30th December 1918 Sir J. Jordan addressed the Foreign Office on the subject, enclosing a copy of the *North China Daily News* article quoted by the *Chemist and Druggist*, and, pressing the view that the Calcutta auction sales were "the fount of the evil," urged the entire prohibition of the export of opium to the Far East. The Foreign Office, in a letter dated the 11th March, proceeded to enquire whether the Government of India would be prepared to give effect to this suggestion. In view of the prominence that the question had now begun to assume, it was decided to ask the Government of India for a report on the facts. In this connection the Under Secretary of State noted as follows — "Since we have voluntarily sacrificed the bulk of the opium revenue there is much force in the argument that we should not incur scandal for the value of a small residuum. But the real responsibility for what takes place in China rests with those Governments, whether foreign or our own colonies, who buy more opium than is really required for their domestic requirements. While we are being asked to sacrifice our remaining trade, is there to be no guarantee that these Governments shall not forthwith supply themselves from other sources? I do not insist that steps must be taken to bring home their responsibilities to them as a condition to any action by us, but I wish to point out that now again, as generally during this long controversy, pressure is brought to bear on India most promptly and most vigorously, not because she is the greatest offender, but merely because she is most exposed to pressure."

The views of the Government of India were embodied in their Despatch of the 21st May 1919. They considered that it would not be possible to institute effective control of transshipments of Persian opium, and, as regards Japan, suggested that the best way of meeting the difficulty would be to extend to that country the existing system of direct sales to Governments, by which the responsibility for the amount of Indian opium imported would lie with the Japanese Government alone. The Secretary of State agreed to this course, and on the 3rd October 1919 the Foreign Office were asked to approach the Government of Japan with a view to the conclusion of an agreement of this kind. Up to March 1921 the Foreign Office had not yet succeeded. Meanwhile, Japan continued to smuggle. Papers from the Peking Legation, dated the 14th February 1919, though stating that the chief source of the illicit supply was Siberia, referred to the wholesale opium smuggling from Formosa in specially constructed motor-boats, and suggested that all British exports for Formosa should be stopped. In view of the scandal created by the traffic, the Japanese appeared to have issued instructions to their nationals, but these instructions had not been applied with strictness. The opinion was expressed that the Japanese could easily stop the traffic by their own nationals if they wished to do so.

The Rev. E. T. Dukes, Secretary of the Anti-Opium Society, writing to the *Times* on the 10th April 1919, afforded an excellent instance of the readiness of the anti-opiumists to accept the statements of alien Governments. He "widely welcomed" a "courteous statement" from the Japanese Embassy, to the effect that Tokio had decided to end the supply of drugs to Tsingtao and the leased territory of Kuantung, to eradicate the opium habit in Formosa, and to stop the despatch of drugs to China through the post. In addition, the Japanese Government "has been doing its utmost to crush the existence of this unlawful trade." Some colour was lent to this declaration by papers sent from Peking on the 4th March, referring to a statement that had been published, to the effect that the opium monopolies at Tsingtao, Dairen, and in Formosa were to be abolished. Korea was not referred to in this statement. The same papers reported a raid by the British police on a morphia pill factory, owned by Chinese and Japanese, in the British Concession at Tientsin.

Papers received in April referred to the increase of poppy cultivation in Corea under Government auspices, and stated that during the year 1918 the Customs at Amoy had seized 16,000 China ounces (half a ton) of smuggled opium. Of this, 7,500 ounces were said to be of Formosan origin, and 5,800 ounces of raw opium were identified as Indian. It was estimated that only one cargo of smuggled opium was seized in every five, 444 Chinese ounces of morphia were seized in the same period, and of these 144 came from Formosa. In May, there were received a number of interesting

- 3009/19 quotations from the *North China Herald*, and from a paper read before a Medical Conference at Cantou, forwarded to Sir J. Jordan by Consul Sly of Harbin. These dealt in considerable detail with the methods by which morphia was smuggled into and distributed in China. Sly, however, confirmed the fact that instructions dealing with the traffic in Manchuria had been issued by the Japanese Government. He added: "The Japanese do not love publicity, and their authorities have clearly been unable to face with equanimity the disclosures in regard to the morphia traffic"
- 3209/19. Further papers received about the same time gave more evidence of Japanese smuggling, and brought to light a clever scheme, which consisted of sending into China large quantities of brass opium boxes, stamped "Benares."
- 3206/19  
3274/19 Consular papers received in June stated that the Japanese Government had admitted its responsibility in the matter of the drug traffic to the extent of promising legislation calculated to check it effectively, and in the following month a Japanese pronouncement stated that when the Hague Convention became operative they would "make efforts for the realisation of the principle" embodied therein. In the meantime, they had (1) agreed to the inclusion of opium in the list of articles the importation of which into China is prohibited; (2) prohibited trade in opium by Japanese subjects in China; (3) stopped the despatch of opium by post, (4) repented their orders against the importation or sale of morphia or cocaine by Japanese subjects in China; and (5) had decided to abolish the opium administration in Tsingtao and Kuantung. Further papers received in October showed that the Japanese were adopting various minor administrative measures to stop the consumption of opium, and to render smuggling more difficult, but it was not anticipated that this would lead to any material improvement in the position. The regulations for the suppression of opium smoking appeared to be designed for widow dressing purposes only, and there was no effective bar to the smuggling of morphia into the leased territories.
- 8997/19 In a despatch dated Tokio, the 31d November 1919, Mr. Alston stated that the Japanese authorities in Manchuria appeared to be vigorously attempting to stop smuggling of opium along the South Manchuria Railway line, "but the great trouble" is not opium, but the infinitely more deleterious drug morphine. "It would be much greater cause for congratulation to hear that the Hoshi Pharmaceutical Company, in Formosa, was under the strict surveillance of an administration honestly bent on stamping out this infamous trade." In March 1920 the Japanese Government even asked to be allowed to export 20 tons of opium from the United Kingdom, certifying that it was required solely for medical purposes.
- 1925/20  
6514/20 On the 4th August 1920 the Foreign Office forwarded papers relating to the drug traffic at Tsingtao, and, before making representations to the Japanese Government, asked for information regarding the statement that some of the opium was brought by boats from India. In reply, it was pointed out that, from the description of the opium said to be smuggled in this manner, it was clear that if it was of Indian origin it must have been remade and repacked after leaving India. The export policy of the Government of India was again explained, and it was pointed out that if the Foreign Office succeeded in persuading all the Governments of consuming countries to enter into arrangements for direct sale by the Government of India the Calcutta auction sales would cease.
- 7380/20 In September 1920 a copy of a formidable Memorandum, drawn up by the Peking Anti-Opium Association, was received from the Foreign Office. This Memorandum gave much information regarding Japanese imports of opium and morphia, and production of morphia, and attacked India on the ground that "the Indian Government cannot fail to be aware that the bulk of the opium sold to Japan is nominally exported to Japan, but in reality reaches China." The Memorandum also contained allegations against Hong Kong and the Straits Settlements, to which the Governor of the Straits Settlements replied on the 30th November, and which will be referred to again below. The latest papers received on the subject of the Japanese trade stated that the Japanese had definitely decided to abolish the opium monopolies at Tsingtao and in the Kuantung leased territory, with effect from the 1st April 1921.
- 283/21 and  
1019/21

### India's Export Policy since 1911.

On the conclusion of the China Agreement of 1911, it was decided to cut down the sales of opium for the non-China markets to the legitimate requirements of those markets. These requirements were difficult to ascertain, but they were ultimately fixed in 1912 at 13,200 chests, and this figure was agreed to by the Secretary of State in later years. A telegram from the Government of India, dated the 26th August 1913, went over the grounds on which this estimate was based in some detail. They were of opinion that the figure of 13,200 chests was rather an under than an over-estimate. They pointed out that the figures of non-China exports for the period 1905-09, when no inducement had existed to smuggle opium into China, justified an annual export to these markets of 14,000 chests, and that this figure was supported by statistics supplied by the Board of Trade. (In a previous telegram, dated 3rd November 1911, they had stated that their own calculations, checked by information presented to the Shanghai Opium Commission, indicated a demand for between 13,000 and 14,000 chests, and that estimates obtained from respectable exporters varied between 14,000 and 19,000 chests.) They emphasised the fact that the reduction to 13,200 chests had been made "purely as evidence of our sincere desire to help China," pointed out that the case of countries who had taken less than the amount calculated as their normal demand had been more than counterbalanced by underestimates in the case of other countries, and stated that evidence existed to show that several countries, being unable to obtain sufficient opium from India, were being compelled to take their supplies from Turkey and Persia.

From 1912 to 1915 the maximum remained 13,200 chests, but in view of the conclusion of agreements for the direct sale of opium to the Governments of Hong Kong and the Straits Settlements, the Secretary of State decided in October 1915 that it seemed preferable for the future to fix a standard for the Calcutta auction sales exclusive of the demands of those colonies. On the 14th July 1916 the Government of India concurred in the proposal, but stated that events had proved the correctness of their contention that the total limit of 13,200 chests was too low, and "while we do not propose any large departure from recent practice, we think that the new figure to be fixed as the future auction standard may safely be rounded in an upward direction." They accordingly recommended that for the time being 10,000 chests should be adopted as a standard for the auction sales, and that this figure should not be liable to alteration as a result of fluctuation in the demands of countries which had arranged to take their supplies direct. To this proposal the Secretary of State agreed, subject to reconsideration in 1918. In 1918, owing to the conclusion of agreements for direct supplies with the Dutch East Indies, British North Borneo and Siam, the standard was reduced to 5,600 chests. Two points have to be noted in connection with this: the reduction in the case of North Borneo and Siam was less than their actual requirements in 1918, and the final figure was "rounded up" from 5,514 chests to 5,600. At the same time it was agreed to hold over the reconsideration of the standard until the return of normal conditions.

It will be seen from this that subsequent to 1915 the maximum limit was raised above 13,200 chests by a process of rounding up. In fact, for the years 1916, 1917 and 1918, the amounts offered for sale, plus the direct sales to Governments, totalled 13,950, 13,370 and 13,980 chests respectively. After 1918 the Government of India were faced with great difficulties of production, and the amounts offered for sale fell short of the original 13,200 maximum by 1,040 chests in 1919, 1,218 chests in 1920, and will fall short by 3,270 chests (estimated) in 1921. Moreover, as a result no doubt of the international situation and the possibility of Japan meeting her obligations under the Hague Convention, the large and unjustifiable Japanese purchases have apparently come to an end, and in 1920 only 2,320 of the 4,000 chests offered for sale were disposed of, and it is probable that a large proportion of the 2,500 chests advertised for 1921 will not be sold.

It is clear that the question of the revision of the auction standard is at the present moment of no practical importance, but should the Government of India succeed in the near future in materially increasing Indian production, it would be plainly advisable, especially in view of the general understanding that the Indian export is limited to 13,200 chests, to make an earnest attempt to ascertain the normal legitimate demand of such countries as may not by then have accepted agreements for direct supplies.

1910 14. In 1914 an arrangement was entered into by which the Government of India undertook to supply the Governments of the Straits Settlements and Hong Kong direct with their requirements of Indian opium, and in their Despatch dated the 30th April 1914, commenting on a proposal from the Netherlands Government that a convention, limited to Southern and Eastern Asia, should be concluded between opium producing and opium importing countries, under which the traffic in opium would be limited exclusively to Governments, the Government of India committed themselves to future extensions of this direct sales policy.

3789/18. The Straits Settlements and Hong Kong agreements ran for five years from the 1st January 1915 and the 1st January 1916 respectively, and stipulated for a fixed price of Rs. 2,000 per chest. By arrangements made in 1918 the Straits Settlements agreement was renewed for a further period of five years from the 1st January 1920, the price fixed under the new agreement being Rs. 3,000 per chest. The Hong Kong agreement was similarly renewed from the 1st January 1921, the new price paid in this case being Rs. 4,000 per chest. Under the new agreements Hong Kong asked for 10 chests a month, an amount far smaller than the total allowed under the Macao-Hong Kong Agreement of 1913. The Straits asked for 4,500 chests annually, but the Government of India replied that it was doubtful if they could be supplied with more than 4,000. It should be observed in this connection that all agreements with the Governments of consuming countries contain a clause to the effect that the purchasing Government is under no obligation to take a minimum quantity of opium. A similar arrangement was made with the Dutch East Indies in 1916, the agreement running for five years from the 1st January 1917, and the price fixed being a maximum of Rs. 2,500 and a minimum of Rs. 2,000. It was calculated that 3,000 chests would be required each year. Agreements on these terms were made with North Borneo and Siam in 1917, the agreement in each case dating from the 1st January 1918.

3564/16. Then came Sir John Jordan's despatch of the 30th December 1918, in which he urged strongly that the shipment of Indian opium to the Far East should be entirely stopped. This suggestion, together with the proposal, emanating from Mr. Crowe, Commercial Attaché at Tokio, that Indian exports to Formosa and Japan should only be permitted under British consular certificates, was forwarded to the Government of India. The Government of India replied on the 21st May 1919. They recapitulated the details of their opium policy since the termination of the China trade, and pointed out that they had cut down the Calcutta auction sales to the limit of what they believed to be the legitimate needs of their non-agreement customers. They suggested, however, that the legitimate needs of these customers should be tested by extending the agreement system to French Indo-China, Japan, Ceylon and Mauritius. If this were done, they would discontinue the Calcutta auctions altogether.

1563/19. The Secretary of State replied in a Despatch dated the 11th September 1919. This Despatch, which marks a definite development of policy, is printed as Appendix I to this section. The Government of India had repeated the old argument that it was unreasonable to ask them to make sacrifices at the cost of the Indian taxpayer which would not bring at least corresponding benefits to China, especially in view of the recrudescence of cultivation at that time reported from China. With reference to this, the Secretary of State wrote as follows:—"But, although the most rigid limitation of exports from India or even the complete stoppage of the illicit trade in Indian opium might still fail to benefit China, none the less I consider that every effort should be made to limit exports from India to the legitimate requirements of the consuming countries." The Secretary of State agreed that it was unnecessary to attempt to control the transshipment of Persian opium at Bombay, and rejected the suggested expedient of consular certificates to cover exports. He approved the Government of India's proposal to extend the system of direct sales, suggested that they should approach the Governments of Ceylon and Mauritius direct, and intimated his intention of requesting the Foreign Office to initiate negotiations with Japan and France. A letter in this sense was accordingly addressed to the Foreign Office on the 3rd October, enclosing a copy of the correspondence with the Government of India, and on the 22nd November that Office was informed that the price of the opium to be offered to those Governments and to the Government of Macao would be Rs. 4,000 a chest. The Government of India had been told on the 19th November that they should fix this price in dealing with Ceylon and Mauritius.

5381 19. Preliminary information regarding the progress of the Foreign Office negotiations was received in December 1919, and in March 1920 the Government of India asked how matters stood, as it was desirable that they should have at least six months'

For Macao, see above R & S 6727/19.

8234/19

notice before the introduction of the direct sales, in order to give the merchants warning to clear off their stocks. They were informed that this could be provided for in the agreements, by fixing a suitable date for the agreements to come into force. In August 1920 the Government of India again asked what progress had been made, as they had to give notice in September of the quantities of opium to be offered for sale by auction in 1921. Enquiry at the Foreign Office elicited the fact that nothing had been heard from France or Japan for eight months, and the Government of India were told to proceed on the assumption that the existing arrangements would continue throughout 1921. In September papers were received from India showing that an agreement had been concluded with Ceylon, the Government of Ceylon estimating their requirements at 70 chests a year. Up to March 1921 no information had reached the India Office regarding Mauritius, and nothing further had been heard concerning the progress of the negotiations with France and Japan. Macao is in a separate category, and the proposal to revise the 1913 Agreement with Portugal has already been dealt with.

2551/20

7118/20

7238/20

The essence of these direct sales agreements is to confine the traffic to the importing Governments, who are thus rendered publicly responsible for the destination and use of the opium they take. In view of this, it is somewhat surprising to meet the following statement in a Memorandum drawn up by Mr Nixon at the instance of the Government of India as a defence of their opium policy—

See Secretary  
of State's  
Despatch, 11th  
Sept 1919  
R & S 208/21

“As far as the Government of India is initially concerned, opium may at present be exported from Calcutta by the purchasers at the public auctions or their constituents even to the countries with which the Indian Government has concluded direct supplies, and indeed this mixed form of export has taken place with the Straits Settlements and Hong Kong in the quantities given below”—

	1915	1916	1917	1918	1919
<b>Straits Settlements —</b>					
Direct by contract - - - -	2,400	3,750	3,750	4,000	4,000
Privately - - - -	830	248	1,068	374	381
<b>Total - - - -</b>	<b>3,230</b>	<b>3,998</b>	<b>4,818</b>	<b>4,374</b>	<b>4,381</b>
<b>Hong Kong —</b>					
Direct by contract - - - -	—	360	420	360	540
Privately - - - -	734	500	440	496	469
<b>Total - - - -</b>	<b>734</b>	<b>860</b>	<b>860</b>	<b>856</b>	<b>1,009</b>

This remarkable fact, hitherto unknown at the India Office, is also witnessed by the table of imports for the period 1917-19, taken from the Statistics of British India for 1919-20, and printed at the end of this section. In a demi-official letter dated the 7th March 1921, the Government of India were asked to look into this matter and inform the India Office of their conclusions. Much is likely to be heard from the anti-opiumists on the point, and it has already been raised indirectly in Parliament.

1494/21 and  
1585/21

**APPENDIX I.—Revenue Despatch No. 84, dated the 11th September 1919,  
R. & S 3664/19**

My Lord,

I have considered in Council the Letter from Your Excellency's Government in the Financial Department, No 156, dated the 21st May 1919, on the subject of the export of Indian opium to the Far East, and the suppression of the cultivation of the poppy in the frontier tracts of Burma bordering on China.

2. In his Despatch of the 30th December 1918, Sir J Jordan invited attention to the desirability of prohibiting the export of Indian opium to the Far East, he considered that the financial advantages now accruing from such export must be so trifling in comparison with the larger issue which has already been faced, and so unworthy of consideration in relation to the national stigma involved, that the continuance of the trade was unthinkable. Your Excellency's Government is unable to accept this view. You point out that India has already given ample proofs of her willingness to adopt any practical measures of co-operation or restriction which may be required to secure the complete suppression of the illicit opium traffic with China, and has willingly accepted heavy losses of revenue in order to further

the attainment of this end, and you regard it as unreasonable that India should be called on to make still farther sacrifices, at the cost of the Indian taxpayer, where there is but little hope that these sacrifices would in fact benefit China.

3. On the conclusion of the agreement with China in 1911, a limit was imposed voluntarily upon the total amount of Indian opium which could be exported in any one year to all consuming countries other than China. This limit—which was fixed at 13,200 chests a year, and has now been in operation for the past seven years—was determined after careful examination of the volume of exports over a period when no inducement existed for the smuggling of the drug into Chinese territory. The results of this statistical examination of the problem were supplemented by such further direct enquiries as were possible; and on a review of all the facts, 13,200 chests a year was accepted as the most accurate estimate that could be made of the legitimate demands of all countries, other than China, which imported opium for smoking or eating. The export of Indian opium to China has now ceased. Further, in pursuance of a policy which has been kept steadily in view, Your Excellency's Government has entered into arrangements with the Governments of Siam, the Dutch East Indies, Hong Kong, the Straits Settlements, and British North Borneo, under which their requirements are imported by them direct. With the extension of the system of direct sales the quantity offered at auction has been gradually reduced, and in 1918 only 42 per cent of the total limit of 13,200 chests referred to above was disposed of in this manner. In 1919, owing to special reasons, only 3,600 chests were offered at auction. With the exception of small shipments to Ceylon and Mauritius, opium purchased at the Calcutta auctions is exported to Saigon and Japan.

4. It is only, therefore, in respect of the quantity auctioned in India that any question of responsibility arises. There can unfortunately be little doubt that an illicit trade with China on a large scale exists, and there is evidence that poppy cultivation has revived over large areas in China itself. But although the most rigid limitation of exports from India, or even the complete stoppage of the illicit trade in Indian opium, might still fail to benefit China, none the less I consider that every effort should be made to limit exports from India to the legitimate requirements of the consuming countries.

The expedient of Consular certificates is for many reasons objectionable, and I would prefer to adopt the alternative suggested by you of attempting to extend the system of direct sales by entering into contracts with the Governments of Japan, French Indo-China, Ceylon, and Mauritius. If this be done, and if exports be limited to the quantity certified by the Government of each consuming country to be required for legitimate purposes, the responsibility for abuses, if any should occur, will rest with the Government of the importing country. I suggest that Your Excellency's Government should now enter into communication for this purpose with the Governments of Ceylon and Mauritius, and I propose to request the Foreign Office to initiate negotiations with the Governments of Japan and France, explaining the reasons which have led to this offer being made, and making it clear that the quantities to be covered by the contract are those required for legitimate purposes only.

I foresee the possibility that if these arrangements are made, Indian opium in the illicit trade may be replaced by Turkish or Persian opium, but I am not without hope that this result may not follow, as Indian opium is valued for its special properties, and as, under Article 295 of the Treaty of Peace with Germany, ratification of the Treaty will be regarded as ratification of the Opium Convention of 1912. If the obligations of that Convention are not evaded, the illicit trade should be reduced or disappear, and the Japanese Government have recently declared publicly that all necessary action will be taken when the Hague Convention becomes operative.

5. In the letter from Your Excellency's Government in the Financial Department, No 87, dated the 20th April 1917, the question of the methods to be adopted in order to arrive at a suitable price basis for opium sold direct to other Governments was discussed, but no definite conclusions were reached. So long as moderately large quantities are offered for sale, the results of the Calcutta auctions afford the most direct and reliable basis for fixing the price at which the drug should be supplied to other Governments, but as Your Excellency's Government recognised, it will not always be either safe or desirable to attempt to secure the full benefit of any temporary inflation of prices. If and when the Calcutta sales cease, the only indications will be the prices realised for Persian and Turkish opium, and the prices obtained for Indian opium sold to morphia manufacturers in England. Difficulties will probably be experienced in obtaining reliable information as to the prices of Persian and Turkish opium, or as to the quantities offered for sale, the conditions that may be expected to exist after the war may restrict the demand, and marked fluctuations of prices may occur. There is the further consideration, mentioned by you, that Indian opium supplies a special demand, and commands a higher price than the Persian or Turkish drug. As regards opium sales in England, the position is at present so uncertain that no trustworthy estimate can be made either of the total quantity likely to be sold or the price that will be obtained. In any case the price basis is wholly different from that of opium sold for smoking or eating, buyers in England being concerned solely with the morphine content of the opium they purchase, and the considerations which determine its value in the Eastern markets are largely inapplicable. In these circumstances it would appear that, while data might be obtained sufficient to determine a minimum price, little or no information would be available to determine a suitable price in any particular case. The probable consequence would be that the agreements with the Governments which obtain their supplies from India would tend to assume a *quasi* permanent character, the prices realised would become uniform, and would probably remain at the present high level.

If these anticipations should prove correct, it would seem to be to the advantage of India to conclude agreements with France, Japan, Ceylon, and Mauritius on the lines of the arrangement recently made with the Government of the Straits Settlements, the price being fixed at Rs 3,000 per chest. This is a highly profitable rate, and though lower than recent prices is considerably higher than the average realised (Rs 1,937) from 1900-01 to 1916-17. The course of prices suggests that the high rates obtained at recent auction sales have been due primarily to special and ephemeral conditions, the continuance of which cannot be counted on, and with the introduction of more strict international and domestic control over the opium traffic which may be expected to follow the conclusion of peace, the demand for opium should diminish and prices fall. In view of these considerations, and of the probability that the Governments concerned will be more likely to accept an arrangement which has recently been effected with a British Administration at a time when auction prices were materially lower than they now are, I incline to the opinion that it would probably be desirable that agreements should, if possible, be concluded with France, Japan, Ceylon and Mauritius at the rate of Rs 3,000 a chest. Before coming

to a decision, however, I should be glad if Your Excellency's Government would re-examine the question in the light of these remarks. Any agreements made in the future should provide for a fixed price, without reference to the results of the auction sales.

6 For the reasons stated in para 9 of your letter, I agree that it is unnecessary to attempt to establish control over Persian opium shipped to Bombay for transshipment there.

7 I approve the instructions conveyed to the Government of Burma in your letter No 734 F E, dated the 19th May 1919, but, in view of the information contained in recent reports from Tengyueh as to the cultivation of the poppy in Yunnan, the importation of opium from the Shan States under the protection of heavily armed escorts, the very large extension of the area under poppy in Suchuan, and the encouragement afforded by the local Chinese authorities to the import of contraband opium and the cultivation of the poppy, it would seem undesirable that the Government of Burma should press their measures for the suppression of this traffic to a point where danger of serious unrest or disturbance is to be anticipated. The letter from the Government of Burma, No 319, of date the 27th December 1913, explains the difficulties that would attend any attempt to suppress completely the cultivation of the poppy in the Shan States, and the serious consequences that might ensue if such a policy were insisted upon, and it is clear that any measures directed to this end will be infructuous unless and until the effective and continuous support of the Chinese officials in Yunnan can be secured. There is reason to fear that no such support can be relied on in present circumstances.

I have, &c,  
EDWIN S. MONTAGU

### APPENDIX II.—TABLES.

Quantity and Value of Opium sold by Government direct to Colonial Governments, &c., under Agreement during each of the years 1914-15 to 1918-19.

No 23 in Statistics of British India.

	QUANTITY						VALUE PER CHEST					Total Value
	Straits Settlements	Hong Kong	Siam	Netherlands Indies	British North Borneo	Total	Straits Settlements	Hong Kong	Siam	Netherlands Indies	British North Borneo	
	Chests	Chests	Chests	Chests	Chests	Chests	Rs	Rs A P	Rs	Rs	Rs	Rs
1914-15												
Patna	—	150	—	—	—	150	—	1,623 2 0	—	—	—	2,43,469
Benares	600	200	—	—	—	800	2,000	1,600 3 6	—	—	—	15,20,044
Total	600	350	—	—	—	950	—	—	—	—	—	17,63,513
1915-16												
Patna	—	—	—	—	—	—	—	—	—	—	—	—
Benares	2,550	90	—	—	—	2,640	2,000	2,000 0 0	—	—	—	52,60,000
1916-17												
Patna	—	—	—	—	—	—	—	—	—	—	—	—
Benares	3,750	365	—	600	—	4,715	2,000	2,000 0 0	—	2,500	—	97,30,000
1917-18												
Patna	—	—	—	—	—	—	—	—	—	—	—	—
Benares	4,789	406	850	2,200	30	8,274	2,000	2,000 0 0	2,500	2,500	2,500	1,80,88,000
1918-19												
Patna	—	—	—	—	—	—	—	—	—	—	—	—
Benares	4,136	450	1,750	2,200	130	8,666	2,000	2,000 0 0	2,500	2,500	2,500	1,93,72,000

Quantity of Opium imported into certain Foreign Countries from British India (as far as available from the Trade Accounts of these importing Countries).

No. 24 in Statistics of British India

Importing Countries	1912	1913	1914	1915	1916	1917	1918
United Kingdom - Cwts	21	59	553	1,330	4,066	5,170	3,489
China (exclusive of Hong Kong and Macao)	10,512	10,365	4,314	2,676	675	509	—
Straits Settlements	4,607	2,282	1,000	3,040	3,948	4,868	4,264
Ceylon (on Government account)	64	116	86	98	54	—	64
	1912-13	1913-14	1914-15	1915-16	1916-17	1917-18	1918-19
Siam (Benares opium purchased)	1,581	2,111	2,072	2,406	1,488	1,703	1,904

NOTE.—Figures of opium are not separately recorded in the Japan Trade Accounts



The Auction Average Price (in rupees) per Chest of Bengal (Patna and Benares) Opium at each Monthly Government Sale, the Average of the Year, and the Number of Chests Sold, in each Calendar Year from 1910 to 1918.

## No. 15 in Statistics of British India.

Year	Patna.	Benares	Average of both	Patna.	Benares.	Average of both	Patna	Benares	Average of both
	1910			1911			1912		
Number of chests sold	39,600			28,910			19,840		
January	2,109 9 8	1,079 8 8	2,044 9 2	3,435 5 8	3,300 0 0	3,365 1 6	3,698 15 2	3,201 6 4	3,433 0 8
February	2,305 0 2	2,490 0 0	2,497 8 1	3,491 3 8	3,400 0 0	3,439 1 0	3,461 8 8	2,933 1 0	3,179 1 8
March	2,349 11 1	2,308 7 6	2,329 1 4	2,980 13 0	2,583 5 9	2,774 8 0	3,773 6 8	2,650 0 0	3,164 1 0
April	3,657 15 0	3,986 1 6	3,827 6 3	2,970 13 11	2,900 0 0	2,934 1 4	3,791 1 9	2,701 6 8	3,200 1 2
May	3,100 0 0	3,065 0 0	3,082 8 0	2,977 2 3	2,875 1 2	2,924 2 6	4,098 4 2	2,855 6 8	3,423 4 2
June	2,204 15 0	2,149 10 1	2,177 4 6	3,161 4 0	2,948 6 1	3,048 2 6	2,977 3 6	2,815 8 9	2,618 2 10
July	2,155 3 10	1,969 5 9	2,062 4 10	1,791 6 6	1,691 12 0	1,741 6 1	3,817 12 11	2,381 11 1	2,810 1 4
August	2,211 4 1	2,207 1 8	2,209 2 10	1,882 1 11	1,700 0 11	1,790 11 8	3,909 5 7	2,723 8 8	3,266 2 11
September	2,654 9 2	2,557 15 0	2,606 4 10	2,794 11 6	2,699 10 7	2,747 0 1	3,809 14 7	2,674 9 9	3,194 2 2
October	3,046 0 8	2,970 1 2	3,008 0 11	3,403 6 7	3,249 7 2	3,326 2 0	3,736 1 9	2,608 1 10	3,124 5 7
November	3,300 0 0	3,256 0 11	3,278 0 6	2,898 6 8	2,699 0 4	2,798 1 2	1,660 0 0	1,650 0 0	1,650 0 0
December	3,105 1 2	3,005 0 0	3,055 0 7	2,925 5 9	2,748 11 3	2,834 3 6	1,685 0 0	1,679 5 7	1,681 8 7
Average price for the year	2,683 4 6	2,662 14 8	2,673 1 7	2,890 6 9	2,742 14 9	2,614 14 2	3,488 8 7	2,656 16 6	2,971 9 2
	1913			1914			1915		
Number of chests sold	9,000			11,428			10,080		
January	1,865 8 5	1,829 3 8	1,835 8 0	1,550 0 0	1,545 6 4	1,546 1 1	No sale	1,600 0 5	1,600 0 5
February	2,350 0 0	2,345 3 0	2,346 0 4	1,567 13 6	1,590 0 0	1,561 2 6	"	1,601 1 1	1,601 1 1
March	3,050 0 0	3,050 0 0	3,050 0 0	2,039 18 6	2,000 4 3	2,006 0 4	"	1,617 0 4	1,617 0 4
April	3,015 12 7	3,010 0 0	3,011 0 0	1,665 0 0	1,640 7 7	1,644 0 8	"	1,600 0 5	1,600 0 5
May	2,995 12 0	2,990 0 0	2,991 0 0	1,621 9 0	1,585 14 5	1,581 1 5	1,678 2 0	1,625 0 0	1,627 0 4
June	2,490 12 0	2,485 0 0	2,486 0 0	1,625 5 0	1,605 1 3	1,608 0 4	1,640 5 0	1,607 15 9	1,609 3 10
July	2,109 4 0	2,110 15 1	2,110 10 5	1,591 1 6	1,575 12 9	1,578 0 4	1,680 0 0	1,602 1 2	1,606 0 8
August	2,301 8 0	2,295 0 0	2,296 2 1	1,219 3 8	1,211 1 2	1,212 1 1	1,635 0 0	1,613 10 10	1,614 7 10
September	2,978 12 0	2,960 0 10	2,969 6 3	1,610 0 0	1,600 0 0	1,601 9 11	No sale	1,607 2 9	1,607 2 9
October	1,800 0 0	1,798 3 4	1,798 8 4	No sale	1,601 0 5	1,601 0 5	"	1,752 3 8	1,752 3 8
November	1,785 0 0	1,764 8 5	1,784 9 8	1,600 0 0	1,603 14 0	1,603 0 10	"	1,782 6 6	1,782 6 6
December	1,530 0 0	1,530 0 0	1,530 0 0	1,610 3 10	1,605 6 2	1,610 2 7	"	1,616 3 0	1,616 3 0
Average price for the year	2,405 7 8	2,373 12 3	2,370 4 3	1,620 4 9	1,595 4 5	1,598 12 10	1,658 8 3	1,652 1 2	1,652 10 7
	1916			1917			1918		
Number of chests sold	9,840			4,815			5,600		
January	No sale	1,805 0 5	—	No sale	3,280 2 2	—	No sale	3,213 1 1	—
February	"	1,862 13 10	—	"	3,249 1 7	—	"	3,447 0 7	—
March	"	1,956 0 1	—	"	3,225 2 7	—	"	3,231 1 2	—
April	"	2,062 4 7	—	"	3,201 0 0	—	"	3,205 0 0	—
May	"	2,917 7 0	—	"	3,230 0 0	—	"	3,277 2 1	—
June	"	2,791 8 0	—	"	3,203 11 0	—	"	3,287 0 5	—
July	"	2,829 4 9	—	"	3,204 11 6	—	"	3,255 0 0	—
August	"	3,144 2 9	—	"	3,229 12 1	—	"	3,476 2 6	—
September	"	2,983 9 6	—	"	3,447 1 0	—	"	3,441 3 2	—
October	"	3,059 3 3	—	"	3,209 4 4	—	"	3,209 10 6	—
November	"	3,129 3 3	—	"	3,200 0 0	—	"	3,253 3 7	—
December	"	3,209 3 9	—	"	—	—	"	—	—
Average price for the year	—	2,644 15 4	—	"	3,257 0 11	—	"	3,320 1 8	—

Transshipments of Opium at Bombay, Hong Kong, and Singapore, during 1917-18 and 1918-19, as far as reported.

No. 22 in Statistics of British India.

	1917-18					1918-19				
	Benares	Patna	Persian	Turkish	Total	Benares	Patna	Persian	Turkish	Total
	Chests	Chests	Chests	Chests	Chests	Chests	Chests	Chests	Chests	Chests
Transshipments of Opium at Bombay for—										
Hong Kong	—	—	197	—	197	—	—	326	22	348
Japan, including Formosa	—	—	450	—	450	—	—	97	—	97
Indo China	—	—	—	—	—	—	—	—	—	—
Straits Settlements	—	—	1,124	—	1,124	—	—	1,439	—	1,439
British North Borneo	—	—	—	—	—	—	—	—	—	—
Dutch East Indies	—	—	—	—	—	—	—	—	—	—
New York	—	—	120	—	120	—	—	—	—	—
Siam	—	—	—	—	—	—	—	—	—	—
London	—	—	1,114	99	1,213	—	—	97	17	114
Macao, &c	—	—	—	—	—	—	—	—	—	—
Total	—	—	3,005	99	3,104	—	—	1,959	39	1,998
Transshipments of Opium at Hong Kong for—										
Japan, including Formosa	—	—	—	—	—	—	—	—	—	—
Indo China	—	—	—	—	—	—	—	—	—	—
British North Borneo	—	—	—	—	—	—	—	—	—	—
Dutch East Indies	—	—	—	—	—	—	—	—	—	—
Siam	—	—	—	—	—	—	—	—	—	—
Macao, &c	450	—	—	—	450	500	—	—	—	500
Total	450	—	—	—	450	500	—	—	—	500
Transshipments of Opium at Singapore for—										
Japan, including Formosa	—	—	—	—	—	17	—	—	—	17
Indo China	3,120	180	—	—	3,300	2,565 130 bales and 20 cases.	—	—	—	2,565 130 bales and 20 cases
British North Borneo	20	—	—	—	20	90	—	—	—	90
Dutch East Indies	—	—	—	—	—	—	—	—	—	—
Siam	700	—	—	—	700	1,750	—	—	—	1,750
Tymer	—	—	—	—	—	—	—	—	—	—
Macao	—	—	—	—	—	—	—	—	—	—
Hong Kong	—	—	—	—	—	—	—	—	—	—
Sydney, &c	—	—	—	—	—	—	—	—	—	—
Total	3,840	180	—	—	4,020	4,422 130 bales and 20 cases	—	—	—	4,422 130 bales and 20 cases

**Quantity (chests) and Value (rupees) of Indian Opium exported from British India by Sea both on Government and on Private Accounts to each Foreign Country, during 1917-18 and 1918-19.**

No. 21A in Statistics of British India.

Destination	Consignee.*	1917-18		1918-19	
		Quantity	Value	Quantity	Value
United Kingdom(a) - - -	Home Government (India Office)	Chests	Rs	Chests	Rs
		3,051½	25,11,147	2,400	20,11,224
Ceylon - - - - -	Private merchants -	60	1,95,350	70	2,47,075
Straits Settlements including Labuan) - - - - -	Colonial Government -	4,789	95,78,000	3,961	79,22,000
	Private merchants -	385	12,45,335	142	4,73,360
Hong Kong - - - - -	Colonial Government -	405	8,10,000	450	9,00,000
	Private merchants -	—	—	51	1,69,325
Macao - - - - -	Private merchants -	450	11,66,575	500	16,09,495
Japan - - - - -	Private merchants -	971	29,39,360	1,930	64,30,000
Formosa - - - - -	—	—	—	—	—
Indo-China - - - - -	Private merchants -	3,050	94,08,655	3,480	1,16,63,180
Sumatra - - - - -	—	—	—	—	—
Java - - - - -	Colonial Government -	1,800	45,00,000	2,400	60,00,000
Siam - - - - -	Government -	850	21,25,000	1,750	43,75,000
	Private merchants -	800	23,76,450	—	—
British Borneo - - - - -	Colonial Government -	20	50,000	140	3,50,000
Natal - - - - -	—	—	—	—	—
Zanzibar and Pemba - - - - -	—	—	—	—	—
East Africa Protectorate - - - - -	—	—	—	—	—
Mauritius and Dependencies - - - - -	Private merchants -	15	48,450	42	1,38,315
British West India Islands - - - - -	Private merchants -	1	3,200	—	—
New South Wales - - - - -	Private merchants -	5	15,670	—	—
Fiji Islands - - - - -	Private merchants -	1	3,300	—	—
Spain - - - - -	—	—	—	—	—
Mexico - - - - -	—	—	—	—	—
Brazil - - - - -	Private merchants -	—	—	2	7,200
Cuba - - - - -	—	—	—	—	—
TOTAL	Private merchants -	5,738	1,74,02,345	6,227	2,07,37,920
	Colonial and other Governments	7,884	1,70,63,000	8,701	1,95,47,000
	Home Government	3,051½	25,11,147	2,400	20,11,224
GRAND TOTAL -	—	16,653½	3,69,76,492	17,328	4,22,96,144

\* Private merchants, Colonial Governments, &c

(a) The figures relate to medical opium which is sold to private manufacturers on account of the Government of India

**SECTION III.—Morphia manufactured in the United Kingdom : Regulations under the Dangerous Drugs Act.**

One of the results of the war, that cut off supplies of Turkish opium, was the export of Indian "medical" opium in large quantities to the United Kingdom for the manufacture of morphia to supply the needs of the Army and our Allies. For the period 1913-19 the number of chests imported by this country was as follows:—

1913-14 - 115	1915-16 - 199	1917-18 - 3,051½
1914-15 - 498	1916-17 -	1918-19 - 2,400

In May 1917 it was discovered that nearly the whole of the British morphia exports went to Japan, who had taken no less than a million ounces in 1916. The Board of Trade pressed for a restriction of export licences, and the Foreign Office proceeded to consult Tokio. It was not long before the question was taken up by Mr. Muir, of the Edinburgh Anti-Opium Committee, and in a minute referring to his letter on the subject, the opinion was held that smuggling of British morphia from Japan to China was the affair of the Chinese and Japanese Governments, and any further check on exports from the United Kingdom was the affair of His Majesty's

1689/17 See also 5199/15

2297/17

Government. There was no doubt that any diminution of exports to Japan would lead to a rapid growth of manufacture in that country.

In the autumn of 1917, however, new regulations were framed for the export of morphia and cocaine to Japan. These regulations demanded certificates from the Japanese Home Office or from the authorities of the Kwantung leased territory that the drugs to be exported were for actual consumption in Japan or Dairen, and were destined for medical purposes only. Thus, it was thought, disposed of the awkward question of the destination of morphia made from Indian opium.

The immediate result was to stop business in morphia in the United Kingdom, as the Japanese orders, which had now fallen through, had compensated for the enforced low preferential rates for morphia supplied to the Army and our Allies. Ingenuity, however, was not long at a loss, and very soon there came suspiciously large orders from Marseilles for morphia to be supplied at the preferential rate, followed by a great rise in the imports of morphia by Canada and the United States of America during 1918.

Finally, the whole situation was rudely disturbed by a despatch written at Peking by Sir J. Jordan on the 15th August 1919, in which he drew attention to the discrepancy between Board of Trade export and the Japanese import figures. The matter was taken up in the India Office, and it was discovered that the Board of Trade export figures were far below the figures of quantities licensed for export by the War Trade Department, which corresponded to the Japanese import figures, and that the total (roughly estimated) home consumption plus the total exports fell short of the actual production by amounts varying from 200,000 to 1,000,000 ounces yearly. This pointed unmistakably to the existence of an enormous smuggling trade.

In view of these facts it was pointed out that as India supplied the bulk of the opium from which this morphia was manufactured, she could no longer maintain the attitude that the ultimate destination of the drug was outside her concern, and there was no object in waiting until the situation was compulsorily modified by the introduction under the Peace Treaty of legislation affecting the manufacture and export of morphia in accordance with Articles 9 and 13 of the Hague Convention. It was accordingly decided to stop the export of opium from India to the United Kingdom, and to ship back to India the chests that still lay in this country undisposed of. By a fortunate combination of circumstances it was possible to do this without financial loss to the Government of India, for owing to the loss on the high rupee exchange there was in November 1919 practically no margin of profit. Under an old-standing arrangement the Government of India continued to ship small quantities of opium alkaloids to England for the extraction of morphia, but impending British legislation flattened the market in the summer of 1920, and orders were not forthcoming. Further shipments were accordingly stopped, but a considerable stock still remains undisposed of in the United Kingdom.

India was thus withdrawn from any connection with morphia manufactured in the United Kingdom, and His Majesty's Government were left to devise what measures they wished for the control of the manufacturers and exporters. In 1918 the certificate system was applied to the United States of America, France and Canada, when the morphia imports of those countries began to rise rapidly, and in 1919 and early in 1920 the Foreign Office approached the Governments of Switzerland, Cuba, Denmark, Poland, Belgium, Panama, Norway, Guatemala and Holland, which were all used in turn as an avenue of export to Japan and thence to China, with a view to concluding agreements for the institution of the certificate system.

The natural sequel to this action by the Foreign Office was the introduction of legislation under the Hague Convention, which was in any case due in 1920 under the terms of the Peace Treaty, and on the 16th August 1920 the Dangerous Drugs Bill became law. On the 4th August of that year a letter was received from the Board of Trade, communicating a draft of the regulations under which it was proposed to control the export of opium, morphia, cocaine and similar drugs from the United Kingdom to foreign destinations. Briefly, it was proposed to issue export licences only where the application was accompanied by a certificate from the Government of the importing country that the consignment was required exclusively for legitimate medicinal or scientific purposes, and would not be re-exported.

It will at once be noted that the inclusion of raw opium in this arrangement, which made two sets of regulations unnecessary, and was logical enough in the case of the United Kingdom, which has no export trade in raw opium, was not demanded by the Hague Convention, and in fact went far beyond the Convention, which merely demanded the prohibition or regulation of export to countries which prohibited or

regulated import, the marking of consignments, and the limitation of transactions to specified towns and authorised individuals. It is no exaggeration to say that the terms of the Convention regarding raw opium were specifically made less stringent than the terms regarding morphia and cocaine in order to meet the recognised fact that opium eating in India and the East was an old habit that could not be eradicated. The Powers had, in fact, accepted the advice of the Government of India, and confined their agreement regarding suppression to opium smoking and to the morphia and cocaine habits, which were of recent growth and great danger. In these circumstances any suggestion that India should conform to the new United Kingdom regulations by enacting similar legislation amounted to an attempt to upset the findings of the Royal Commission of 1893, and to set aside the Hague Convention in favour of drastic and utopian action based on purely Western ideas. Such a suggestion was bound to be peculiarly unfortunate in that it would strengthen the anti-opiumists in their misunderstanding of the Convention, both as regards their idea that "shall apply" in the Convention meant "shall be applied," and that the Convention required the use of opium and the export of raw opium to be confined to "legitimate medical and scientific purposes."

See Section I.  
above.

Unfortunately the Board of Trade made precisely this suggestion, whether through zeal for world-wide reform or through sharing the ignorance of the Anti-Opium Society it is difficult to say. The reply sent to the Board of Trade from the India Office on the 12th October 1920 pointed out the position, and while stating that the proposal would be transmitted to the Government of India, emphasised the fact that the suggested procedure was an entirely new departure that involved "abandoning the principles on which that Convention (the Hague) was based." In the meantime, on the 9th September a similar suggestion had been received from the Foreign Office, which was dealt with by sending copies of the correspondence with the Board of Trade.

8057/20

7660/20

8854/20.

On the 20th October 1920 the Board of Trade replied to the India Office letter of the 12th October. They admitted that their proposal went further than the Hague Convention contemplated, but considered that drastic action was justified by the fact that morphia had been reaching the Far East in excessive quantities. The truth was that the interests of opium eaters, protected by the Hague Convention, had been lost sight of in the panic of the West at the rapid growth of the morphia and cocaine habits, which were largely replacing opium smoking in China and threatened to flood Europe and America. In a minute regarding this letter it was pointed out that the Board of Trade could secure this object by action confined to the drugs specified in Chapter III. of the Hague Convention, and, as morphia was not made in India, she would not be affected by the restrictions adopted and would have no objections to co-operating. The restrictions that had been suggested were not necessary to prevent India's raw opium being used as a source of morphia, as Indian opium was exported and used for other purposes, and no opium went to the morphia manufacturing countries, the United States of America, United Kingdom and Germany. As regards Japan, which might be employing Indian opium for the manufacture of morphia, India would be no doubt prepared to undertake the necessary restrictive measures.

The attitude adopted by the India Office on behalf of the Government of India received valuable support from the United States of America, the leader of the anti-opium movement, who refused to agree to the undertaking included in the British proposals that imported drugs should not be re-exported, taking the line that she could not be expected to do more than refuse export to countries which regulated import unless the consignment was covered by an import permit. This was the attitude that had always been adopted by India in face of the unreasonable demand that she should ration her customers irrespective of their own desires, as though India were the sole producer of opium, which is very far from being the case. A letter from the Board of Trade, dated the 4th January 1921, showed that they were disinclined to accept the rebuff administered by the United States of America, and were endeavouring to press the view that it is the business of the British Government to satisfy themselves as to the adequacy of the regulations issued by foreign countries, and even as to the efficiency with which these regulations are administered. In asking to be informed "on what principles the United States Government decides that the laws of other countries . . . is (*sic*) satisfactory," the Board of Trade seem to be inviting a powerful snub.

10284/20.

10682/20

On the 28th December 1920 the Foreign Office forwarded a draft circular to be issued to His Majesty's representatives abroad. This contained nothing new, except the modest suggestion that "His Majesty's Government hesitate to make suggestions

“ as to the internal measures to be adopted by an importing country. That, it appears “ to them, is a matter of domestic concern ” This is of considerable interest and importance The Board of Trade, hot on the trail, leapt upon the suggestion in Part VIII, para. 19, of the circular, that in certain cases it might prove unnecessary to insist on the re-export condition, and proposed that His Majesty’s Government should only waive the re-export clause, if at all, in the case of drugs consigned direct to manufacturing chemists and certified to be for manufacturing purposes As a sting in the tail they further proposed that, if the India Office had not already made the suggestion, the circular should contain more detailed information as to “ the action the Government of India is taking or is prepared to take. ” The circular was, however, issued without alteration

375/21

#### SECTION IV.—Recent Attacks on the Government of India’s Opium Policy.

Judging by the Parliamentary discussions of the 19th century, the anti-opium party in this country then possessed more power than they do at present. Probably as a result of this, they made less noise A Memorandum by Sir T W Holderness, dated the 7th January 1906, states that in the preceding four years two or three memorials had been received from religious and other societies. It may be that the findings of the Royal Commission of 1893-5 had cast profound gloom over the hearts of the anti-opiumists and sapped their courage. But the Hague Convention was manna to them, and their mistaken reading of its provisions imparted new life to the whole movement. Latterly, the passing of the Dangerous Drugs Bill in this country has stirred them to a fresh burst of energy, again based upon a misapprehension<sup>1</sup> In 1920 the India Office was overwhelmed with a flood of resolutions, emanating from branches of the United Free Church of Scotland, the Congregational Union of Scotland, the Presbyterian Church of England, the British Women’s Temperance Association, the Society for the Propagation of the Gospel, the Free Church Council, and the Friends’ Foreign Mission Association These resolutions may be summed up as demanding generally the immediate application of the Dangerous Drugs Act to India, a reduction of the poppy acreage to the strict limits of medical requirements, a discontinuance of the Calcutta auction sales, and the termination of all agreements for the supply of opium, other than for medical purposes. It is not proposed to comment on the reasonableness of these proposals, but they have been further exploited by a flood of pamphlets issued chiefly by the Edinburgh Anti-Opium Committee and the Society for the Suppression of the Opium Trade

3850/20  
For earlier  
Resolutions,  
see 4521/16

*The Times*, for the 27th March 1920, contained an article from a Peking correspondent, alleging that “ Indian opium continues to pour into China in hundreds of tons,” and placing the “ responsibility for a situation, which is resulting in the wholesale process of debauching an unsophisticated Oriental people ” upon the Japanese and “ the British, who permit a growth of opium in India vastly in excess of the local consumption. ” This article was followed by a letter, dated the 29th March, in which the Rev G S Mun, Hon Secretary of the Edinburgh Anti-Opium Committee, though pointing out several errors into which the Peking correspondent had fallen, put forward the suggestion that poppy cultivation in India should be altogether stopped. The Rev E. T. Dukes, Secretary of the Society for the Suppression of the Opium Trade, took a more moderate view. He gave the Government of India the credit to which they were entitled for their handling of the opium question, and stated, in a private interview with a member of the India Office staff, that the bulk of his time was devoted to restraining the more hot-headed of his own followers.

2606/20

2,32/20

2561/20

In view of *The Times* article and letter, it was decided to ask Sir Richard Daue to write an article for the Press, setting the facts in their true light For this purpose he was supplied with a statement of facts, which is printed as Appendix to this section. He was also informed of the position as regards America. America obtained 109,223 pounds of Turkish and Persian opium in 1917, 151,948 pounds in 1918, and 668,662 in 1919. The Board of Trade figures for American morphia imports gave 51 ozs. in 1915, 89 ozs in 1916, 6,314 ozs. in 1917, 21,400 ozs. in 1918, and 61,692 ozs for seven months of 1919, the marked rise being coincident with the stoppage of the heavy exports to Japan. It was pointed out that the real position of the Japanese traffic was left for the India Office to discover, though it was primarily

2632/20

2851/21

<sup>1</sup> See Section I above The Hague Convention

the affair of the Home Office and the Board of Trade. Sir R. M. Dane eventually decided not to write an article for the Press, in view of his intention of publishing a book on the general opium question.

The Rev. G. S. Muir followed up his letter to *The Times* by a heavy attack on the India Office. The correspondence is too voluminous to be printed, but the following points from it may be noted. In an India Office letter dated 26th April 1920, the details regarding the Indian opium revenue were explained to Mr. Muir, and on the 30th April he was given figures and details relating to the Hong Kong and Macao Agreements. The limitation of Indian exports was emphasised, and it was pointed out that the Government of India had for years been complying with the provisions of the Hague Convention, and had, in fact, gone further than the Convention demanded, in limiting exports to consuming countries (Macao) to amounts less than the Governments of these countries demanded, in cases where there was reason to think that the demands were unduly high. On the 25th June strong exception was taken to Mr. Muir's statement that the measures adopted by the Government of India for controlling and regulating the opium traffic were "by no means in consonance with the spirit of the Hague Convention," and the meaning of the Convention was explained to him. On the 2nd July the arrangements for the supply of opium to Siam were explained to him. On the 2nd July Mr. Muir wrote to the *Manchester Guardian*, giving garbled extracts from the India Office letter of the 25th June, and on the 6th July wrote for permission to take this course. On the 14th July he inquired how the Government of India reconcile the "non-application of the principles of the Hague Convention to India in the same way as they are embodied for us at home in the Dangerous Drugs Bill, with the clear declaration of our delegates at the 25th Session, and again appended to their signatures, that the articles are to be applied in every respect in the same way to India, Ceylon, &c, as to the United Kingdom and Ireland." He also asked how the Government of India avoided traversing Article 6 of the Convention, which provides for the "gradual and effective suppression of the manufacture of internal trade in and use of prepared opium, with due regard to the varying circumstances of each country concerned." On the 3rd August he was informed in reply that the British delegates did not make the declaration with which he credited them, and the position in India and Burma as regards opium smoking was explained to him, with special reference to the memorandum by Sir William Meyer, on page 31 of the report of the British delegates to the Convention.

See section I,  
above, Hague  
Convention

The latest communication from the Rev. G. S. Muir was dated the 2nd March 1921. In this, among other questions, he asked for information regarding the production of Malwa opium.

R and S,  
1533/21

412/19

On the 3rd July 1919 a minute was prepared in the India Office drawing attention to the advisability of having the Indian opium statistics presented in a clearer and less inconsistent form. The figures given in the Statistics of British India, Vol. II., Financial, for 1918-19, showed many apparent discrepancies, and were likely to impress outside inquirers with the idea that they were designed to conceal the facts. Instances of this were given, and recommendations were formulated as to the method of presenting the statistics which it would be desirable to follow in the future. A copy of this minute was sent semi-officially to India, and a reply was received at the beginning of January 1920, promising that action should be taken on the lines suggested. Some of the suggestions were embodied in the Statistics of British India for 1919-20, but much yet remains to be done.

90/20

In the spring of 1920 a "little book of 84 pages," entitled *The Opium Monopoly*, was published by Miss Ellen N. La Motte. It was in connection with the allegations contained in this volume that the Rev. G. S. Muir began his intensive campaign referred to above. In an article dated the 7th April 1920, headed "An Attack on England," the *Manchester Guardian* described the book as "an attack upon Great Britain as violent, and indeed as sensational, as anything issued by the various busy societies for the incitement of hate against the British," from which the "author dissociates herself," and stated that "the British public have a right to demand an effectual answer to so surprising an indictment." The indictment, supported by a host of seductive figures, was that Britain is fostering opium in India and poisoning the people with the drug, assisting the trade in the Dependencies, and is at the back of the opium menace to America, Persia, Japan and China. The indictment was a colossal lie in every particular, but the impossibility of catching up with lies of this kind was almost immediately shown by the quotation of whole pages from the book in the columns of an anti-British periodical in Japan. Even the

Rev E. T. Dukes, Secretary of the Anti-Opium Society, was moved to write to the *New York Sun* controverting Miss La Motte's statements, and informed the India Office that he understood there was organised opposition to Britain among a certain section of Americans, who were using the opium question for their own political and infamous purposes. It was subsequently discovered that Miss La Motte was connected with a prominent Hindu seditionist, and reference was made in her correspondence with him to the advisability of writing a book on the opium question. The chief action taken by the India Office, in view of the extreme difficulty of compiling a satisfactory reply on the basis of the existing statistics, was to press upon the Government of India, with reference to the preceding correspondence on the subject, the necessity of revising, correcting and recasting the opium figures at the earliest possible date. They were at the same time supplied with an exhaustive "scheme" for this purpose. 3785/20

On the 17th November Miss La Motte and Lady Margesson had an interview with Lord Lytton at the India Office, and on the 23rd November Lord Lytton wrote to Miss La Motte, confirming what had passed at the interview, setting out the facts relative to the opium position, and finally recommending her "to devote her energies to securing that the Hague Convention is made practically operative in every country." 9843 20

On the 19th November Miss La Motte wrote to the Committee of the League of Nations Union, suggesting that Great Britain should "lead the way" in the anti-drug crusade. She noted, incidentally, that apart from the underground traffic, the *per capita* consumption of opium (*sic*) in America was 56 grams. She had previously stated 36 grains. Her letter was sent on to the Indian delegate at the League of Nations Assembly at Geneva, and on the 2nd December Sir William Meyer was supplied by the India Office with the material facts and correspondence. For informal conference with anti-opiumists concerning Miss La Motte's book, see R. & S 9503/20

A demi-official letter from the Government of India, dated the 16th December, forwarded a Memorandum prepared by Mr. J. C. Nixon as a counterblast to Miss La Motte's book. With reference to the general question, the covering letter stated that "if the facts were discussed in our Legislative Assembly, I should not be surprised to find that there was considerable opposition to our doing anything which would involve us in further financial sacrifice." 208/21

The Memorandum, though exceedingly useful, and containing some new information which has been incorporated in this paper, was not drawn up in a form which could be suitably published as a satisfactory reply to Miss La Motte's allegations, it did not, for instance, contain any reference to the chief error made by Miss La Motte, that of confusing increased revenue with increased consumption. It was accordingly decided not to publish the Memorandum, and the Government of India were informed in this sense on the 7th March 1921. At the same time stress was again laid on the necessity for revised statistics, with special reference to the need of educating the Secretariat of the League of Nations, Dr. Yen, the head of the permanent opium committee, having been found ignorant even of the meaning of the Hague Convention.

The bellicose attitude suddenly assumed by the Foreign Office at the end of 1920 has been referred to in the section dealing with the Burma smuggling question. On the 2nd December 1920 a Foreign Office letter forwarded a Peking despatch, enclosing a copy of a letter from the Secretary of the International Anti-Opium Association, demanding the reason for the increase in the exports of Indian opium to Hong Kong in 1919, and asked for an explanation of "private exports" to that destination. A reply was sent on the 11th January 1921, giving all the available information, and nothing further has as yet been heard of the matter. The Foreign Office had also addressed the Colonial Office, and on the 27th January a copy of a despatch to Peking showed that they had been driven to abandon their position. They passed on without adverse comment "the considered opinions of the authorities on the spot as to the undesirability of any premature policy of total suppression," and told the Anti-Opium Association that their activities would be better directed towards trying to stop poppy cultivation in China rather than in carping criticism of British authorities. 10222/20 661/21

The most dangerous line of attack on the opium policy of the Government of India has not yet been exploited. They have declared their readiness to terminate the Calcutta auction sales on the conclusion of agreements for direct sales to the Governments of those countries which at present obtain their supplies privately. In this event the progressive reduction of demand which is to be anticipated in all countries carrying out the provisions of the Hague Convention will mean financial loss to the Government of India, which they must prepare to face with equanimity. At present, however, in view of a small free market, what would probably happen, with a



normal Indian production, is that a reduction in demand by a "direct sales" customer would automatically release opium for smuggling into China. The anti-opium party would stand on firmer ground if they pressed that reductions in the demand of the official customers should not lead to the release of corresponding quantities of opium for the private market.

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## APPENDIX.

### Memorandum supplied to Sir R. M. Dane R. and S. 2632/20.

1. The Government of India have, since 1911-12, been producing about 30,000 maunds of raw opium a year in the areas under the Benares Opium Agency (in previous years the output was much higher, ranging from 123,817 maunds in 1875-76 to 44,926 in 1910-11)

2. This raw opium is, broadly speaking, utilised for the production of "provision" and "excise" opium. The former is exported, and the Government of India have for the past seven years limited the annual sales for export to consuming countries, which use the opium for smoking or eating, to 13,200 chests a year. This figure was arrived at after an elaborate statistical examination of the normal demand of these countries, at a time when no inducement existed for them to take opium in excess of their requirements for the purpose of smuggling it into China. The figure so determined was 16,000 chests a year (of 140 lbs each). This figure was checked by such further methods as were possible; and, when satisfied as to its accuracy, the Government of India reduced it, arbitrarily, to 13,200 chests, in order to give a practical earnest of their desire to limit their total exports, and to protect China against the possible smuggling of any potential excess.

3. The sales of "provision" opium by auction are now at the rate of 3,600 chests a year only. The balance of the 13,200 chests (which is the maximum of the sales for any one year, and which is not always worked up to) is sold direct to the Governments of the consuming countries, who are expected to limit their demands to their legitimate requirements, and to prevent re-export. The Government of India do not require any Government to purchase a minimum quantity in any year.

4. In recent years, the number of "provision" chests manufactured has usually been 12,000; this requires about 20,500 maunds of raw opium. The "excise" demand takes up about 16,500 maunds. The balance, about 7,000 maunds, over the production of raw opium in the Benares Agency tracts, is obtained from Malwa.

5. The "excise" demand is generally recognised as legitimate. The Royal Commission practically settled that question, and the trade is under the strictest possible control at every point. Of the balance of the total production, all but about 6,200 maunds is sold direct to the Governments of the consuming countries, in other words, all but one-sixth of the total amount manufactured is sold under conditions which provide the fullest possible guarantees that the opium will be available for legitimate consumption only. This balance of one-sixth is, of course, also entirely under the control of the Governments of the consuming countries, though it is imported into these countries by other than purely Government agency, but the responsibility for preventing abuses is not fixed upon these Governments as publicly and clearly as it would be if they purchased their supplies directly from the Government of India. In order to bring this small balance under the strictest measure of control possible the Government of India have for some time been negotiating with the Governments of the countries affected, with the object of concluding agreements under which exports from India to these countries will be made solely to the Governments. These negotiations are still pending.

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<sup>1</sup> This is not strictly so. See Section II above.

**List of Principal Departmental Papers, chronologically arranged.**

(The numbers in **black type** are File numbers.)

- 705/07** Negotiations with China and Progress from 1907-09  
**2278/09** Papers regarding Shanghai Commission of 1909 and Hague Conference of 1912  
**2556/09** Negotiations with China leading up to Agreement of 1911.  
**84/11** Direct Sales to Hong Kong and Straits Settlements.  
**247/11** Chinese interference with Indian Opium Trade  
**4/11** 926/11 Opium Negotiations with China  
 „ 1451/11 Proposed commencement of sales of uncertificated Opium.  
 „ 1764/11 Restriction of sales to non-China markets  
 „ 2041/11 Re-exports from Hong Kong.  
 „ 2248/11 Closure of Manchuria, Szechuan and Shansi.  
 „ 2317/11 Appointment of Chinese representative to watch Calcutta auctions.  
**4/11** 2461/11 Closure of provinces on evidence of Imperial Rescript.  
 „ 2851/11 Macao and Hong Kong smuggling of Opium and Morphia  
 „ 2863/11 Evidence to be required of cessation of cultivation in China  
**2897/11** Quantity of Opium to be offered at Calcutta auctions in 1912  
 3104/11 Proportions of Malwa and Bengal Opium to be exported in 1911  
**2/12** Papers regarding the Hague Opium Conference, 1912  
**400/12** 186/12 Cultivation in Yunnan.  
**515/12** The supply of Opium to Macao, including Agreement of 1913.  
**400/12** 821/12 Cultivation in Chengtu  
 „ 876/12 General cultivation in China.  
 „ 1235/12 Parliamentary Question regarding attitude to 1911 Agreement in view of cultivation in China  
 „ 1479/12 Attitude of the young Republicans in China.  
**1663/12** Cultivation and sales of Indian Opium  
**400/12** 1673/12 Shanghai Opium Stocks  
 „ 1820/12 Republic of China aiming at substitution of native for foreign Opium  
 „ 1891/12 History of violation of 1911 Agreement by Chinese Republic  
 „ 2029/12 General recrudescence of cultivation in China.  
 „ 2133/12 History of events during 1911 and 1912  
 „ 2285/12 Macao smuggling  
 „ 2417/12 Parliamentary Question regarding lack of control in China.  
 „ 2589/12 History of the Negotiations with China, 1907-1911  
 „ 4014/12 Anti-opium rules in Anhui, China, and destruction of Indian Opium  
 „ 4157/12 Report from *Medical Journal* on Proceedings at Hague Conference  
**1 A/13** 4240/12 Reduction in cultivation area and auction sales in 1913, and Suspension of Sales for China.  
 „ 93/13 Closure of Chinese Provinces  
 „ 206/13 General cultivation in China.  
 „ 393/13 Cultivation in Yunnan.  
 630/13 Smuggling from Burma into Yunnan.  
**1 A/13** 864/13 General cultivation in China.  
**2466/13** Quantity of Opium to be offered at Calcutta auctions in 1914 and 1915.

- 1 B/13** 2652/13 Pledge in Commons to send no more Opium to China if Chinese policy sincere.
- " 2759/13 Closure of 10 Chinese Provinces.
- " 2949/13 Parliamentary Questions.
- " 3197/13 Review of situation in China for 1913.
- " 3413/13 British refusal to close Fukien.
- " 3754/13 Minutes of Second International Conference.
- 4091/13** Suggested Convention between producing and importing countries.
- 1 B/13** 4329/13 " National Righteousness." Cultivation in China and speech by Mr. Montagu.
- 1/14** 499/14 Question of re-purchase of Shanghai Opium Stocks by Government of India.
- " 1462/14 Smuggling into China.
- " 1588/14 Recrudescence of cultivation in China.
- " 1776/14 Closure of Fukien Province.
- 4091/13** 1910/14 Government of India Despatch regarding suggested Convention. Direct Sales Policy.
- 1/14** 2185/14 Closure of Hupei.
- " 2375/14 Closure of Chekiang.
- " 3811/14 Sir John Jordan's attitude regarding effective suppression.
- 5009/14** Cocaine smuggling and British Regulations.
- 5199/15** Japanese Morphia Trade with China.
- 1/15** 7314/15 Closing of Chinese Provinces.
- " 2328/16 Shipments from India to Mexico.
- " 3169/16 Chinese regulations for control of drug trade.
- 5720/15** 3327/16 Standard of 10,000 Chests fixed for auctions.
- " 3584/16 Direct sales to Dutch East Indies.
- 1/15** 1084/15 Government of India demand effective inquiry before closure of provinces
- " 3684/16 Bogus shipment from Macao to Mexico.
- 3886/16** Direct Sales to British North Borneo, Dutch East Indies and Siam.
- 4521/16** Anti-Opium Resolutions.
- 1/15** 328/17 Central control in China failing.
- " 348/17 Direct Sales to Siam and British North Borneo
- 1/15** 3141/17 Chinese Cabinet closes whole of China to Indian Opium: Report on suppression of cultivation in five provinces.
- " 3334/17 Opium inspection of Shansi.
- " 3416/17 Foreign Office proposals regarding Opium stocks at Shanghai
- 3518/17** Sales of medical Opium in United Kingdom and Report on Gazipur Factory.
- 5/18** Collection of Foreign Office prints for the years 1918 and 1919.
- 1/15** 225/18. Question of formal closing of China to Indian Opium.
- 717/18** Calcutta Auction Results, 1918-1920.
- 1995/18** 2340/18 Opium Stocks at Shanghai.
- 5720/15** 2401/18 Revision of Standard for Auction Sales.
- 1995/18** 4452/18 Question of Expiry of 1911 China Agreement.
- " 404/19 and 837/19 Expiry of 1911 Agreement and alleged purchases of medical Opium by Japan.
- 982/19** Japanese Morphia Trade. Control of Morphia, &c, produced in United Kingdom. Regulation in China. Morphia question generally.
- 1995/18** 1041/19 Persian Opium for the Hoshi Pharmaceutical Co. of Tokio.
- " 1115/19 The end of the Shanghai Stocks.
- " 1254/19 Japanese Trade.
- " 1254/19 *Chemist and Druggist* on Japan's Opium and Morphia Trade.

- 1995/18** 1563/19 Cultivation in China and Japan's Opium and Morphia Trade.  
 " 1999/19 Burma Yunnan Smuggling.  
 " 2159/19 Cultivation and Smuggling into China. Japanese Trade and suggestion to stop exports for Formosa  
 " 2391/19 Russian Cultivation  
 " 2515/19 Japanese Trade Raid on a Morphia Pill Factory.  
 " 2531/19 Manchurian Cultivation.  
 " 3099/19 Illicit Trade in Manchuria and China  
 " 3222/19 Cultivation in China and Japanese Smuggling.  
**3589/18** Renewal of Agreement for Direct Sales to Straits Settlements  
 3664/19 Suggested Prohibition of Export to Far East. Proposed Extension of Direct Sales to Indo-China, Japan, Ceylon, Mauritius  
**3755/19** Sales of Medical Opium in United Kingdom.  
**1995/18** 3849/19 Government of India correspondence with Burma  
 3874/19 Morphia in China Impending Japanese Legislation.  
**5898/19** 4120/19 Minute regarding Indian Statistics.  
**1995/18** 4491/19 Opium and Morphia in China. Japanese Action  
 " 4517/19 Transshipment of Persian Opium.  
 " 5881/19 Correspondence with Foreign Office regarding Direct Sales and Burma Smuggling  
**1995/18** 6580/19 Opium and Morphia smuggling and consumption in Kwantung Japanese Regulations.  
 6727/19 Price Basis for new Direct Sales.  
 7666/19 Foreign Office Despatch to Sir J. Jordan regarding Direct Sales.  
 8322/19 Question of amending Macao Agreement  
 8334/19 Negotiations with Fiance regarding Direct Sales Agreement.  
**1995/18** 8697/19 Japanese action in Manchuria  
**5898/19** 90/20 Government of India's proposals regarding Statistics  
 1626/20 Macao Smuggling Case of S S *Amherst*  
**1995/18** 1925/20 Japanese request for 20 tons Opium from United Kingdom.  
**5898/19** 2082/20 Correspondence with Muir  
 2300/20 Direct Sales to Ceylon.  
 2551/20 Direct Sales Agreements Burma Smuggling.  
**5898/19** 2606/20 Article in *Times* on Smuggling  
 " 2632/20 Correspondence with Sir R. M. Dane  
 " 2754/20 Increase in Price paid to Indian Cultivator.  
**5898/19** 3056/20 Correspondence with Muir  
 " 3185/20 Miss La Motte's Book *The Opium Monopoly*.  
**1995/18** 3202/20 Cultivation and Illicit Trade in China Japanese Dealers.  
 3281/20 Parliamentary Question regarding Smuggling  
**5989/19** 3585/20 Dangerous Drugs Bill  
**3850/20** Anti-Opium Resolutions and Leaflets.  
 4523/20 Correspondence with Foreign Office regarding Burma Smuggling  
**5898/19** 4994/20 Correspondence with Muir  
 5637/20 Letter from Muir to *Manchester Guardian*.  
**5720/15** 5720/15 Auction Sales for 1915.  
**5898/19** 5803/20 Correspondence with Muir.  
 6397/20 Applicability of Hague Convention to Native States.  
**6478/20** 6478/20 and 8057/20 Proposal that India should copy United Kingdom arrangements under Dangerous Drugs Act.  
**1995/18** 6514/20 Tsingtao Traffic. Allegation that Opium brought in boats from India.  
 7118/20 Telegram to Government of India regarding commencing date of Direct Sales  
 7238/20 Direct Sales Agreement concluded with Ceylon.  
**1995/18** 7530/20 Memorandum by Peking Anti-Opium Society.  
 8930/20 Cultivation and Prices in China during 1920

- 1995/18 9184/20 Destruction of Poppy Crops in disputed Burmese territory.
- 9227/20 Renewal of Agreement for Direct Sales to Hong Kong.
- 9498/20 Increase in Price paid to Indian Cultivator.
- 9503/20 Informal Conference with Anti-Opiumists
- 9520/20 Export of Poppy Seeds from India to China.
- 9987/20 Special arrangements for export from United Kingdom to Formosa
- 10016/20 New Measures by Government of Burma to suppress Cultivation and Smuggling.
- 10211/20 Correspondence with Foreign Office regarding Attacks on Indian Policy by Peking Anti-Opium Association.
- 10222/20 Foreign Office letter regarding "Private Exports."
- 10284/20 and 155/21 Difficulties raised by United States of America regarding United Kingdom re-export proposals.
- 10620/20. Application of Opium Legislation to Portuguese Colonies.
- 10682/20 Dangerous Drugs Act and international agreements with United Kingdom regarding regulations for export of drugs.
- 1561/21 Calcutta Auctions (Prices and Quantities), 1921
- 183/21 Question of denouncing Macao Agreement.
- 208/21 Statement prepared by Government of India in defence of their policy. Government of India asked for new Statistics.
- 309/21 No market for Opium Alkaloids in United Kingdom.
- 453/21 Foreign Office abandon critical attitude in respect of Burma.
- 460/21 Enquiry to purchase Indian Opium in United Kingdom
- 511/21 Foreign Office letter to Chinese Legation regarding Macao Opium Supply.
- 661/21 Attitude of Straits Settlements and Hong Kong to letter from Peking Association.
- 682/21 Straits Settlements Despatch dealing with Memorandum from Peking Anti-Opium Association.
- 1019/21 Abolition by Japanese of monopolies at Tsingtao and Kwantung.
- 1210/21 Destruction of Poppy Crops on Burma-Yunnan Frontier.
- 1391/21 Siamese Opium Act
- 773/21 and 1402/21 Proposed Revision of Macao Opium Agreement
- 1494/21 Parliamentary Question regarding Hong Kong Agreement.
- 1533/21 Correspondence with Rev G. S. Muir regarding Malwa Opium.
- 1585/21 Parliamentary Question on Shipments to Hong Kong, Straits, Macao and Dutch Indies.
- 1859/21 Opium Arrangements in Brazil
- 1871/21 512/21
- 1211/21 956/21
- 1703/21 1111/21
- 1753/21 1903/21
- 1762/21
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# LEAGUE OF NATIONS.

## THE TRAFFIC IN OPIUM.

With the compliments of V. C. Chandram, C. I. U. R., Under Secretary to the Government of India, Finance Department (Central Revenue).  
—*Approved (April 20th, 1928).*

To be forwarded to the Secretariat each year not later than July 1st (in the case of Western States) and October 1st (in the case of Far Eastern States).

### Report by the Government \_\_\_\_\_ for the calendar year on the traffic in opium and dangerous drugs.

#### A.—GENERAL.

(1) Please mention any new legislation and important regulations and orders affecting the traffic in Opium and other dangerous drugs that have been issued during the year.....and any important changes in the administrative arrangements.

Please state particulars of any publication issued likely to be of interest to the Opium Advisory Committee.

#### (2) *Regulations of Imports and Exports.*

Please give a full account of the working of the "Import Certificates" system, mentioning any difficulties which have arisen in carrying it out in regard to both:—

- (a) export of the drugs from the country;
- (b) import of the drugs into the country.

What is the practice with regard to countries which have not yet adopted the system?

(3) *Internal Regulation of the manufacture, sale, distribution, use, etc., of the drugs.*

Please give particulars regarding any new points of interest of importance relating to the administration of the laws in force, and especially as to the prevalence of the drug habit; difficulties in the application of the laws to particular cases; difficulties in the enforcement of the laws, and particulars available of the illicit traffic carried on and the channels by, and the sources from which, this traffic is fed.

Please give such information as is possible regarding prosecutions and penalties imposed.

#### B.—PARTICULAR DRUGS.

#### (4) *Raw opium.*

(a) If country is producing country, please state acreage under cultivation, amount produced and average morphine content.

(b) Imports.

Please state names of ports approved during the year...and amount of each kind of opium

(i.e., European, Turkish, Persian, Indian, other) imported.

(5) Please state amount of each kind in manufacture of:—

- (1) Morphine
- (2) Medicinal opium
- (3) Other medicinal preparations

(d) Other uses.

Please state particulars of nature of use, amount used, etc.

(e) Exports

Please state names of ports approved during the year...and amount of each kind exported and to what destinations.

#### (5) *Prepared Opium.*

(a) Countries where import, manufacture and use of prepared opium is prohibited.

Please state whether it has been found possible to suppress opium smoking—

- (1) among national population;
- (2) among alien population.

If not, what nationalities are addicted, what is the nature of the difficulties which have been experienced in suppressing the practice; and to what extent is opium illicitly introduced?

What action has been taken to enforce the law?

Please state number of prosecutions, etc.

Is the co-operation of any country necessary to effect the complete suppression, and if so, on what lines, and in what directions?

(b) Countries where use of prepared opium is not entirely prohibited.

Please state whether any change has been made in the system during the year, and what further steps, if any, have been taken towards suppression.

Please state, if possible, total amount of prepared opium consumed, price at which retailed, and particulars, if not already given, of the working of the system of control.

Where smokers are required to be licensed or registered, please state number of licensed or registered smokers.

State number of Chinese resident in the country, and if smoking is prevalent among persons of any other nationality, the number of residents of that nationality as well. State also revenue, if any, derived from the sale of prepared opium and what proportion it bears to the total revenue of the country.

(6) *Morphine.*

(a) Imports.

- (1) Morphine
- (2) Salts of Morphine
- (3) Preparations, admixtures, etc., containing morphine, imported from each country of supply. (In case of preparations, etc., please state quantities in terms of the weight of the drug contained)

(b) Manufacture.

Please give names of owners and situation of factories; state amount each kind of opium used; percentage (if known) of morphine in the opium; and amount of morphine or salts of morphine manufactured.

*N.B.*—Include morphine subsequently converted into heroin, codeine or other substances, stating amount so converted.

(c) Exports.

Please state amount of

- (1) Morphine
- (2) Salts of morphine
- (3) Preparations, admixtures, etc. containing morphine, exported to each country of destination. (In the case of preparations, etc., please state quantities in terms of the weight of the drug contained.)

Draw attention to any increases or decreases in amounts exported to any country as compared with the preceding year.

(d) If possible please give statistics of home consumption of morphine for:

- (1) Medicinal
- (2) Scientific purposes

(e) Please state classes of persons to whom permits or authorities for the use or possession of the drug have been granted.

(7) *Heroin.*

Please give the same particulars as in the case of morphine (except as regards amount of raw opium used).

(8) *Medicinal Opium.*

Please give the same particulars as in the case of morphine.

(9) *Cocaine.*

(a) If the coca plant is grown, please state particulars of acreage planted, situation and names of owners of plantations; exports of:

- (1) crude cocaine
- (2) refined cocaine or its salts, to each country of destination; prices of crude and refined cocaine, and amount of crude cocaine and refined cocaine in stock at the end and the beginning of year.

(b) Amount imported of:

- (1) crude cocaine
- (2) refined cocaine or its salts
- (3) preparations, etc., containing cocaine (in case of preparations, etc., please state quantities in terms of weight of drug contained);

(c) Please give names of owners and situation of factories in which cocaine is extracted from the leaves or refined from crude cocaine; and output of each firm, for the year.

(d) Please state classes of persons to whom permits or authorities for the use or possession of the drug have been granted.

(10) *Other drugs to which the Convention is held to apply.*

Please give the same particulars as in the case of morphine.

C.—MISCELLANEOUS.

(11) *China.*

Please supply any information not hitherto submitted as to execution of Treaty provisions.

(12) *International action.*

Please give reference to any treaties or international arrangements made regarding opiates or narcotic drugs during the year . . .

(13) *Other drugs.*

Please state any facts of importance with regard to the use of drugs not mentioned in the foregoing questions and any action during the year . . . in connection therewith.

(14) *Additional information and suggestions.*

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In replying to questions (4) to (10), it is requested that information may be given as far as possible in the form of statistical tables. It should be stated whether or not goods in transit are included in the returns given of imports and exports.

*N.B.*—Countries are asked to supply corresponding information in respect of their Colonies, Possessions, Protectorates, Leased Territories, Mandated Territories, etc.

## GOVERNMENT OF INDIA

## FINANCE DEPARTMENT (CENTRAL REVENUES).

*Dated Simla, the 11th September, 1924.*

**Report by the Government of India for the calendar years 1921  
and 1922 on the traffic in opium and dangerous drugs.**

## A—GENERAL.

*Question (1)—I.—Existing position (1st of January, 1921).*

(i) *Import traffic.*—This is of no importance as regards opium in the case of India, since it is itself a producing country and imports are confined to the requirements of pharmacists. Consequently we find that the statistics record only 59 lbs. as the quantity of opium imported in the fiscal year 1920-21 and all of this came from the United Kingdom.

Of other dangerous drugs, that is to say, the products of chemical industry such as cocaine, morphine and the like, the importation is restricted by a system of licensing to the quantities which are required for strictly medical use. The extent of the effectiveness of this system may be gauged by the fact that the total importations of cocaine which were permitted in the fiscal year 1920-21 amounted to 753 ounces; about 3 oz. for each million of the population. It may be remarked in passing that figures such as these show how vast a proportion of the people are still out of touch with western systems of medicine,—a fact which must be borne in mind when contemplating the particulars to be recorded as to the quasi-medical use of opium by large masses, both in India and in other eastern countries to which limited exports are still permitted.

(ii) *Export traffic.*—It is in this respect that the position of India is most in need of explanation having regard to international relations.

China used to be the principal market for India's production of raw opium; but in pursuance of the policy of assisting the Chinese Government to put an end to abuse of the drug this trade was much restricted from 1908 onwards and finally, in 1913, was stopped altogether. (It may be remarked that in the fiscal year last preceding 1913, China received more

than half of the total of India's exports, and twenty years earlier about three-quarters of the total). This decision involved a very serious sacrifice of the revenues of the Government of India, which can claim that the action taken should be recognized as a standing monument to its disinterestedness. Unfortunately the disturbed state of Chinese politics in later years has brought it about that this altruism has benefited, not the public health of the population of China, but the pockets of those who have been allowed to undertake production of the drug within that country in order to replace the Indian supplies that are now cut off.

In the period immediately preceding the decision of 1913, the Government of India undertook further to limit the quantities of opium which could be exported to countries outside China in order to guard against the possibility of merchants in such countries importing quantities in excess of the legitimate local demand and smuggling the surplus into China. The statistics bearing upon the legitimate demands of the countries concerned were carefully examined and it was decided to take the least estimate which was so reached. This was assessed in 1911 at 14,000 chests and was reduced in the following year to 13,200.

This measure was followed in 1915 and subsequent years by the introduction of a policy of direct supply to the Governments of importing countries. By the date on which this report opens, agreements of this kind had been entered into with Hongkong, the Straits Settlements (which also supplies the Federated Malay States), the State of North Borneo, Ceylon, the Dutch East Indies and Siam; and the shipments made under these agreements amounted to more than three-quarters of the total exports from India.

Exports to other countries (notably Japan, French Indo-China and Macao)



were made on private account by dealers who purchased the opium at the Government auction sales in Calcutta. Negotiations were on foot for the extension of the system to these countries in the hope that sales of Indian opium to traders might be put a stop to altogether and the traffic entirely concentrated in the hands of the Governments of the exporting and importing countries. The value of such an achievement on international grounds would be considerable.

The policies outlined above, namely, of prohibiting exports to China and of strictly controlling the quantities exported to other countries, have not been allowed to stand merely as the pious expression of a principle but are enforced with all the precautions possible. A costly preventive staff is maintained to stop smuggling both at the sea-ports and in those provinces through which opium must pass on its way to the sea-ports.

*II.—1921 and 1922.*—The exportation of poppy seed to China was prohibited on the 19th of March, 1921. Exports of opium on private account to countries with which direct sales agreement existed were totally prohibited from 1st May, 1922. No other new legislation or regulations were introduced. No publications that would be of interest to the Opium Advisory Committee are known to have appeared in either year.

*Question (2)—I.—Existing position (1st of January, 1921).*

The import certificate system had not yet been adopted in India on that date. The object of the system, however, which is to ensure that importing countries should have full knowledge of, and the opportunity of complete control over, imports into their territories was already most effectively achieved by the direct sales agreements with various countries which have been alluded to in the answer to the preceding question. Governments which are parties to these agreements are under no obligation to take a minimum quantity of opium. It has also been remarked in that answer that even in the case of other countries, the Government of India without the co-operation of the importing country has put a limit upon the quantities to be exported. The following statement shows the amounts shipped by Government direct and by private traders in the calendar years 1919,

1920, 1921 and 1922. Destinations appear in the table given against question 4 (c) below

Years.	No of chests exported on Government account.	No. of chests exported privately.	Total.
1919 . . .	8,376	3,555	11,931
1920 . . .	7,978	2,541	10,519
1921 . . .	7,480	2,340	9,770
1922 . . .	5,520	2,608	8,128

NOTE.—1 chest = 140 lbs. = 63.6 Kilograms.

As regards imports the function to be served at this end by the certificates referred to was already in practice fulfilled by strict regulations that had been in force for a considerable time under which the importation of dangerous drugs was restricted to genuine medical needs. Arrangements to this effect were consolidated in 1911 in a notification of the Governor-General in Council, which entirely prohibited transit through the post from foreign countries and restricted importation by other means to cases in which the drugs were imported by, or on behalf of, persons who had received the permission of Government to import them. The issue of these permits was in the hands of the Excise Departments of the various provinces and, as already explained, was strictly limited to the case of *bonâ fide* requirements of hospitals and of properly qualified practitioners or of chemists dispensing medicines under the prescriptions of such practitioners.

*II.—1921.*—The direct sales agreement with Hongkong was renewed with effect from the 1st of January, 1921.

*1922.*—The direct sales agreement with the Dutch East Indies was renewed from the 1st January, 1922.

As already stated, private exports to countries with which direct sales agreement existed were entirely prohibited from May, 1922.

Arrangements were made for introducing the import certificate system on the 1st January, 1923.

*Question (3)—I.—Existing position.*

So far as India is concerned, it may be said that the dangerous drugs fall into two classes, (a) opium, a natural product of

the country itself and (b) such manufactured products as morphine, heroin, cocaine and synthetic substitutes. As regards the latter, the policy of the central and of all provincial Governments has always been one of severe restriction to genuine medical requirements. Full powers for enforcing this policy are enjoyed by the Governments concerned under the Opium Act of 1878 in respect of morphine and other alkaloids of opium and under the Excise Act in the case of cocaine, etc.

The case of opium is different. It is an indigenous product and has a long history of traditional use for purposes which were claimed by the Government of India to be legitimate in the following words extracted from a Despatch addressed to the Secretary of State for India in 1911:— "The great majority of Indian opium-eaters are not slaves to the habit. They take small doses as required and can and do give up the allowance when the need of it is past. Opium is in virtually universal use throughout India as the commonest and most treasured of the household remedies accessible to the people. It is taken to avert or lessen fatigue, as a specific in bowel complaints, as a prophylactic against malaria (for which its relatively high anarcotine content makes it specially valuable), to lessen the quantity of sugar in diabetes, and generally to allay pain in sufferers of all ages. The vast bulk of the Indian population, it must be remembered, are strangers to the ministrations of qualified doctors or druggists. They are dependent almost entirely on the herbal simples of the country; distance and the patient acceptance of hardships standing in the way of prompt access to skilled medical relief. In these circumstances the use of opium in small quantities is one of the most important aids in the treatment of children's sufferings. It is also a frequent help to the aged and infirm, and an alleviation in diseases and accidents which are accepted as incurable. To prevent the sale of opium except under regular medical prescription would be a mockery; to many millions it would be sheer inhumanity".

The necessity of controlling the traffic by heavy taxation and by elaborate precautions against illicit production and distribution has long been recognized and more than a century ago the possibility of prohibiting the consumption of opium altogether was considered but had to be rejected for reasons such as those given above. Since then a policy has been

developed under which cultivation of the poppy is confined, except for a few wild and inaccessible regions, to the area which supplies the Government Opium Factory at Ghazipur in the United Provinces, while importation from the Indian States is kept under control by a *prohibition* of imports as well as by agreements with such states that they will not allow exports except by arrangement. Production having been subjected to this supervision distribution has been carefully checked by a continuous enhancement of prices and by limiting the amount of opium which any individual may possess at any one time. Local conditions have led to there being some variety in the practice of different provinces in this respect. There is substantial uniformity as to system; a limited number of shops is licensed for the various localities, the right to sell in these shops is sold by public auction or given to approved persons against payment of fixed fees or a sliding-scale of fees dependent on consumption, the licensed vendors are required to take their supplies from Government depôts and the amount which a customer may have in his possession is strictly limited. In the provinces of mainland India (excluding Burma) the rates at which supplies are issued to the shops vary between Rs. 50 and Rs. 60 per seer (of  $2\frac{2}{3}$  lbs.) and the limits of personal possession from one to three tolas (a tola being  $=\frac{2}{3}$  oz.). In Burma the conditions are peculiar. The consumption of the drug has no root in the traditional habits of the Burmese people. Determined efforts therefore are made to put a complete stop to the consumption of opium by Burmans. Except for strictly medicinal purposes, persons of this race may not possess opium with the exception of the survivors of those inhabitants of Lower Burma who had become accustomed to the use of the drug before the present policy was decided upon. There is a large community of Chinese and Indians in the province and such persons may possess the drug subject to a limit of three tolas at a time. In this province moreover the price at which supplies are issued to licensed vendors is much higher than elsewhere, ranging from Rs. 100 to Rs. 122  $\frac{3}{4}$  per seer.

Close supervision is maintained over the licensed vendors in all parts of India and Burma; the conditions of their licences requiring that the shops shall be always open to inspection, that no opium shall be sold to children or bad characters, that sales shall only be made on the

licensed premises and during the particular hours prescribed, that only unadulterated Government opium shall be sold, that credit shall not be allowed, that no consumption shall be permitted on the premises and that full accounts shall be maintained, together with the names and addresses of purchasers of more than one or two tolas. These conditions are effectively enforced by the Excise departments of the various provinces.

Illicit traffic outwards in the case of opium is mainly carried on by means of steamships plying to the Far East and also those plying from Bengal to Burma, in which province, as already explained, prices are kept at a considerably higher level than in India. The crews, and particularly the engine room crews, of these steamers are often concerned in this smuggling, a fact which makes the work of detection very difficult; the best results are usually obtained by watching the ships in harbour with a view to seizing the stuff at the time of its being carried aboard and before it can be concealed in such places as the coal bunkers and propeller shaft tunnels; but the difficulties of maintaining a complete watch in a busy port can be imagined readily. There is a certain amount of smuggling of opium into India from the Indian States and over other land frontiers, but the most serious part of the unlawful inward traffic consists of the smuggling of such drugs as cocaine and morphia by steamers arriving from the Far East and from Europe. The

high price of these drugs in Indian towns is a great incentive to smuggling but is also an index of the success which attends the preventive departments in their efforts to interfere with this trade.

II.—1921-22.—No new points of particular interest or importance in modification of the above account of the previously existing position are reported in respect of these years.

## STATEMENT.

*Consumption of opium, by Provinces.*

	lbs.
Madras . . . . .	71,500
Bombay (incl. Sind) . . . . .	76,797
Bengal . . . . .	83,228
United Provinces of Agra and Oudh, . . . . .	70,897
Punjab . . . . .	77,750
Burma . . . . .	71,319
Bihar and Orissa . . . . .	59,797
Central Provinces . . . . .	59,659
Assam . . . . .	88,264
Administered areas* . . . . .	17,210
<b>Total for British India</b>	<b>674,421</b>

\*North-West Frontier Province, Baluchistan, Ajmer-Merwara, Coorg, Bangalore and Delhi.

Population of British India (1921 Census) . . . . .	247,003,293
Consumption per head . . . . .	$\frac{1}{8}$ oz.

*Statement showing the net revenue from opium.*

Name of provinces.	1919.	1920.	1921.	1922.
	Rs.	Rs.	Rs.	Rs.
Bombay . . . . .	32,24,789	32,52,088	34,51,376	37,61,103
Bengal . . . . .	32,48,820*	34,00,913	32,93,968	31,63,034
Madras . . . . .	22,67,044	23,44,189	25,20,383	24,87,121
United Provinces . . . . .	17,79,845	19,17,687	18,96,665	16,72,506
Punjab . . . . .	(a)41,39,233	(a)42,54,821	(a)43,85,793	(a)41,12,272
Burma . . . . .	39,57,513	36,82,754	33,57,380	40,23,865
Central Provinces . . . . .	23,32,000	23,81,600	20,27,000	24,86,600
Assam . . . . .	45,64,208	52,40,507	47,81,782	38,97,186
Bihar and Orissa . . . . .	..	18,34,873	17,87,789	10,58,430
North-West Frontier Province . . . . .	3,23,168	3,65,764	3,12,864	3,10,947
Ajmer-Merwara . . . . .	..	24,200	26,600	31,200
Delhi . . . . .	1,28,155	1,27,079	1,05,476	1,22,739
Coorg . . . . .	..	1,018	645	999
Baluchistan . . . . .	62,980	68,200	63,539	68,822
	<b>2,60,07,760</b>	<b>2,87,60,053</b>	<b>2,80,08,155</b>	<b>2,80,75,722</b>

NOTE.—The figures in *italics* relate to fiscal years

\*Includes revenue from morphia also.

(a) Figures include revenue derived from hemp drugs also.

## B.—PARTICULAR DRUGS.

*Question (4) (a).*—The figures of poppy cultivation for British India (excluding the small quantities grown in wild and inaccessible parts where the production can no more be recorded than it can be effectively prevented) are as follows. It will be understood that the produce is that of the year indicated, while the acreage represents the area sown in the previous year.

	Acreage.	Produce. lbs.
1920 . .	154,621	1,886,647
1921 . .	116,055	1,159,159
1922 . .	117,931	1,506,651

*Question (4) (b)*—All Customs ports are approved for the importation of opium by pharmacists and manufacturing chemists under special permits from the Excise Department. The figures are:—

	lbs.
1920 . . . .	25
1921 . . . .	69
1922 . . . .	22

Imported from the United Kingdom.

*Question (4) (c).*—(1) and (2). See statement on page 8.

*Statement showing the opium alkaloids manufactured at, and issued from, the Ghazipur Opium Factory.*

	Caternine Hydrochlorate.		Morphine Pure.		Morphine Hydrochlorate.		Morphine Acetate.		Morphine Sulphate.		Morphine Tartrate.		Codeine.		Narcotine.	
	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.
<b>1920-21.</b>																
<i>Receipts.</i>																
Balance on 1st November 1920	...		8	11	192	5	1	11	33	0	3	15	15	6	16	1
Manufactured from 1st November 1920 to 31st October 1921.	3	6	...		...		...		...		...		16	15	...	
<b>Total</b>	<b>3</b>	<b>6</b>	<b>8</b>	<b>11</b>	<b>192</b>	<b>5</b>	<b>1</b>	<b>11</b>	<b>33</b>	<b>0</b>	<b>3</b>	<b>15</b>	<b>31</b>	<b>5</b>	<b>16</b>	<b>1</b>
<i>Expenditure.</i>																
European and Indian druggists	1	8	...		27	4	0	4	1	2	0	1	1	9	...	
Medical Store-keepers to Govt.	...		...		45	0	...		...		...		...		...	
Govt. Dispensaries	0	13	...		0	1	...		...		...		...		...	
Manufacturing Chemists in India	0	7	...		23	10	...		...		...		3	0	...	
<b>Total</b>	<b>2</b>	<b>12</b>	<b>...</b>		<b>95</b>	<b>15</b>	<b>0</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>4</b>	<b>9</b>	<b>...</b>	
<b>1921-22.</b>																
<i>Receipts.</i>																
Balance on 1st November 1921	0	10	8	11	96	6	1	7	31	14	3	14	27	12	16	1
Manufactured from 1st November 1921 to 31st October 1922.	0	10	...		34	6	...		...		...		...		...	
<b>Total</b>	<b>1</b>	<b>4</b>	<b>8</b>	<b>11</b>	<b>130</b>	<b>12</b>	<b>1</b>	<b>7</b>	<b>31</b>	<b>14</b>	<b>3</b>	<b>14</b>	<b>27</b>	<b>12</b>	<b>16</b>	<b>1</b>
<i>Expenditure.</i>																
European and Indian druggists	0	6	...		31	2	0	1	1	1	...		1	10	2	5
Medical Store-keepers to Govt.	...		...		...		...		...		...		2	0	...	
Govt. Dispensaries	0	2	...		0	2	...		...		...		0	1	...	
Manufacturing Chemists in India	0	4	...		28	5	...		...		...		2	0	...	
Managing Director for advertisement in England.	0	3	...		...		...		...		...		...		...	
Laboratory purpose	...		...		...		...		...		...		...		2	8
<b>Total</b>	<b>0</b>	<b>15</b>	<b>...</b>		<b>59</b>	<b>9</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>...</b>		<b>5</b>	<b>11</b>	<b>4</b>	<b>13</b>
Balance on 1st November 1922	0	5	8	11	71	3	1	6	30	13	3	14	22	1	11	4

See also answers to questions 6, 7, 8 and 9.

*Question (4) (d).*—The use of opium in India and in certain other eastern countries is largely medicinal although in the main it does not follow the prescriptions of regular practitioners. The Royal Commission which was appointed in 1893 reported that there was a universal belief in the merits of this drug as a common domestic medicine, special value being attached to its use in cases of fever and as a protection against malaria. As a stimulant, it was held in esteem as a specific against old age, many men of failing health taking the drug for periods varying from 15 to 50 years and apparently obtaining benefit from the habit. It was also habitually used in many parts of India during the extremes of the winter months, and for the purpose of resisting fatigue in the case of journeys and hard physical labour. In Rajputana the use of opium in connection with social and ceremonial functions had acquired a quasi-religious sanction. Another use which is indirectly based upon a social custom is its employment under special license by tattooers in Burma to deaden the pain of this operation, which a generation ago was essential in the case of young men, although the custom now tends to become less universal. The consumption of raw opium per head of the population is, as has already been shown, small, and it would be impossible to distinguish between the amounts consumed on quasi-medical grounds and as an indulgence.

*Question (4) (e).*—The export of opium from India is permitted only through the ports of Calcutta and Bombay and, in practice, is confined to Calcutta, except for negligible amounts sent by sea to foreign States on the Bombay coast. The following statement shows amounts exported and the destinations of consignment in 1920, 1921 and 1922 :—

	1920 Chests.	1921 Chests.	1922 Chests.
Straits Settlements			
Netherlands East Indies			
Siam			
British North Borneo			
Ceylon			
Hongkong			
Macao			
French Indo-China			
Bahire			
Japan			
Sarawak			
Mauritius			
	85	..	..
Total	10,522	9,770	8,128

\* In the statement V forwarded to the India Office with the Finance Department letter No. 2544, dated 8th December 1921, 74,340 lbs. (531 chests) exported to Macao were included in the figures of exports to Hongkong.

*Question (5).—I.—Existing position.*

The use of prepared opium for smoking is discountenanced in every possible way by the Government of India. The sale of such preparations is forbidden and so is the manufacture except in the case of an individual who prepares them for his own use from opium lawfully in his possession. This exception is clearly necessary so long as lawful possession of raw opium can exist, as a decision to the contrary would be incapable of enforcement without intolerable interference with the private lives of the people; but the fact that smoking is wasteful of the drug and that the limits of private possession are fixed on a low scale is a deterrent to the use of lawfully possessed opium for this purpose.

Here again the case of Burma offers special features owing to the fact that registered Burman consumers and the considerable Chinese element in the province were more accustomed to smoking than eating the drug. The import of prepared opium into Burma is prohibited, but its manufacture and use are not forbidden. With a view to discourage its use, the manufacture and sale of prepared opium was discontinued in the licensed shops from the 1st of April, 1921, and those who desire to smoke opium are now required to prepare it themselves. Further than this it seems impossible to go without incurring prodigious expense in a country so large and so sparsely populated as Burma and without resorting to inquisitorial methods which would be justly resented by consumers, particularly by the large number of respectable Chinamen who do smoke opium. As consumers are left to cook their own preparations for smoking, it is obvious that no statistics can be supplied showing how much of the raw opium consumed in Burma takes the form of prepared opium. For the same reason no registration of smokers as such is possible.

The number of Chinese

rapidly increasing number of registered Burman consumers (the number was 14,049 in 1912 and ten years later had fallen to 5,405), the habit of smoking cannot be said to be prevalent amongst persons of any other nationality than Chinese.

It has already been stated that the sale of prepared opium is prohibited and there is thus no revenue derived directly from it, while the revenue derived from raw opium which is subsequently prepared by consumers themselves cannot be estimated.

*II—1921 and 1922.*—The only important regulation to record is that which has already been mentioned, the discontinuance in Burma of the manufacture and sale of prepared opium in the

licensed vendors' shops with effect from 1st April, 1921.

*Question (6).*—(a) Imports are strictly confined to the requirements of orthodox medical practice. Permits are given to hospitals, medical practitioners and approved pharmacists.

(b) There is no large-scale industry in India. Reference is invited to the statement given in answer to question 4(c)

(c) There are no exports.

(d) See statement on page 11.

QUESTION (6) (a).—Statement showing the consumption of morphine, salts of morphine and preparations, admixtures, etc., containing morphine.

Provinces.	1919.				1920.				1921.				1922.				REMARKS.																
	CONSUMPTION BY								CONSUMPTION BY									CONSUMPTION BY								CONSUMPTION BY							
	Hospitals.				Druggists.				Hospitals.				Druggists.					Hospitals.				Druggists.				Hospitals.				Druggists.			
lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.						
Bombay . . .	...	47	0	1	8	12	3	13	5	56	10	1	21	8	7	13	13	98	10	4	12	6	10	8	7	109	3	5	5	These figures include other preparations of opium also.  *Total consumption during 1921, 83 lbs. 10 ozs 4 drs 13 grs., and during 1922, 13 lbs 13 ozs 7 drs. Details of consumption by hospitals and druggists not available.  †Total consumption during 1921, 8 lbs 2 ozs, 9 drs 11 grs., and during 1922, 3 lbs 6 ozs 16 grs. Details of consumption by hospitals and druggists not available.  ‡Total consumption during 1921, 80 lbs 2 ozs 6 drs 11 grs., and during 1922, 106 lbs 5 ozs 7 drs. 4 grs. Details of consumption by hospitals and druggists not available.  §Total consumption during 1922, 4 lbs. 9 ozs. Details of consumption by hospitals and druggists not available.    Total consumption during 1919, 1 lb 2 ozs 14 drs 21 grs., 1920, 12 ozs. 12 drs 15 grs. 1921, 9 lbs 3 ozs 3 drs 22 grs., and during 1922, 1 lb 12 ozs 1 dr. 25 grs. Details of consumption by hospitals and druggists not available.			
Bengal . . .	15	7	6	18	263	12	11	17	18	8	7	5	306	1	7	20	12	13	4	13	315	14	2	11	15	5	6	0	375		6	2	21
Madras . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)		(a)		
United Provinces . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)		(a)		
Punjab . . .	1	15	0	0	9	4	0	0	1	18	0	0	8	9	0	0	2	1	0	0	13	11	0	0	2	1	0	0	20		2	0	0
Burma . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)		(a)		
Central Provinces . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		...		
Assam . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		...		
Bihar and Orissa . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		...		
North-West Frontier Province	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)		(a)		
Ajmer-Merwara . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)			
Delhi . . .																																	
Baluchistan . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)			
Coorg . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...			
	17	6	6	18	809	0	12	25	27	9	4	10	371	4	9	14	65	5	6	25	490	11	14	24	68	2	1	18	508	7	11	17	
	326	7	3	16	1	2	12	21	398	13	13	24	0	12	1	15	496	1	5	2	181	2	8	2	574	9	13	3	184	14	0	17	
<i>Add figures for Provinces for which details of consumption by hospitals and druggists are not available.</i>	827	10	0	10	399	9	15	12	627	3	13	4	709	7	13	20																	

NOTE.—Figures in italics are for fiscal years  
(a) Figures not available.



*Question (7)* —The position as regards imports and exports is the same as with morphine

There is no manufacture. As regards consumption, see statement on page 11.

*Question (8)*.—The position as regards imports and exports is the same as with morphine. As regards consumption, see statement on page 14.

For figures of manufacture, see answer to question 4(c).

Question (7).—Statement showing the consumption of Heroin.

Provinces.	1919.		1920.		1921.		1922.		REMARKS
	CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		
	Hospitals.	Druggists	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists	
	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	
Bombay . . . . .	...	...	...	...	...	...	...	...	
Bengal . . . . .	...	..	...	...	...	..	..	...	
Madras . . . . .	(a)	(a)	(a)	(a)	..	..	..	..	
United Provinces . . . . .	(a)	39 0 0 0†	(a)	25 0 0 0†	(a)	15 0 0 0†	5 2 0 0	39 0 0 0†	*Total consumption during 1921, 7 ozs. 13 drs 9 grs, and during 1922, 8 ozs 7 drs, 26 grs. Details of consumption by hospitals and druggists not available.
Punjab . . . . .	0 1 0 0	0 8 0 0	0 1 0 0	0 12 0 0	0 15 0 0	4 0 0 0	0 1 0 0	4 0 0 0	†Figures show the total sale in terms of morphine or heroin content of morphine, heroin and other allied drugs.
Burma . . . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	
Central Provinces . . . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	
Assam . . . . .	...	...	...	...	‡	‡	‡	‡	††Total consumption during 1921, 6 lbs 15 ozs. 4 drs. 18 grs, and during 1922, 8 lbs. 10 ozs 7 drs. 16 grs. Details of consumption by hospitals and druggists not available.
Bihar and Orissa . . . . .	...	...	...	...	..	..	..	..	
North-West Frontier Province.	..	...	...	..	...	...	...	...	
Ajmer-Merwara . . . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	
Delhi . . . . .	...	(a)	...	(a)	(a)	...	0 0 0 20	...	
Baluchistan . . . . .	(a)	...	...	...	..	..	...	...	
Coorg . . . . .	...	...	...	...	..	..	...	...	
	0 1 0 0	39 6 0 0	0 1 0 0	25 12 0 0	0 15 0 0	19 0 0 0	5 8 0 20	43 0 0 0	
	89 7 0 0	...	25 13 0 0	...	19 15 0 0	7 7 2 0	48 8 0 20	8 13 15 15	
Add figures for Provinces for which details of consumption by hospitals and druggists are not available	...	...	...	...	...	...	...	...	
Total . . . . .	89 7 0 0	...	25 13 0 0	...	27 6 2 0	...	57 1 0 8	...	

NOTE.—Figures in italics are for fiscal years.  
(a) Figures not available.

Question (8).—Statement showing the consumption of medicinal opium.

Provinces.	1919.				1920				1921.				1922.				REMARKS.
	CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY				
	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals	Druggists.	Hospitals	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists.			
	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.			
Bombay . . .	...	...	...	...	...	...	...	...	...	...	...	...	...	...			
Bengal . . .	311 0 5 7	397 15 5 20	294 10 5 0	698 6 7 22	398 0 8 0	698 12 8 0	477 4 4 0	781 2 4 0									
Madras . . .	(a)	(a)	(a)	(a)	*	*	*	*									
United Provinces . .	†	†	†	†	†	†	†	†									
Punjab . . .	8 6 0 0	815 7 0 0	16 5 0 0	709 10 0 0	23 5 0 0	2,146 6 0 0	29 14 0 0	1,936 8 0 0							†Medicinal opium is not sold by licensed chemists or consumed in hospitals or dispensaries.		
Burma . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)									
Central Provinces . .	...	...	...	...	‡	‡	‡	‡									
Assam . . .	...	...	.	...	§	§	§	§							‡Total consumption during 1921, 1560 lbs. 13 ozs 15 drs 10 grs, and during 1922, 129 lbs 8 ozs, 11 drs 25 grs. Details of consumption by hospitals and druggists not available.		
Bihar and Orissa . .	...	...	...	...	...	...	...	...									
North-West Frontier Province.	...	...	...	...	...	...	...	...									
Ajmer-Marwarra . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)									
Delhi . . .	...	...	...	...	...	...	...	...									
Baluchistan . . .	(a)	(a)	(a)	(a)	335 14 12 16	0 5 0 0	190 15 15 2	0 7 0 0									
Coorg . . .	...	...	...	...	...	...	...	...									
	319 6 5 7	1,313 6 5 20	310 15 5 0	1,398 0 7 22	662 4 2 16	2,945 7 8 0	698 2 3 2	2,667 12 4 0									
	1,532 12 11 0		1,708 15 12 22		3,497 11 10 16		3,365 14 7 2										
Add figures for Provinces for which details of consumption by hospitals and druggists are not available.	...	...	...	...	667 10 14 16		728 14 11 7										
Total . . .	1,532 12 11 0		1,708 15 12 22		4,165 6 9 5		4,094 13 2 9										

NOTE.—Figures in italics are for fiscal years.  
(a) Figures not available.

Question (9).—The coca plant is not grown in India. There is no manufacture.

Statement showing the consumption of cocaine

Provinces.	1919				1920				1921.				1922.				REMARKS.																	
	CONSUMPTION BY				CONSUMPTION BY				CONSUMPTION BY				CONSUMPTION BY																					
	Hospitals		Druggists		Hospitals		Druggists		Hospitals		Druggists		Hospitals.		Druggists																			
	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.														
Bombay . . .	.	.	31	5	2	16	7	9	5	20	37	0	3	8	6	5	7	12	25	7	3	26	5	6	6	12	29	3	3	23				
Bengal . . .	5	1	15	13	20	0	1	15	10	5	12	7	17	10	5	2	9	8	11	23	15	0	7	11	12	12	2	3	15	9	9	9		
Madras . . .	(a)		(a)		(a)		(a)		(a)		(a)		.		.		.		.		.		.	.	.	.	.	.	.	.	*Total consumption during 1921, 9 lbs 15 ozs 7 drs 7 grs, and during 1922, 29 lbs 5 drs 5 grs Details of consumption on by hospitals and druggists not available.			
United Provinces . . .	(a)		7	0	0	0	(a)		6	0	0	0	(a)		7	0	0	0	(a)		7	8	0	0	7	8	0	0	9	0	0	0		
Punjab . . .	2	3	0	0	167	3	0	0	2	15	0	0	244	11	0	0	2	7	0	0	107	4	0	0	29	11	0	0	198	6	0	0		
Burma . . .	(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)		(a)					
Central Provinces	.		...		.		...		.		...		.		†		†		†		†		†		†		†		†		†	†Total consumption during 1921, 1 lb 10 ozs 2 drs 13 grs, and during 1922, 1 lb 10 ozs 18 grs. Details of consumption by hospitals and druggists not available		
Assam . . .	...		...		...		...		...		...		...		‡		‡		‡		‡		‡		‡		‡		‡		‡	‡Total consumption during 1921, 1 lb 4 drs and during 1922, 3 lbs 4 drs 21 grs Details of consumption by hospitals and druggists not available		
Bihar and Orissa . . .	...		...		...		...		...		...		...		...		...		...		...		...		...		...		...		...			
North-West Frontier Province			...		.		...		.		...		.		.		.		.		.		.		.		.		.		.			
Ajmer-Mewara . . .	(a)		(a)		(a)		(a)		(a)		(a)		(a)		§		§		§		§		§		§		§		§		§	§Total consumption during 1921, 8 ozs, and during 1922 8 ozs Details of consumption by hospitals and druggists not available		
Delhi . . .															1	0	4	23	0	1	0	0	0	13	7	3	0	1	0	0		Total consumption during 1919, 2 ozs. 11 drs 1 gr., 1920, 4 ozs 14 drs 21 grs, 1921, 10 ozs 14 drs and during 1922 12 ozs 7 drs 20 grs Details of consumption by hospitals and druggists not available		
Baluchistan . . .	(a)		(a)		(a)		(a)		(a)		(a)		(a)		...		...		...		...		...		...		...		...		...			
Coorg . . .			7	4	15	13	225	8	4	4	20	14	2	0	805	5	8	5	19	5	8	4	154	12	11	10	56	2	15	18	252	3	13	5
			232	13	3	17	0	2	11	1	326	3	10	5	0	4	14	21	174	2	3	14	13	12	11	25	308	6	12	23	34	13	2	9
Add figures for provinces for which details of consumption by hospitals and druggists are not available.																																		
Total	232	15	14	18	326	8	8	26	187	14	15	12	343	8	15	5																		

NOTE.—Figures in italics are for fiscal years  
(a) Figures not available.

*Question (10).*—Nil.

*Question (11).*—Please see particulars recorded in the answer to question 1.

*Question (12).*—For particulars of agreements for the direct sale of opium to foreign Governments, see answers to questions 1 and 2.

The Treaty of 1913 with Portugal, under which a limit for shipments of opium to the colony of Macao was prescribed which is now considered excessive, was denounced on behalf of His Majesty's Government by the British Minister at Lisbon on the 4th of February 1922, with a view to the reduction of this limit.

*Question (13).*—As allusion was made to hemp, or *Cannabis Indica*, in the notes appended to the Hague Opium Convention, the following observations are recorded. The use of the hemp drugs is mainly an internal problem, though there is also known to be an illicit market for the drugs in Egypt. The plant grows wild in India and the use of the drugs for their narcotic effect is based upon long tradition that has been traced back as far as the Vedas. As in the case of opium the use of the hemp drugs is largely of a quasi-medical nature. The consumption of the drugs is controlled on lines very

similar to those applied to the case of opium. There is no Government factory, but cultivation of the plant and the collection of the wild product are governed by the issue of licences. The drugs are stored after collection in Government depôts and issued to licensed vendors under conditions closely analogous to those under which opium shopkeepers work. The preparations known as *bhāng* and *ganja* are made from the native product (*bhāng* is the liquid strained off mature leaves and *ganja* consists of the female flowering tops with the resinous exudation on these).

In addition to these two forms, another preparation known as *charas* is imported overland from Central Asia (Yarkand). This is a resinous substance which appears upon the leaves, young twigs, bark of the stem and even young fruits of the plant in cold climates. These imports are controlled as closely as the native production, a special warehouse having been established at Leh in which they are deposited and from which they are distributed.

As regards consumption of hemp drugs, see statement on page 15.

*Question (14).*—Nil.

Statement showing the consumption of Hemp drugs.

Provinces.	1919.			1920.			1921.			1922.			REMARKS
	Bhang	Charas	Ganja.	Bhang	Charas.	Ganja	Bhang.	Charas.	Ganja.	Bhang	Charas	Ganja	
	Mds	Mds.	Mds	Mds	Mds	Mds	Mds	Mds	Mds	Mds.	Mds.	Mds.	
Bombay . . . . .	..	.		...	...	*	*	*	*	*	*	*	*Total consumption of hemp drugs during 1921, 4,521 mds and during 1922, 4,303 mds Details showing consumption of the different varieties of hemp drugs not available
Bengal . . . . .	724	29	2,052	780	24	1,841	674	28	1,638	450	32	1,588	
Madras . . . . .	.	.	.	.	.	.	...	..	..	.	.	..	
United Provinces . . . . .	4,825	1,047	862	541	1,113	557	4,388	800	442	3,571	929	846	
Punjab . . . . .	.	.	.	.	.	.	.	.	...	.	.	...	
Burma . . . . .	.	.	.	..	.	.	.	.	.	...	.	.	
Central Provinces . . . . .	75	15	1,003	74	9	811	68	10	702	60	13	682	
Assam . . . . .	.	.	.	.	.	.	†	†	†	†	†	†	†Total consumption of hemp drugs during 1921, 508 mds and during 1922, 399 mds Details showing consumption of the different varieties of hemp drugs not available
Bihar and Orissa . . . . .	.	.	.	..	..	.	.	.	..	.	.	...	
N.-W F. Province . . . . .	115	.	.	‡	‡	‡	‡	‡	‡	‡	‡	‡	‡Total consumption of hemp drugs during 1920, 122 mds, 1921 806 mds., and during 1922, 59 mds Details showing consumption of the different varieties of hemp drugs not available
Ajmer Merwara . . . . .	..	.	.	..	.	.	..	..	..	..	..	..	
Delhi . . . . .	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	(a)	
Paluchistan . . . . .	42	25	.	28	19	.	41	20	...	34	19	..	
Coorg . . . . .	.	.	.	.	.	.	.	...	4	.	.	4	
	5,581	1,116	3,617	1,421	1,165	3,209	5,166	948	2,786	4,115	937	2,820	
	10,314			5,795			8,900			7,722			
	---			122			5,835			4,761			
<i>Add figures for provinces for which details showing consumption of the different varieties of hemp drugs are not available.</i>	---			---			---			---			
Total . . . . .	10,314			5,917			14,735			12,483			

NOTE.—Figures in italics relate to fiscal years.

(a) Figures not available.

Statement showing the consumption of drugs per head.

Provincia.	1921					1922.				
	Medicinal opium	Morphia.	Hemp drugs.	Heroin.	Cocaine	Medicinal opium	Morphia.	Hemp drugs.	Heroin.	Cocaine.
	Grs.	Grs	Grs.	Grs.	Grs.	Grs	Grs.	Grs.	Grs.	Grs.
Bombay . . . . .	24 08*	...	107 7	...	008	21 09*	..	102 5	..	009
Bengal . . . . .	9*	004	9	...	001	9*	005	9	...	001
Madras . . . . .	...	..	..	...	...	...	...	...	...	...
United Provinces . . . . .	...	..	63	...	..	...	...	53	..	..
Punjab . . . . .	8	006	98†	001	04	7	008	98†	001	08
Burma . . . . .	...	00003	.	...	..	..	001	...	...	...
Central Provinces . . . . .	003	001	11	...	0003	004	0006	10	...	0003
Assam . . . . .	43	07	31	006	0009	5	092	28	007	008
Bihar and Orissa . . . . .	...	...	...	...	...	...	...	...	...	...
North-West Frontier Province . . . . .	...	002	28	..	...	...	004	14	...	...
Ajmer-Merwara . . . . .	...	...	.	...	...	...	...	...	...	...
Delhi . . . . .	003	...	014	...	...	002	...	013	...	...
Baluchistan . . . . .	...	...	82	...	...	...	...	31	...	...
Coorg . . . . .	...	...	029	...	...	...	...	023	...	...

NOTE.—Figures in italics relate to fiscal years.

\* Figures relate to opium.

† Figures relate to bhang and charas only.

Statement showing the cases of smuggling.

Province	1921.					1922				
	Morphia.	Opium.	Heroin.	Cocaine	Hemp drugs	Morphia.	Opium	Heroin	Cocaine	Hemp drugs.
Bombay . . . . .	...	238		194	272	.	190	...	871	204
Bengal . . . . .	...	206		12	1	2	185	...	19	...
Madras . . . . .	...	..	..	.	..	..	..	...	.	...
United Provinces . . . . .	...	...		.	...	...	.	...	.	...
Punjab . . . . .	.	2	.	7	18	..	3	...	12	27
Burma . . . . .	..	...		.	..	...	.	..	..	...
Central Provinces . . . . .	...	289	...	.	284	..	478	..	1	806
Assam . . . . .	.	...	..	.	36	..	...	.	...	76
Bihar and Orissa . . . . .	...	...	..	.	.	.	...	...	..	..
N-W F Province . . . . .	...	...	..	...	28*	..	..	...	..	31*
Ajmer-Merwara . . . . .	.	...	..	..	..	...	..	...	..	...
Delhi . . . . .	...	20	...	25	1	..	18	...	88	4
Baluchistan . . . . .	...	...	..	...	7	...	..	...	...	10
Ccoorg . . . . .	.	...	...	.	..	.	.	.	.	..
Total . . . . .	..	755	.	238	647	2	874	...	491	748

NOTE.—Figures in italics relate to fiscal years

\* Figures represent smuggling of chasas



~~GOVERNMENT OF INDIA~~  
FINANCE DEPARTMENT (CENTRAL REVENUES).

*Dated Simla, the*

1924.

**Report by the Government of India for the calendar years 1921  
and 1922 on the traffic in opium and dangerous drugs.**

A—GENERAL.

*Question (1) J.—Existing position (1st of January, 1921).*

(i) *Import traffic.*—This is of no importance as regards opium in the case of India, since it is itself a producing country and imports are confined to the requirements of pharmacists. Consequently we find that the statistics record only 59 lbs. as the quantity of opium imported in the fiscal year 1920-21 and all of this came from the United Kingdom.

Of other dangerous drugs, that is to say, the products of chemical industry such as cocaine, morphine and the like, the importation is restricted by a system of licensing to the quantities which are required for strictly medical use. The extent of the effectiveness of this system may be gauged by the fact that the total importations of cocaine which were permitted in the fiscal year 1920-21 amounted to 753 ounces; about 3 oz. for each million of the population. It may be remarked in passing that figures such as these show how vast a proportion of the people are still out of touch with western system of medicine,—a fact which must be borne in mind when contemplating the particulars to be recorded as to the quasi-medical use of opium by large masses, both in India and in other eastern countries to which limited exports are still permitted.

(ii) *Export traffic*—It is in this respect that the position of India is most in need of explanation having regard to international relations.

China used to be the principal market for India's production of raw opium; but in pursuance of the policy of assisting the Chinese Government to put an end to abuse of the drug this trade was much restricted from 1908 onwards and finally, in 1913, was stopped altogether. (It may be remarked that in the fiscal year last preceding 1913, China received more

than half of the total of India's exports, and twenty years earlier about three-quarters of the total). This decision involved a very serious sacrifice of the revenues of the Government of India, which can claim that the action taken should be recognized as a standing monument to its disinterestedness. Unfortunately the disturbed state of Chinese politics in later years has brought it about that this altruism has benefited, not the public health of the population of China, but the pockets of those who have been allowed to undertake production of the drug within that country in order to replace the Indian supplies that are now cut off.

In the period immediately preceding the decision of 1913, the Government of India undertook further to limit the quantities of opium which could be exported to countries outside China in order to guard against the possibility of merchants in such countries importing quantities in excess of the legitimate local demand and smuggling the surplus into China. The statistics bearing upon the legitimate demands of the countries concerned were carefully examined and it was decided to take the least estimate which was so reached. This was assessed in 1911 at 14,000 chests and was reduced in the following year to 13,200.

This measure was followed in 1915 and subsequent years by the introduction of a policy of direct supply to the Governments of importing countries. By the date on which this report opens, agreements of this kind had been entered into with Hongkong, the Straits Settlements (which also supplies the Federated Malay States), the State of North Borneo, Ceylon, the Dutch East Indies and Siam; and the shipments made under these agreements amounted to more than three-quarters of the total exports from India.

Exports to other countries (notably Japan, French Indo-China and Macao)

were made on private account by dealers who purchased the opium at the Government auction sales in Calcutta. Negotiations were on foot for the extension of the system to these countries in the hope that sales of Indian opium to traders might be put a stop to altogether and the traffic entirely concentrated in the hands of the Governments of the exporting and importing countries. The value of such an achievement on international grounds would be considerable.

The policies outlined above, namely, of prohibiting exports to China and of strictly controlling the quantities exported to other countries, have not been allowed to stand merely as the pious expression of a principle but are enforced with all the precautions possible. A costly preventive staff is maintained to stop smuggling both at the sea-ports and in those provinces through which opium must pass on its way to the sea-ports.

*II.—1921 and 1922.*—The exportation of poppy seed to China was prohibited on the 19th of March, 1921. Exports of opium on private account to countries with which direct sales agreement existed were totally prohibited from 1st May, 1922. No other new legislation or regulations were introduced. No publications that would be of interest to the Opium Advisory Committee are known to have appeared in either year.

*Question (2).—I.—Existing position (1st of January, 1921).*

The import certificate system had not yet been adopted in India on that date. The object of the system, however, which is to ensure that importing countries should have full knowledge of, and the opportunity of complete control over, imports into their territories was already most effectively achieved by the direct sales agreements with various countries which have been alluded to in the answer to the preceding question. Governments which are parties to these agreements are under no obligation to take a minimum quantity of opium. It has also been remarked in that answer that even in the case of other countries, the Government of India without the co-operation of the importing country has put a limit upon the quantities to be exported. The following statement shows the amounts shipped by Government direct and by private traders in the calendar years 1919,

1920, 1921 and 1922. Desinations appear in the table given against question 4 (c) below.

Years	No. of chests exported on Government account.	No. of chests exported privately.	Total.
1919 . . .	8,378	8,855	17,233
1920 . . .	7,978	2,544	10,522
1921 . . .	7,480	2,340	9,820
1922 . . .	5,520	2,008	7,528

NOTE.—1 chest = 140 lbs. = 63.5 Kilograms.

As regards imports the function to be served at this end by the certificates referred to was already in practice fulfilled by strict regulations that had been in force for a considerable time under which the importation of dangerous drugs was restricted to genuine medical needs. Arrangements to this effect were consolidated in 1911 in a notification of the Governor-General in Council, which entirely prohibited transit through the post from foreign countries and restricted importation by other means to cases in which the drugs were imported by, or on behalf of, persons who had received the permission of Government to import them. The issue of these permits was in the hands of the Excise Departments of the various provinces and, as already explained, was strictly limited to the case of *bona fide* requirements of hospitals and of properly qualified practitioners or of chemists dispensing medicines under the prescriptions of such practitioners.

*II.—1921.*—The direct sales agreement with Hongkong was renewed with effect from the 1st of January, 1921.

1922.—The direct sales agreement with the Dutch East Indies was renewed from the 1st January, 1922.

As already stated, private exports to countries with which direct sales agreement existed were entirely prohibited from May, 1922.

Arrangements were made for introducing the import certificate system on the 1st January, 1923.

*Question (3).—I. Existing position.*

So far as India is concerned, it may be said that the dangerous drugs fall into two classes, (a) opium, a natural product of

the country itself and (b) such manufactured products as morphine, heroin, cocaine and synthetic substitutes. As regards the latter, the policy of the central and of all provincial Governments has always been one of severe restriction to genuine medical requirements. Full powers for enforcing this policy are enjoyed by the Governments concerned under the Opium Act of 1878 in respect of morphine and other alkaloids of opium and under the Excise Act in the case of cocaine, etc.

The case of opium is different. It is an indigenous product and has a long history of traditional use for purposes which were claimed by the Government of India to be legitimate in the following words extracted from a Despatch addressed to the Secretary of State for India in 1911:— "The great majority of Indian opium-eaters are not slaves to the habit. They take small doses as required and can and do give up the allowance when the need of it is past. Opium is in virtually universal use throughout India as the commonest and most treasured of the household remedies accessible to the people. It is taken to avert or lessen fatigue, as a specific in bowel complaints, as a prophylactic against malaria (for which its relatively high anarootine content makes it specially valuable), to lessen the quantity of sugar in diabetes, and generally to allay pain in sufferers of all ages. The vast bulk of the Indian population, it must be remembered, are strangers to the ministrations of qualified doctors or druggists. They are dependent almost entirely on the herbal simples of the country; distance and the patient acceptance of hardships standing in the way of prompt access to skilled medical relief. In these circumstances the use of opium in small quantities is one of the most important aids in the treatment of children's sufferings. It is also a frequent help to the aged and infirm, and an alleviation in diseases and accidents which are accepted as incurable. To prevent the sale of opium except under regular medical prescription would be a mockery; to many millions it would be sheer inhumanity."

The necessity of controlling the traffic by heavy taxation and by elaborate precautions against illicit production and distribution has long been recognized and more than a century ago the possibility of prohibiting the consumption of opium altogether was considered but had to be rejected for reasons such as those given above. Since then a policy has been

developed under which cultivation of the poppy is confined, except for a few wild and inaccessible regions, to the area which supplies the Government Opium Factory at Ghazipur in the United Provinces, while importation from the Native States is kept under control by a prohibition of imports as well as by agreements with such states that they will not allow exports except by arrangement. Production having been subjected to this supervision, distribution has been carefully checked by a continuous enhancement of prices and by limiting the amount of opium which any individual may possess at any one time. Local conditions have led to there being some variety in the practice of different provinces in this respect. There is substantial uniformity as to system; a limited number of shops is licensed for the various localities, the right to sell in these shops is sold by public auction or given to approved persons against payment of fixed fees or a sliding-scale of fees dependent on consumption, the licensed vendors are required to take their supplies from Government depôts and the amount which a customer may have in his possession is strictly limited. In the provinces of mainland India (excluding Burma) the rates at which supplies are issued to the shops vary between Rs. 50 and Rs. 60 per seer (of 2½ lbs.) and the limits of personal possession from one to three tolas (a tola being = ¾ oz). In Burma the conditions are peculiar. The consumption of the drug has no root in the traditional habits of the Burmese people and a tendency to carry indulgence in any intoxicant to excess appears to be a racial characteristic. Determined efforts therefore are made to put a complete stop to the consumption of opium by Burmans. Except for strictly medicinal purposes, persons of this race may not possess opium with the exception of the survivors of those inhabitants of Lower Burma who had become accustomed to the use of the drug before the present policy was decided upon. There is a large community of Chinese and Indians in the province and such persons may possess the drug subject to a limit of three tolas at a time. In this province moreover the price at which supplies are issued to licensed vendors is much higher than elsewhere, ranging from Rs. 100 to Rs. 122 ½ per seer.

Close supervision is maintained over the licensed vendors in all parts of India and Burma; the conditions of their licences requiring that the shops shall be always open to inspection, that no opium

shall be sold to children or bad characters, that sales shall only be made on the licensed premises and during the particular hours prescribed, that only unadulterated Government opium shall be sold, that credit shall not be allowed, that no consumption shall be permitted on the premises and that full accounts shall be maintained, together with the names and addresses of purchasers of more than one or two tolas. These conditions are effectively enforced by the Excise departments of the various provinces.

Illicit traffic outwards in the case of opium is mainly carried on by means of steamships plying to the Far East and also those plying from Bengal to Burma, in which province, as already explained, prices are kept at a considerably higher level than in India. The crews, and particularly the engine room crews, of these steamers are often concerned in this smuggling, a fact which makes the work of detection very difficult; the best results are usually obtained by watching the ships in harbour with a view to seizing the stuff at the time of its being carried aboard and before it can be concealed in such places as the coal bunkers and propeller shaft tunnels; but the difficulties of maintaining a complete watch in a busy port can be imagined readily. There is a certain amount of smuggling of opium into India from the ~~Neighbouring~~ States and over other land frontiers, but the most serious part of the unlawful inward traffic consists of the smuggling of such drugs as

cocaine and morphia by steamers arriving from the Far East and from Europe. The high price of these drugs in Indian towns is a great incentive to smuggling but is also an index of the success which attends the preventive departments in their efforts to interfere with this trade.

II.—1921-22.—No new points of particular interest or importance in modification of the above account of the previously existing position are reported in respect of these years.

#### STATEMENT.

##### Consumption of opium by Provinces.

	lbs.
Madras . . . . .	71,033
Bombay (incl. Sind) . . . . .	76,205
Bengal . . . . .	83,228
United Provinces of Agra and Oudh.	70,697
Punjab . . . . .	77,750
Burma . . . . .	71,319
Bihar and Orissa . . . . .	59,797
Central Provinces . . . . .	59,659
Assam . . . . .	6,112
Administered areas* . . . . .	17,210
<b>Total for British India</b>	<b>593,210</b>

\*North West Frontier Province, Baluchistan, Ajmer-Merwara, Coorg, Bangalore and Delhi.

Population of British India (1921) c. . . . .	247,003,298
Consumption per head . . . . .	$\frac{1}{14}$ th oz.

##### Statement showing the net revenue from opium.

Name of provinces.	1919.	1920.	1921.	1922.
	Rs.	Rs.	Rs.	Rs.
Bombay . . . . .	32,24,789	32,52,088	34,61,376	37,61,108
Bengal . . . . .	32,48,820*	34,00,918	32,93,363	31,63,034
Madras . . . . .	22,57,044	23,44,189	25,20,333	24,87,121
United Provinces . . . . .	17,79,645	19,17,657	18,95,665	16,72,505
Punjab . . . . .	(a)41,39,233	(a)42,54,821	(a)43,85,793	(a)41,12,272
Burma . . . . .	39,57,513	35,82,754	33,57,320	40,23,305
Central Provinces . . . . .	23,32,000	23,81,600	20,27,000	24,64,000
Assam . . . . .	45,64,203	52,40,507	47,81,732	38,97,136
Bihar and Orissa . . . . .	..	18,34,373	17,87,789	19,58,430
North-West Frontier Province . . . . .	3,23,168	3,65,754	3,12,664	3,10,947
Ajmer-Merwara . . . . .	..	24,000	25,600	31,200
Delhi . . . . .	1,28,155	1,27,079	1,05,476	1,22,739
Coorg . . . . .	..	1,018	845	899
Baluchistan . . . . .	52,980	63,200	63,539	68,222
	<b>2,60,07,740</b>	<b>2,97,60,053</b>	<b>2,90,03,155</b>	<b>2,80,76,722</b>

NOTE.—The figures in italics relate to fiscal years.

\*Includes revenue from morphia also

(a) Figures include revenue derived from hemp drugs also.

### B.—PARTICULAR DRUGS.

*Question (4) (a).*—The figures of poppy cultivation for British India (excluding the small quantities grown in wild and inaccessible parts where the production can no more be recorded than it can be effectively prevented) are as follows. It will be understood that the produce is that of the year indicated, while the acreage represents the area sown in the previous year.

	Acreage.	Produce. lbs.
1920 . .	154,621	1,886,647
1921 . .	116,055	1,159,159
1922 . .	117,931	1,506,651

*Question (4) (b).*—All Customs ports are approved for the importation of opium by pharmacists and manufacturing chemists under special permits from the Excise Department. The figures are:—

	lbs.
1920 . . . .	25
1921 . . . .	69
1922 . . . .	22

Imported from the United Kingdom.

*Question (4) (c).*—(1) and (2). Statement of opium alkaloids manufactured at the Ghazipur Opium Factory.

*Statement showing the opium alkaloids manufactured at, and issued from, the Ghazipur Opium Factory.*

	Catechine Hydrochlorate.		Morphine Pure.		Morphine Hydrochlorate.		Morphine Acetate.		Morphine Sulphate.		Morphine Tartrate.		Codeine.		Narcotine.	
	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.	lb.	oz.
<b>1920-21.</b>																
<i>Receipts.</i>																
Balance on 1st November 1920	...		8	11	192	6	1	11	33	0	3	15	15	6	16	1
Manufactured from 1st November 1920 to 31st October 1921.	5	6	...		...		...		...		...		16	15	...	
Total	8	6	8	11	192	6	1	11	33	0	3	15	31	5	16	1
<i>Expenditure.</i>																
European and Indian druggists	1	6	...		27	4	0	4	1	2	0	1	1	9	...	
Medical Store-keepers to Govt.	...		...		45	0	...		...		...		...		...	
Govt. Dispensaries	0	13	...		0	1	...		...		...		...		...	
Messrs. B. K. Paul & Co.	...		...		8	0	...		...		...		...		...	
Messrs. Smith Stanistreet & Co.	0	3	...		12	6	...		...		...		2	0	...	
Messrs. Rathgate & Co.	0	4	...		3	2	...		...		...		1	0	...	
Total	2	12	..		95	15	0	4	1	2	0	1	4	9	...	
<b>1921-22.</b>																
<i>Receipts.</i>																
Balance on 1st November 1921	0	10	8	11	96	6	1	7	31	14	3	14	27	12	16	1
Manufactured from 1st November 1921 to 31st October 1922.	0	10	...		34	6	...		...		...		...		...	
Total	1	4	8	11	130	12	1	7	31	14	3	14	27	12	16	1
<i>Expenditure</i>																
European and Indian druggists	0	6	...		31	2	0	1	1	1	...		1	10	2	5
Medical Store-keepers to Govt.	...		...		...		...		...		...		2	0	...	
Govt. Dispensaries	0	2	...		0	2	...		...		...		0	1	...	
Messrs. B. K. Paul & Co.	...		...		8	0	...		...		...		...		...	
Messrs. Smith Stanistreet & Co.	0	4	...		13	12	...		...		...		2	0	...	
Messrs. Rathgate & Co.	...		...		1	9	...		...		...		...		...	
Managing Director for advertisement in England.	0	3	...		...		...		...		...		...		...	
Laboratory purpose	...		...		...		...		...		...		...		2	3
Total	0	15	...		59	9	0	1	1	1	...		5	11	4	13
Balance on 1st November 1922	0	5	8	11	71	3	1	6	30	13	3	14	22	1	11	4

See also answers to questions 6, 7, 8 and 9.

**Question 4 (d).**—The use of opium in India and in certain other eastern countries is largely medicinal although in the main it does not follow the prescriptions of regular practitioners. The Royal Commission which was appointed in 1893 reported that there was a universal belief in the merits of this drug as a common domestic medicine, special value being attached to its use in cases of fever and as a protection against malaria. As a stimulant, it was held in esteem as a specific against old age, many men of failing health taking the drug for periods varying from 15 to 50 years and apparently obtaining benefit from the habit. It was also habitually used in many parts of India during the extremes of the winter months, and for the purpose of resisting fatigue in the case of journeys and hard physical labour. In Rajputana the use of opium in connection with social and ceremonial functions had acquired a quasi-religious sanction. Another use which is indirectly based upon a social custom is its employment under special license by tattooers in Burma to deaden the pain of this operation, which a generation ago was essential in the case of young men, although the custom now tends to become less universal. The consumption of raw opium per head of the population is, as has already been shown, small, and it would be impossible to distinguish between the amounts consumed on quasi-medical grounds and as an indulgence.

**Question 4 (e).**—The export of opium from India is permitted only through the ports of Calcutta and Bombay and, in practice, is confined to Calcutta, except for negligible amounts sent by sea to foreign States on the Bombay coast. The following statement shows amounts exported and the destinations of consignment in 1920, 1921 and 1922 :—

	1920 Chests.	1921 Chests.	1922 Chests.
Strait Settlements . . . . .	3,090	3,010	1,820
Netherlands East Indies . . . . .	2,900	2,900	1,800
Siam . . . . .	1,700	1,700	1,650
British North Borneo . . . . .	178	240	60
Ceylon . . . . .	60	70	60
Hongkong . . . . .	180	123	150
Macao . . . . .	531	440	500
French Indo-China . . . . .	960	1,635	1,700
Buchire . . . . .	..	86	283
Japan . . . . .	90	160	60
Sarawak . . . . .	..	..	55
Mauritius . . . . .	85	..	..
<b>Total . . . . .</b>	<b>10,522</b>	<b>9,770</b>	<b>8,128</b>

\* In the statement V forwarded to the India Office with the Finance Department letter No. 2544, dated 8th December 1921, 74,340 lbs. (531 chests) exported to Macao were included in the figures of exports to Hongkong.

**Question (5).—I.—Existing position.**

The use of prepared opium for smoking is discountenanced in every possible way by the Government of India. The sale of such preparations is forbidden and so is the manufacture except in the case of an individual who prepares them for his own use from opium lawfully in his possession. This exception is clearly necessary so long as lawful possession of raw opium can exist, as a decision to the contrary would be incapable of enforcement without intolerable interference with the private lives of the people; but the fact that smoking is wasteful of the drug and that the limits of private possession are fixed on a low scale, is a deterrent to the use of lawfully possessed opium for this purpose.

Here again the case of Burma offers special features owing to the fact that registered Burman consumers and the considerable Chinese element in the province were more accustomed to smoking than eating the drug. The import of prepared opium into Burma is prohibited, but its manufacture and use are not forbidden. With a view to discourage its use, the manufacture and sale of prepared opium was discontinued in the licensed shops from the 1st of April, 1921, and those who desire to smoke opium are now required to prepare it themselves. Further than this it seems impossible to go without incurring prodigious expense in a country so large and so sparsely populated as Burma and without resorting to inquisitorial methods which would be justly resented by consumers, particularly by the large number of respectable Chinamen who do smoke opium. As consumers are left to cook their own preparations for smoking, it is obvious that no statistics can be supplied showing how much of the raw opium consumed in Burma takes the form of prepared opium. For the same reason no registration of smokers as such is possible.

The number of Chinese resident in the whole of India was recorded as 108,495 in 1921. The number of Chinese resident in Burma, according to the latest census return, was 149,060, of whom 47,183 were females and the number of Chinese consumers of opium in that province is estimated to be 17,229. Except for the rapidly dwindling number of registered Burman consumers (the number was 14,049 in 1912 and ten years later had fallen to 5,405), the habit of smoking cannot be said to be prevalent amongst persons of any other nationality than Chinese.

It has already been stated that the sale of prepared opium is prohibited and there is thus no revenue derived directly from it, while the revenue derived from raw opium which is subsequently prepared by consumers themselves cannot be estimated.

*II.—1921 and 1922.*—The only important regulation to record is that which has already been mentioned, the discontinuance in Burma of the manufacture and sale of prepared opium in the

licensed vendors' shops with effect from 1st April 1921.

*Question (6).*—(a) Imports are strictly confined to the requirements of orthodox medical practice. Permits are given to hospitals, medical practitioners and approved pharmacists.

(b) There is no large-scale industry in India. Reference is invited to the statement given in answer to question 4(c).

(c) There are no exports.

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Statement showing the consumption of morphine, salts of morphine and preparations, admistures, etc., containing morphine.

Prov: ces.	1919		1920		1921		1922		REMARKS.
	CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		
	Hospitals	Druggists	Hospitals	Druggists	Hospitals	Druggists	Hospitals	Druggists	
	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	
Bombay . . . . .		47 0 1 6	12 5 18 5	56 10 1 21	8 7 18 18	98 10 4 18	6 10 8 7	109 3 5 5	These figures include other preparations of opium also.
Bengal . . . . .	15 7 6 18	252 12 11 17	13 8 7 5	306 1 7 20	12 18 4 18	315 14 2 11	15 5 6 0	375 6 2 21	
Madras . . . . .	...	..	..	..	..	..	..	..	
United Provinces . . . . .							1 7 0 0	...	Total consumption during 1921 33 lbs. 10 ozs 4 drs. 18 grs., and during 1922 13 lbs. 13 ozs. 7 drs. Details not available
Punjab . . . . .	1 15 0 0	9 4 0 0	1 18 0 0	8 9 0 0	2 1 0 0	13 11 0 0	2 1 0 0	20 2 0 0	
Burma . . . . .	...	..	..	..	..	..	..	..	
Central Provinces . . . . .	...	..	..	..	..	..	..	..	Total consumption during 1921 8 lbs 2 ozs. 9 drs. 11 grs, and during 1922 8 lbs 6 ozs 15 grs. Details, not available.
Assam . . . . .	..	...	..	..	..	..	..	..	
Bihar and Orissa . . . . .	..	...	..	..	..	..	..	..	
North-West Frontier Province . . . . .						1 6 7 1		0 10 2 8	Total consumption during 1921 80 lbs 2 ozs. 8 drs. 11 grs, and during 1922 108 lbs 5 ozs 7 drs. 4 grs. Details not available.
Ajmer-Merwara . . . . .	...	..	..	..	..	..	..	..	
Delhi . . . . .	...	..	..	..	..	..	..	..	
Baluchistan . . . . .	...	..	..	..	41 8 12 2	1 2 0 0	42 6 12 2	1 2 0 0	Total consumption during 1919 7 lb. 2 ozs 12 drs. 21 grs., 1920 12 ozs 12 drs. 15 grs., 1921, 9 lbs. 8 ozs 8 drs. 22 grs., and during 1922, 1 lb. 12 ozs 1 dr 25 grs. Details not available
Coorg . . . . .	...	..	..	..	0 6 8 23	0 0 1 0	0 3 7 4	0 0 1 10	
	17 6 6 18	809 0 12 25	27, 9 4 10	371 4 9 14	65 5 6 25	490 11 14 24	65 2 1 13	508 7 11 17	
	823 7 8 16	1 2 12 21	896 18 13 24	0 12 1 15	496 1 5 2	131 2 8 2	574 9 13 3	134 14 0 17	
Add figures for provinces for which details are not available	227 10 0 10		899 9 15 12		627 3 13 4		709 7 13 20		

Note - Figures in italics are for fiscal years.

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*Question 7.*—The position as regards imports and exports is the same as with morphine.

There is no manufacture.

*Question 8.*—The position as regards imports and exports is the same as with morphine.

For figures of manufacture, see answer to question 4(c).

Statement showing the consumption of Heroin.

Provinces.	1919		1920.		1921.		1922.		REMARKS.
	CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		
	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists.	
	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	lbs. ozs. drs. grs.	
Bombay . . .	...	...	...	...	...	...	...	..	
Bengal . . .	...	..	..	..	...	...	...	...	
Madras . . .	...	...	..	...	...	...	...	...	
United Provinces .	...	89 0 0 0*	...	25 0 0 0*	.	15 0 0 0*	5 2 0 0	89 0 0 0*	Total consumption during 1921 7 ozs. 13 drs 9 grs. and during 1922 8 lbs 7 ozs. 26 grs. Details not available.
Punjab . . .	0 1 0 0	0 6 0 0	0 1 0 0	0 12 0 0	0 15 0 0	4 0 0 0	0 1 0 0	4 0 0 0	* Figures show the total sale in terms of morphine or heroin content of morphine, heroin and other allied drugs.
Burma . . .	...	..	...	...	...	...	..	...	
Central Provinces .	...	..	...	...	...	...	..	...	
Assam . . .	...	..	...	...	...	..	..	...	Total consumption during 1921 6 lbs. 15 ozs. 4 drs. 18 grs. and during 1922 8 lbs. 10 ozs. 7 drs. 16 grs. Details not available.
Bihar and Orissa .	...	...	...	...	...	...	...	..	
North-West Frontier Province.	..	...	...	...	...	...	...	...	
Ajmer-Merwara .	...	..	...	...	..	...	..	...	
Delhi . . .	...	...	...	..	..	...	...	...	
Baluchistan . . .	...	...	...	...	..	...	0 0 0 20	...	
Coorg . . .	..	...	...	...	..	...	...	...	
	0 1 0 0	89 6 0 0	0 1 0 0	25 12 0 0	0 15 0 0	19 0 0 0	5 8 0 20	49 0 0 0	
	89 7 0 0	...	25 13 0 0	...	19 15 0 0	7 7 2 0	48 8 0 20	8 18 15 15	
<i>Add figures for provinces for which details are not available</i>	...	...	...	...	...	...	...	...	
Total	89 7 0 0	...	25 13 0 0	...	27 6 2 0	...	57 1 0 8	...	

NOTE.—Figures in italics are for fiscal years.

Statement showing the consumption of medicinal opium.

Provinces	1919.				1920.				1921.				1922.				REMARKS.																
	CONSUMPTION BY								CONSUMPTION BY																								
	Hospitals.				Druggists.				Hospitals.				Druggists.																				
	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.	lbs.	ozs.	drs.	grs.													
Bombay	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...													
Bengal	811	0	5	7	897	15	5	20	294	10	5	0	688	6	7	22	898	0	6	0	698	12	8	0	477	4	4	0	781	2	4	0	Total consumption during 1921 156 lbs. 13 ozs. 16 drs. 10 grs. and during 1922 198 lbs. 8 ozs. 11 drs. 25 grs. Details not available.
Madras	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...			
United Provinces	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...			
Punjab	8	6	0	0	815	7	0	0	16	5	0	0	709	10	0	0	23	5	0	0	3,146	6	0	0	29	14	0	0	1,938	3	0	0	
Burma	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Central Provinces	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Assam	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Bihar and Orissa	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
North-West Frontier Province.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Ajmer-Marwar	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Delhi	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Baluchistan	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Coorg	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
	819	6	5	7	1,218	6	5	20	810	15	5	0	1,398	0	7	22	652	4	2	16	3,945	7	8	0	608	2	2	2	2,687	12	4	0	
	1,582 12 11 0				1,708 15 12 22				3,497 11 10 16				3,365 14 7 2																				
Add figures for Provinces for which details are not available.	...				...				667 10 14 16				728 14 11 7																				
Total	1,582 12 11 0				1,708 15 12 22				4,165 6 9 5				4,094 18 2 9																				

NOTE.—Figures in italics are for fiscal years.

Question 9.—The coca plant is not grown in India. There is no manufacture.

Statement showing the consumption of cocaine.

Provinces	1919.		1920.		1921		1922.		REMARKS.
	CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		CONSUMPTION BY		
	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists.	Hospitals.	Druggists.	
	lbs. ozs drs. grs.	lbs ozs drs grs.	lbs. ozs. drs. grs	lbs ozs. drs. grs.	lbs. ozs drs. grs	lbs. ozs. drs. grs.	lbs ozs drs. grs	lbs. ozs drs. grs	
Bombay . . .	...	81 5 2 16	7 9 5 20	37 0 3 3	6 5 7 13	25 7 3 26	5 6 6 12	29 3 3 23	
Bengal . . .	5 1 15 13	20 0 1 16	10 5 12 7	17 10 5 2	9 8 11 23	15 0 7 11	12 12 2 3	15 9 9 9	
Madras . . .	..	...	...	...	...	...	..	...	Total consumption during 1921 9 lbs. 15 ozs 7 drs 7 grs., and during 1922 29 lbs. 5 drs 5 grs. Details not available.
United Provinces . . .	...	7 0 0 0	..	6 0 0 0	...	7 0 0 0	7 8 0 0	9 0 0 0	
Punjab . . .	2 3 0 0	167 3 0 0	2 15 0 0	244 11 0 0	3 7 0 0	107 4 0 0	29 11 0 0	198 6 0 0	
Burma . . .	...	...	...	...	...	...	...	...	
Central Provinces . . .	...	...	..	...	...	...	..	...	Total consumption during 1921 1 lb 10 ozs. 2 drs 13 grs, and during 1922, 1 lb 10 ozs. 13 grs Details not available
Assam . . .	...	...	...	...	..	..	..	..	Total consumption for 1921, 1-0-4 0, 1922, 8-0-4-21. Details not available
Bihar and Orissa . . .	...	...	...	...	..	..	...	..	
North-West Frontier Province.	..	...	...	..	...	...	...	...	
Ajmer-Mewara . . .	...	...	...	...	...	...	...	...	Total consumption during 1921 8 ozs., and during 1922 6 ozs Details not available
Delhi . . .	..	...	...	...	...	..	...	...	
Baluchistan . . .	...	...	...	...	1 0 4 23	0 1 0 0	0 13 7 3	0 1 0 0	Total consumption during 1919 3 ozs. 11 drs. 1 gr., 1920, 4 ozs. 14 drs. 21 grs., 1921, 10 ozs 14 drs. and during 1922 13 ozs. 7 drs. 20 grs. Details not available
Coorg . . .	..	..	...	...	...	..	..	...	
	7 4 15 18	225 3 4 4	20 14 2 0	305 5 8 5	19 5 8 4	154 12 11 10	56 2 15 13	253 3 13 5	
	232 13 3 17		326 3 10 5		174 2 3 14		308 6 12 23		
<i>Add figures for provinces for which details are not available</i>	0 2 11 1		0 4 14 21		13 12 11 25		34 13 2 9		
Total	232 15 14 18		326 3 8 26		187 14 15 12		343 3 15 5		

Figures in italics are for fiscal years.

*Question (10).*—Nil.

*Question (11).*—Please see particulars recorded in the answer to question 1.

*Question (12).*—For particulars of agreements for the direct sale of opium to foreign Governments, see answers to questions 1 and 2.

The Treaty of 1913 with Portugal, under which a limit for shipments of opium to the colony of Macao was prescribed which is now considered excessive, was denounced on behalf of His Majesty's Government by the British Minister at Lisbon on the 4th of February 1922, with a view to the reduction of this limit.

*Question (13).*—As allusion was made to hemp, or *Cannabis Indica*, in the notes appended to the Hague Opium Convention, the following observations are recorded: The use of the hemp drugs is mainly an internal problem, though there is also known to be an illicit market for the drugs in Egypt. The plant grows wild in India and the use of the drugs for their narcotic effect is based upon long tradition that has been traced back as far as the Vedas. As in the case of opium the use of the hemp drugs is largely of a quasi-medical nature. The consumption

of the drugs is controlled on lines very similar to those applied to the case of opium. There is no Government factory, but cultivation of the plant and the collection of the wild product are governed by the issue of licences. The drugs are stored after collection in Government depôts and issued to licensed vendors under conditions closely analogous to those under which opium shopkeepers work. The preparations known as *bhāng* and *ganja* are made from the native product (*bhāng* is the liquid strained off mature leaves and *ganja* consists of the female flowering tops with the resinous exudation on these).

In addition to these two forms, another preparation known as *charas* is imported overland from Central Asia (Yarkand). This is a resinous substance which appears upon the leaves, young twigs, bark of the stem and even young fruits of the plant in cold climates. These imports are controlled as closely as the native production, a special warehouse having been established at Leh in which they are deposited and from which they are distributed.

*Question (14).*—Nil.

Statement showing the consumption of Hemp drugs.

Provinces.	1919.			1920.			1921.			1922.			REMARKS.
	Bhang.	Charas.	Ganja.	Bhang.	Charas.	Ganja.	Bhang.	Charas.	Ganja.	Bhang.	Charas.	Ganja.	
	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	Mds.	
Bombay . . . . .	...	...	...	...	...	...	...	..	...	..	...	...	Total consumption of hemp drugs during 1921 4,521 mds. and during 1922 4,808 mds. Details not available.  Total consumption of hemp drugs during 1921 508 mds. and during 1922 399 mds. Details not available.  Total consumption of hemp drugs during 1920 123 mds., 1921 808 mds., and during 1922 89 mds. Details not available.
Bengal . . . . .	724	29	2,052	780	24	1,841	674	28	1,638	450	32	1,588	
Madras . . . . .	...	...	...	...	...	...	...	...	...	..	...	...	
United Provinces . . . . .	4,625	1,047	662	541	1,113	657	4,363	890	442	3,871	923	346	
Punjab . . . . .	...	...	...	..	...	...	...	...	...	...	...	...	
Burma . . . . .	...	...	...	...	...	...	...	...	...	..	...	...	
Central Provinces . . . . .	75	15	1,003	74	9	811	68	10	702	60	18	682	
Assam . . . . .	...	...	...	...	...	...	...	...	...	...	...	...	
Bihar and Orissa . . . . .	...	...	...	...	...	...	...	...	...	...	...	...	
N.-W. F. Provinces . . . . .	115	...	...	...	...	...	...	...	...	...	...	...	
Ajmer-Merwara . . . . .	...	...	...	...	...	...	...	...	...	...	...	...	
Delhi . . . . .	...	...	...	...	...	...	...	...	...	...	...	...	
Baluchistan . . . . .	42	25	...	26	19	...	41	20	...	84	19	..	
Coorg . . . . .	...	...	..	...	...	...	...	...	4	...	...	4	
	5,581	1,116	3,617	1,421	1,165	3,209	5,165	948	2,786	4,115	937	2,620	
		10,914			5,795			3,900			7,722		
<i>Add figures for provinces for which details are not available.</i>		...			122			5,335			4,731		
Total		10,914			5,917			14,735			12,453		

NOTE.—Figures in italics relate to fiscal years.

Statement showing the consumption of drugs per head.

Province.	1921.					1922.				
	Medicinal opium.	Morphia.	Hemp drugs.	Heroin.	Cocaine.	Medicinal opium.	Morphia.	Hemp drugs.	Heroin.	Cocaine.
	Gr.	Gr.	Gr.	Gr.	Gr.	Gr.	Gr.	Gr.	Gr.	Gr.
Bombay . . . . .	24'08*	...	107 7	...	'008	21'09*	...	102 5	...	'009
Bengal . . . . .	9*	'004	9	...	'001	9*	'005	9	...	'001
Madras . . . . .	...	...	...	...	...	...	...	...	...	...
United Provinces . . . . .	...	...	63	...	...	...	...	58	...	...
Punjab . . . . .	'8	'008	'93†	'001	'04	'7	'008	'96†	'001	'08
Burma . . . . .	...	'00008	...	...	...	...	'001	...	...	...
Central Provinces . . . . .	'008	'001	11	...	'0008	'004	'0008	10	...	'0003
Assam . . . . .	'43	07	31	'008	'0009	'5	'092	29	'007	'008
Bihar and Orissa . . . . .	...	...	...	...	...	...	...	...	...	...
North-West Frontier Province . . . . .	...	'003	28	...	...	...	'004	14	...	...
Ajmer-Merwara . . . . .	...	...	...	...	...	...	...	...	...	...
Delhi . . . . .	'002	...	'014	...	...	'009	...	'018	...	...
Baluchistan . . . . .	...	...	92	...	...	...	...	81	...	...
Coorg . . . . .	...	...	'029	...	...	...	...	'023	...	...

Note.—Figures in italics relate to fiscal years.

\* Figures relate to opium.

† Figures relate to bhang and charas only.



Statement showing the cases of smuggling.

Province,	1921.					1922.				
	Morphia.	Opium.	Heroin.	Cocaine.	Hemp drugs.	Morphia.	Opium.	Heroin.	Cocaine.	Hemp drugs.
Bombay	...	338	...	194	272	...	190	...	371	304
Bengal	...	206	...	12	1	2	185	...	19	...
Madras	...	...	...	...	...	...	...	...	...	...
United Provinces	...	...	...	...	...	...	...	...	...	...
Punjab	...	2	...	7	18	...	8	...	12	27
Burma	...	...	...	...	...	...	...	...	...	...
Central Provinces	...	289	...	...	234	...	478	...	1	396
Assam	...	...	...	...	36	...	...	...	...	70
Bihar and Orissa	...	...	...	...	...	...	...	...	...	...
N.-W. F. Province	...	...	...	...	28*	...	...	...	...	31*
Ajmer-Merwara	...	...	...	...	...	...	...	...	...	...
Delhi	...	20	...	25	1	...	18	...	38	4
Baluchistan	...	...	...	...	7	...	...	...	...	10
Coorg	...	...	...	...	...	...	...	...	...	...
Total	...	755	...	238	647	2	874	...	491	748

NOTE.—Figures in italics relate to fiscal years.

\* Figures represent smuggling of charas.

## QUESTIONNAIRE.

### A—RAW OPIUM.

1. and 2. The information is contained in the Government of India despatch to the Secretary of State, No 28, dated the 18th March 1921, and enclosures thereto—copies of which were supplied to the League of Nations by the India Office. (25 copies of each of these papers have already been supplied to the India Office, *vide* Finance Department letter No. 1010 F. E., dated the 12th May 1921.)

3. Statement I gives the requisite information

4. The information as regards internal consumption is given in paragraphs 2 and 3 of the Government of India despatch No 14, dated the 24th March 1921, and paragraph 8 of despatch No 28, dated the 18th March 1921, gives the necessary information as regards export.

5. (a) The consolidated Statement V shows exports of opium from Calcutta and Bombay.

(b) There are no imports of raw opium into India.

6. Exports of opium are permitted only from Calcutta and Bombay. The exports through these ports are given separately in statements II to IV. There are no imports of raw opium into India. Statements V and VI show the quantities of Persian and Turkish opium transhipped at Bombay.

### B—PREPARED OPIUM.

7. (a) A summary of the laws and regulations in force in India with reference to Articles 6, 7 and 8 of the International Opium Convention, together with their titles and the dates on which they came into force, will be found in Appendix A to the despatch from the Government of India to the Secretary of State No. 14, dated the 24th March 1921.

(b) Copies of the texts of these laws and regulations have already been supplied to the Secretary of State with the despatch mentioned above and with the letter from the Government of India in the Commerce Department to the India Office No. 574-S, dated the 19th May 1921.

8. A full account is given in paragraphs 7—13 of the despatch of the 27th March 1921.

9. The export of prepared opium from India is prohibited, *vide* paragraph 14 of the despatch of the 24th March 1921.

10. The manufacture of, trade in and use of, prepared opium in India are fully discussed in paragraphs 6—13 of the despatch of the 24th March 1921. It will be seen from paragraph 8 that the traffic is already prohibited in India with the exception of Burma, and from paragraph 13 it will be seen that the Government of Burma are moving as fast as circumstances permit towards its prohibition there also. The private concoction of smoking mixtures from raw opium is however a much more difficult matter to control as will be seen from paragraph 11. Local Governments have been requested to consider whether they can legislate to prohibit the practice of opium smoking entirely. At the same time, the Government of India cannot minimise the obstacles in the way of such legislation which are shown in paragraph 11 mentioned above.

(a) and (b). There are no factories in India, (a) therefore does not arise.

(c) and (d). As the preparation of smoking mixture is purely private, it would be impossible to collect such statistics. It is only in Burma, as will be seen in paragraphs 12 and 13, that licensed consumers are registered. The number of such consumers has been reduced from 15,000 in 1913 to 5,405 in 1919.

(e) The manner of consumption is smoking. As will be seen from the answers to (c) and (d) above, it would be impossible to ascertain the proportion of opium used for smoking compared with that used for eating. It may confidently be said, however, that it is very small. The limits of private possession of opium smoking preparations are given in paragraph 9 of the despatch of the 24th March 1921.

11. From paragraph 11 of the despatch of the 24th March 1921 it will be seen that there are serious obstacles in the way of total prohibition. The Government of India have, however, asked local Governments to explore every possibility of practical legislation to this end. It is impossible to forecast the date by which legislation will materialize in the different provinces.

12. As there is no export of prepared opium, this question does not arise

(C)—Medicinal Opium, Morphine, Cocaine, etc.

13. (a) A summary of the laws and regulations in force in India with reference to Articles 9—13 of the International Opium Convention, together with their titles and the dates on which they came into force will be found in Appendices B. and C. to the despatch of the 24th March 1921.

(b) Copies of the texts of these laws and regulations have already been supplied to the Secretary of State with this despatch and with the letter from the Government of India in the Commerce Department to the India Office No 574-S, dated the 19th May 1921.

14. The information will be found in paragraphs 19—24 of the despatch of the 24th March 1921.

15. (a) and (b). There is no manufacture of cocaine, heroine and their respective salts in India but morphine and medicinal opium are manufactured on a small scale in the Government factory at Ghazipur *vide* paragraphs 20 and 21 (a) of the despatch of the 24th March 1921, also annexed statement VIII.

(c) Figure showing the consumption of morphine and cocaine, so far as they are available, are given in the annexed statements IX and X. There are no similar figures about heroine and medicinal opium.

(d) There are no exports of morphine, cocaine, heroine and their respective salts from India. Exports of medicinal opium and salts of morphine are stated in statements XI and XII.

(e) Figures showing the imports of morphine and cocaine, so far as they are available, are given in the annexed statements XIII and XIV. There are no similar figures about heroine and medicinal opium.

D.—Concerning China and the Contracting Powers.

19. Reference is invited to paragraph 25 of despatch No. 14, dated the 24th March 1921.

E.—Other information.

20. The answer to the first part of this question is in the affirmative. That being so, the second does not arise.

21. A detailed enquiry into the subject of Indian hemp from the points of view indicated was made in 1893-94 by a special Commission appointed by the Government of India at the instance of the Secretary of State, and as a result of this enquiry the traffic in hemp drugs in India has already been subjected to full control on lines similar to that exercised in the case of raw opium.

22. (a), (b) and (c). Yes.

23. The Government of India have no other observations to offer.

I.—Statement showing area (in acres) under poppy cultivation and outturn of opium (in lbs.) in the United Provinces

	PRODUCTION.	
	Area under cultivation.	Production of Raw Opium.
	(Acres).	lbs
1910 . . . . .	362,868	3,696,768
1911 . . . . .	200,672	2,589,778
1912 . . . . .	178,263	2,206,327
1913 . . . . .	144,561	1,998,885
1914 . . . . .	164,911	2,328,109
1915 . . . . .	187,155	2,221,796
1916 . . . . .	204,186	2,643,846
1917 . . . . .	207,010	2,653,549
1918 . . . . .	177,124	2,247,031
1919 . . . . .	168,125	1,886,646
1920 . . . . .	143,760	1,209,600

II.— Statement showing exports of opium (in lbs.) to countries who buy under the system of direct sales from the Port of Calcutta.

Place of Destination.	Exports.										
	1910.	1911.	1912.	1913	1914.	1915.	1916.	1917.	1918.	1919.	1920.
Singapore (Straits Settlements)	...	...	...	...	...	3,26,000	5,25,000	5,25,000	5,80,000	5,80,000	4,20,000
Hong Kong	...	...	...	...	...	...	50,400	58,800	50,400	75,600	25,200
Batavia (Dutch East Indies)	...	...	...	...	...	...	...	2,06,000	2,80,000	2,80,000	4,06,000
Bangkok (Siam)	...	...	...	...	...	...	...	...	2,28,000	2,28,000	2,28,000
Sandakan (British North Borneo)	...	...	...	...	...	...	...	...	16,800	16,800	24,640
Colombo (Ceylon)	...	...	...	...	...	...	...	...	...	...	1,400
<b>Total</b>	...	...	...	...	...	3,26,000	5,76,400	8,91,800	11,46,200	11,70,400	11,16,240

III.—Statement showing exports of opium (in lbs) on private account from the Port of Calcutta.

Place of Destination.	Exports.										
	1910.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.
China . . . . .	31,59,800	24,25,500	11,25,460	1,55,400	...	...	...	...	...	...	...
Singapore (Straits Settlements) . . . . .	14,96,320.	10,28,280	6,44,420	53,380	1,27,900	1,16,200	34,720	1,49,520	39,780	21,700	12,600
Hong Kong . . . . .	...	...	...	1,66,800	1,75,040	1,02,780	70,000	61,600	69,440	65,660	74,340
Penang . . . . .	...	...	...	28,000	...	1,400	...	...	...	...	...
Colombo (Ceylon) . . . . .	...	...	...	14,700	11,200	11,900	8,400	8,400	9,500	7,000	7,000
Batavia (Dutch East India) . . . . .	...	...	...	94,900	2,52,000	2,88,100	2,70,900	...	...	...	...
Haiiphong . . . . .	...	...	...	4,200	...	...	...	...	...	...	...
Puket . . . . .	...	...	...	...	...	...	...	...	...	...	...
Mausanillo . . . . .	...	...	...	...	...	2,100	...	...	...	...	...
Sura . . . . .	...	...	...	...	...	140	140	...	...	...	...
Sydney . . . . .	...	...	...	...	...	140	140	840	...	140	...
Barcelona . . . . .	...	...	...	...	...	700	...	...	...	...	...
London . . . . .	...	...	...	11,900	84,120	21,000	...	...	...	...	...
Rangoon . . . . .	...	...	...	1,87,860	1,12,000	1,30,200	1,48,400	1,48,820	2,31,840	1,61,000	1,26,000
Bangkok (Siam) . . . . .	...	...	...	1,89,000	2,08,000	2,38,000	1,23,000	1,54,000	...	...	...
Mauritius . . . . .	...	...	...	2,880	8,500	5,000	17,500	4,200	6,580	...	4,800
Macao . . . . .	...	...	...	55,800	...	...	...	...	...	...	...
Mexico . . . . .	...	...	...	...	26,600	31,500	16,800	...	...	...	...
Mazatlan . . . . .	...	...	...	...	...	...	...	...	...	...	...
Saigon (French Indo-China) . . . . .	...	...	...	69,000	301,000	2,74,500	8,67,500	8,68,300	5,30,600	2,68,800	1,33,000
Yokohama . . . . .	...	...	...	...	...	...	...	8,800	3,500	2,800	...
Darham . . . . .	...	...	...	...	...	...	140	...	...	...	...
Tatpah . . . . .	...	...	...	...	...	...	28,000	...	...	...	...
Sava (Hijl) . . . . .	...	...	...	...	...	...	140	...	...	...	...
Sandakan (B. N. Borneo) . . . . .	...	...	...	...	...	...	...	...	...	...	...
N. w York . . . . .	...	...	...	...	...	...	...	...	140	14,840	...
Santos (Brasil) . . . . .	...	...	...	...	...	...	...	...	280	...	...
Other Countries . . . . .	4,70,680	7,94,220	2,83,080	...	...	...	...	...	...	...	...
<b>TOTAL</b> . . . . .	<b>61,26,800</b>	<b>42,42,980</b>	<b>27,52,960</b>	<b>17,16,120</b>	<b>13,89,830</b>	<b>13,74,240</b>	<b>11,44,780</b>	<b>9,00,480</b>	<b>8,91,940</b>	<b>5,41,840</b>	<b>3,57,840</b>

IV.—Statement showing exports of Malwa opium (in lbs) from the Port of Bombay.

Place of Destination	EXPORTS										
	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920
China . . . . .	16,33,800	20,30,840	21,22,820	4,90,280	...	...	...	...	...	...	...
TOTAL	16,33,800	20,30,840	21,22,820	4,90,280	...	...	...	...	...	...	...

V.—Statement showing exports (in lbs.) of opium from India through the ports of Calcutta and Bombay.

Place of Destination.	Exports										
	1910.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.
China . . . . .	47,93,600	44,56,340	32,48,260	6,45,680	...	...	...	...	...	...	...
Bangalore . . . . .	14,96,820	10,29,260	6,44,420	3,31,860	1,87,900	4,52,200	5,59,720	6,74,520	5,99,760	5,81,700	4,82,600
Hongkong . . . . .	...	...	...	29,000	1,400	...	...	...	...	...	...
Penang . . . . .	...	...	8,78,780	1,56,800	1,78,040	1,02,760	1,20,400	1,20,400	1,19,840	1,41,260	99,540
Colombo . . . . .	...	...	...	14,700	11,200	11,900	8,400	8,400	9,800	7,000	8,400
Batavia . . . . .	...	...	...	4,94,600	2,52,000	3,38,100	2,70,900	3,06,000	2,80,000	2,80,000	4,06,000
Harphong . . . . .	...	...	...	41,800	...	...	...	...	...	...	...
Puket . . . . .	...	...	...	4,200	...	...	...	...	...	...	...
Manzanillo . . . . .	...	...	...	...	...	2,100	...	...	...	...	...
Sura . . . . .	...	...	...	...	...	140	140	...	...	...	...
Sydney . . . . .	...	...	...	...	...	140	140	840	...	140	...
Barcelona . . . . .	...	...	...	...	...	700	...	...	...	...	...
London . . . . .	...	...	...	11,900	64,120	21,000	...	...	...	...	...
Kobe . . . . .	...	...	...	167,860	112,000	180,000	148,400	148,820	231,840	161,000	128,000
Bangkok . . . . .	...	...	...	189,000	209,000	238,000	182,000	154,000	238,000	238,000	238,000
Saigon . . . . .	...	...	...	63,000	2,10,000	374,500	367,500	368,300	580,600	268,800	183,000
Mauritius . . . . .	...	...	...	2,480	3,500	5,600	17,500	4,200	6,580	...	4,900
Macao . . . . .	...	...	...	55,300	...	...	...	...	...	...	...
Mexico . . . . .	...	...	...	...	26,600	31,600	16,600	...	...	...	...
Masatran . . . . .	...	...	...	...	...	...	...	...	...	...	...
Yokohama . . . . .	...	...	...	...	...	...	...	9,800	3,500	2,800	...
Durham . . . . .	...	...	...	...	...	...	140	...	...	...	...
Talpa . . . . .	...	...	...	...	...	...	28,000	...	...	...	...
Sava (Fiji) . . . . .	...	...	...	...	...	...	140	...	...	...	...
By North Borneo . . . . .	...	...	...	...	...	...	...	...	16,800	31,640	24,640
New York . . . . .	...	...	...	...	...	...	...	...	140	...	...
Santos (Brazil) . . . . .	...	...	...	...	...	...	...	...	280	...	...
Other countries . . . . .	4,56,680	5,17,320	6,78,780	...	...	...	...	...	...	...	...
	67,60,600	62,78,820	48,76,780	22,06,400	18,89,860	17,10,240	17,20,160	17,92,280	20,37,140	17,12,840	14,73,680

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VI.—Statement showing quantity (in lbs.) of Persian opium transhipped at Bombay.

Place of destination.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.
Hong-Kong . . . . .	119,000	25,760	42,420	24,080	31,360	39,760	35,280	39,480	37,240	42,140
Singapore . . . . .	157,780	102,300	323,960	144,900	81,760	81,480	116,300	241,780	72,100	95,840
Shanghai . . . . .	140	..	..	..	..	..	..	..	..	..
London . . . . .	6,440	3,640	12,600	28,140	236,320	103,740	197,260	32,960	20,720	1,960
Japan . . . . .	..	260	..	2,800	2,940	16,870	1,540	2,900	6,320	4,900
Antwerp . . . . .	..	560	..	..	..	..	..	..	..	..
Janrai (Formosa) . . . . .	..	..	..	39,960	74,900	35,420	55,160	16,940	14,000	17,780
New York . . . . .	..	..	..	..	..	7,580	..	..	..	..
Middleborough . . . . .	..	..	..	..	..	..	12,620	..	..	..
TOTAL . . . . .	268,560	132,440	378,980	226,860	427,280	284,780	424,060	526,080	149,940	162,120

VII.—Statement showing the quantities of Turkish opium (in lbs.) transhipped at Bombay.

Place of destination.	1911.	1912.	1913	1914.	1915.	1916.	1917	1918.	1919.	1920.
Hong Kong . . . . .	32,480	41,590	98,560	8,540	...	...	...	140	700	...
Singapore . . . . .	50,820	19,460	49,000	...	...	...	...	...	...	...
Shanghai . . . . .	560	...	...	...	...	...	...	...	...	...
London . . . . .	4,200	700	16,100	48,300	2,880	...	...	140	15,750	560
New York . . . . .	...	...	...	...	...	...	...	...	1,400	...
<b>TOTAL</b>	<b>88,060</b>	<b>61,740</b>	<b>168,660</b>	<b>56,840</b>	<b>2,880</b>	<b>...</b>	<b>...</b>	<b>280</b>	<b>17,850</b>	<b>560</b>

VIII.—Statement showing the quantities of Medicinal opium, etc. (in lbs), manufactured at the Opium Factory, Ghazipur.

	Medicinal Opium.	Morphine.	Salts of Morphine.
1909-10 . . . . .	...	69	475
1910-11 . . . . .	...	...	476
1911-12 . . . . .	...	1	378
1912-13 . . . . .	...	156	312
1913-14 . . . . .	...	20	282
1914-15 . . . . .	194,500	19	1,868
1915-16 . . . . .	392,300	9	375
1916-17 . . . . .	608,110	...	808
1917-18 . . . . .	320,000	...	212
1918-19 . . . . .	336,000	...	720
1919-20 . . . . .	...	...	986

IX —Statement showing the consumption of Morphia in the various Provinces of India from 1910-11 to 1919-20.

PROVINCES	(In lbs)									
	1910-11.	1911-12	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18	1918-19.	1919-20
Madras . . . . .	...	...	...	...	...	...	21	25	34	38
Bombay . . . . .	...	...	...	...	...	...	...	40	52	5
Bengal . . . . .	...	...	...	...	...	...	181	29	10	13
Bihar and Orissa . . . . .	...	...	...	...	...	...	12	6	13	10
Burma . . . . .	...	...	...	...	...	8	5	2	4	3
United Provinces . . . . .	...	...	...	...	...	1	3	3	6	39
Punjab . . . . .	...	...	...	...	...	...	10	28	22	9
Delhi . . . . .	...	...	...	...	...	...	...	...	...	...
North-West Frontier Province . . . . .	...	...	...	...	...	...	2	2	2	2
Assam . . . . .	...	...	...	...	...	...	...	...	...	...
Central Provinces and Berar . . . . .	...	...	...	...	...	...	1	1	1	1
Ajmer-Merwara . . . . .	...	...	...	...	...	...	...	...	...	...
Coorg . . . . .	...	...	...	...	...	...	...	...	...	...
Baluchistan . . . . .	...	...	...	...	...	...	...	...	1	2
TOTAL . . . . .	...	...	...	...	...	625	23913	16013	12866	1165

Note.—Figures prior to 1915-16 are not available.

X.—Statement showing the consumption of Cocaine in the various Provinces of India from 1910-11 to 1919-20.

PROVINCES	(In lbs)									
	1910-11.	1911-12	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18	1918-19.	1919-20.
Madras . . . . .	...	...	...	...	...	...	4	3	4	4
Bombay . . . . .	...	...	...	...	...	...	89	27	22	39
Bengal . . . . .	...	...	...	...	...	...	12	12	16	11
Bihar and Orissa . . . . .	...	...	...	...	...	...	1	1	1	1
Burma . . . . .	...	...	...	...	...	2	2	2	12	9
United Provinces . . . . .	...	...	...	...	...	6	9	9	9	7
Punjab . . . . .	...	...	...	...	...	2	1	1	1	1
Delhi . . . . .	...	...	...	...	...	...	...	...	...	...
North-West Frontier Province . . . . .	...	...	...	...	...	1	1	1	1	...
Assam . . . . .	...	...	...	...	...	1	1	1	1	...
Central Provinces and Berar . . . . .	...	...	...	...	...	1	1	1	1	1
Ajmer-Merwara . . . . .	...	...	...	...	...	...	...	1	1	1
Coorg . . . . .	...	...	...	...	...	...	...	...	...	...
Baluchistan . . . . .	...	...	...	...	...	...	1	...	...	...
TOTAL . . . . .	43	4	2	43	58	11 00	62 8	55 41	64 5	62 14

XI.—Statement showing the quantity of Medicinal Opium (in lbs) exported from India.

Place of destination.	Exports.										
	1910.	1911.	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.
London . . . . .	..	..	..	..	..	184,500	892,000	608,610	880,000	808,000	..
<b>TOTAL</b>	..	..	..	..	..	184,500	892,000	608,610	880,000	808,000	..

XII.— Statement showing the exports of salts of Morphine (in lbs.) from Ind'a

Place of destination.	Exports.										
	1909-10.	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.
London . . . . .	220	280	220	280	226	702	225	691	516		750
TOTAL	220	280	220	280	226	702	225	691	516	520	750

XIII.—Statement showing the imports by countries of Morphia and preparations of Opium and Morphia, into India.

(VALUE IN ₹)

Country of origin.	IMPORTS.									
	1910-11.	1911-12.	1912-13.	1913-14.	1914-15	1915-16	1916-17.	1917-18.	1918-19	1919-20.
United Kingdom . . . . .	...	...	..	...	...	...	...	...	...	3,820
Italy . . . . .	.	...	...	...	...	...	...	...	...	5
China (exclusive of Hong Kong and Macao) .	...	...	...	...	...	...	...	...	...	100
United States of America—										
Atlantic Coast . . . . .	...	...	..	...	...	...	...	...	...	284
Pacific Coast . . . . .	...	...	...	...	...	...	...	...	...	7
Foreign countries . . . . .		...	...	...	...	...	...	...	..	876
TOTAL . . . . .		..	...	...	...	...	...	...	...	45,72

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NOTE.—Previous to 1919-20 imports of Morphia, etc., were included in the general category "other sorts of drugs and medicines."



XIV.—Statement showing the imports (in oz.) by countries of Cocaine into India.

Country of origin.	Imports.									
	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16.	1916-17.	1917-18.	1918-19.	1919-20.
United Kingdom . . . . .	1,195	1,948	1,670	1,143	975	878	240	258	148	278
Other British Possessions . . . . .	2	"	"	"	"	10	1	1	"	"
Foreign Countries . . . . .	188	80	809	213	101	13	1	10	20	890
Total	1,385	1,428	1,709	1,456	1,076	901	643	269	168	1,068

## The Opium Enquiry Committee

### Abstract of the Report

The Opium Enquiry Committee held its sittings from 13th to 16th July, at Dibrugarh, under the presidency of Sjt. Kuladher Chahiba, with Sjt. N C Bordoloi, Maulvi Esizour Ali (Co-opted), Sjts P K. Barnah, K. K. Halbarua, and K. N. Sarma. The Dibrugarh residents co-operated heartily with the Committee, and men of all shades of opinion came to give evidence before it.

Sjt. Lohoram Keer, President of the Ahom Association Dibrugarh, was the first witness to be examined. He described how the Ahom population had suffered from opium; he said that about 25 per cent of the adult Ahom population either eat or smoke opium. He is for total prohibition.

Sjt. Sivram Bardoloi, B. L., President of the Ahom Association, gave evidence next. He stated that opium eating, in early age, stunts the growth of man. The opium eaters are easily distinguishable from others. They are unreliable and untrustworthy. He considers that 20 per cent of the Assamese adult population in Dibrugarh are affected by this pernicious habit. He denounces the opium traffic in the strongest terms, and says that it is a disgrace to the Assamese people. He advocates total prohibition, except for medical purposes. He further states, that doubt naturally arises in the mind as to the good faith of the Government policy, as it has not really reduced consumption. He blames the Government for opposing the Temperance Movement of 1921. He envisages the work of the Non-cooperators in this respect. He asserts that he would forego many benefits rather than enjoy them on revenue made by this immoral trade. He is in favour of taxing tea, in case of total prohibition of opium.

Sjt. Rajanikanta Bordoloi, Retired Extra-Assistant Commissioner and Government Pensioner, came next. He said that the opium habit had been killing the Assamese. If the present process goes on," he said, "sooner or later we shall be extinct as a people." Opium should be totally prohibited to those under fifty years of age, and over that age people addicted to opium should be put under strict medical control and given individual licenses.

Witness No. 77 Rai Sahib Guno Gubinde Borua, Government pensioner, then gave evidence. He is for individual licenses, terminating within ten years. He said opium had ruined his country and opium smoking could be immediately stopped.

Witness No. 88. Rai Sahib Gangaram Choudhary said he was an ex-cise Mahaldar for fifteen years. He describes in detail the condition of the opium eaters and their physical appearance. He thought that the Assamese people were being ruined through this. He advocated total prohibition except for those above fifty years or those who may be suffering from some disease. If he is assured that opium is not necessary, even for old people, he would advocate total prohibition for all.

Witness No. 79. Sjt. Dombudhor Barua, Government Pensioner. He is for total prohibition. Public opinion is decidedly against the continuance of the trade.

Witness No. 80 Dr. Umesh Chandra Mukherji. He is for and out for prohibition. He said that opium had

no prophylactic action against fever, malaria or kala-azar. Opium eaters are difficult patients. It is a mere hypocrisy to say that opium is necessary in a humid climate like that of Assam. He is in favour of a 'Dangerous Drugs Act' for the Province of Assam.

Witness No. 81. Sjt. Surjyadhur Rajkhowa, Managing proprietor of Assam Commercial Company. He said that public opinion is decidedly against the traffic. It should be stopped at once. He said further that opium eaters are worse than the worst drunkards.

Witness No. 82. Rai Bahadur Nilamber Dutta. He professed that he rarely met opium eaters, and as his opinion had little value. He said opium eaters are lacking in energy and weak. He had not, however, figures and would not be able to support his statement. He was unable to answer questions and return.

Witness No. 85 Sjt. Gohiram Gogoi of M. He wants opium to be totally prohibited, and the price to be as early as possible.

Witness No. 86. Sjt. Lokhminath Phukan, Editor of the 'Times of Assam.' He gave a full and accurate description of the houses and the physique of the opium eaters, (they are slovenly, dressed in tattered clothes, live in dilapidated houses, and their compounds are in keeping with the wildness of the environment. He cited an instance of a respectable young man in front of his house, who has been reduced to abject poverty. He cited another instance of a young man of a very respectable family of the town hiding himself in a hovel ashamed to come out and mix with his equals in society. He thinks that the effect of opium is disastrous and strongly advocates total prohibition at the earliest possible moment. To make up for the loss of revenue, he insists on retrenchment in various departments of the Government. He is ready for the country to bear additional burden, and thinks that tea should be taxed if necessary.

Witness No. 8 Sjt. D. N. Changkakoti, pleader, advocates total prohibition, to take place as soon as possible.

Witness No. 91 Sjt. Dalsaram Das, an opium eater. He insists on total prohibition as it will save him from further temptation.

Witness No. 104 Sjt. Rajonikanta Barua, Ex-president of the District Congress Committee. He gave a detailed description showing how the hill tribes are taking to the habit. He said that some well to do persons are taking opium with pan mixed with lime, and this is eaten as often as pan is chewed. He advocates total prohibition.

Witness No. 106 Sjt. Lokheshwar Barua, Secretary of the District Congress Committee. He said that he worked in the villages and had actual experience of the ways and manners of the opium eaters. He had been instrumental in eradicating the habit, and while doing so found there is no great physical suffering by leaving off opium eating. He asserted that the volunteers in the Non-cooperation movement carried on the temperance work peacefully; but yet, out of 68 workers, 44 were imprisoned on some pretext or other, including the witness himself, Sjt. J. Gohain, B. L. B. Barua, and other leaders, many of whom were imprisoned. He thinks

that if the Assam Government had allowed them six months more, so great was the progress already made, that the opium habit would have been effectively checked and then eventually eradicated. He advocates total prohibition.

Miss Campbell's evidence is given below in full as follows:—

Witness No. 84. My name is M. S. Campbell of Lalbagh, Lucknow, where I am a temperance worker.

I have come to Dibrugarh as a national worker under the Women's Christian Temperance Union and the British Women's Temperance Association. I have come to Assam now, as I had made a programme to visit it. Mr. Wyld, the Chaplain, very kindly arranged the programme for me.

I went to the Borboruah Opium Shop, with Mr. Nilmoni Aka and Rai Bahadur B. N. Dutt, and spent about an hour in visiting the opium shop, the grog shop and the ganja shop yesterday. When I arrived at the opium shop, I found about 40 persons roughly, of whom one was a woman, waiting to purchase opium. Mr. N. Phukan told me that they were mostly Assamese, except one or two, who were coolies. A man in the verandah of the shop was recording the names of the purchasers. I found some boys purchasing for their parents. They were about 18 years of age. More people were continually coming and going.

The shop is kept open daily. The man, who was recording the names, told me that the shop-keeper would sell 3 seers on the market day. He sells 30 seers a month. I found the people purchasing 1 tola to 1½ tolas of opium. The man told me that there are about 1500 customers for this shop.

I took a few notes of the ganja and grog shops as well. I can tell the Committee about the people purchasing opium. They are thin and emaciated. Their eyes have a sort of wild look. They all looked like poor people to me. The persons who went to the opium shop were not so neat and clean as the other people who went to the bazar.

Further examined—I saw them quite wild for purchasing opium. I asked the opium eaters, but they said that they were not taking the opium for the babies. That impressed me, as it is so bad in C. P. and U. P. I have studied the question of drink for ten years and I am of opinion that people can give up drink all at once without any injury to their health. If I am assured that there will be no injurious effect on health, I shall be for total prohibition of opium here also.

The opium question in Assam is very serious and those who love the country should work rapidly for the abolition of the traffic. The result of the study of the American prohibition is, that the loss in revenue was made up by the economic improvement which followed prohibition.

Sd. Mary E. Campbell

II

The Assam Opium Enquiry Committee held its sittings in the sub-division of Gauhati, from the 13th to 20th August, 1924, and visited Polashari, Nalbari and Rangiya, with Sjt. K. Chaliha as the president, and Sjt. Ambicagiri Roy Choudhuri and Rohini Kanta Hañi Barua as members. The Committee examined in all 62 witnesses.

Srijat Kamakhya Ram Barua B. L., M. L. C., stated that even as early as 1850 the late Maniram Dewan and Anandaram Dhekial Phukan strongly urged the suppression of the opium habit and the restriction of the cultivation of the poppy. He said that in spite of the increase of the price from 1894, the consumption went on steadily increasing,

reaching the highest figure of 1789 maunds of opium in 1920. Then, in the next year, when, the Non-cooperation movement began to prevail, the consumption dropped to 1519 maunds and in 1923 it suddenly fell to 981 maunds. The decrease was due to the Non-cooperation Movement. He was for total prohibition of opium, except for medicinal and scientific purposes.

Rai Bahadur Krishna Chandra Chandhuri, Chairman of the Gauhati Municipality, an Honorary Magistrate, and a staunch supporter of the present system of Government, described the baneful effects of opium on the people. With his long experience as a Magistrate, he was of opinion that petty thefts are very frequently committed by low class opium eaters. He was strongly in favour of total prohibition for all people below the age of fifty; above that age, opium should be given only under medical prescription, when doctors think it to be a definite necessity. He does not believe that the Assam Government has adopted any whole-hearted measure to check the consumption. The increase of the price of opium and the license fee have not checked consumption. The sudden drop from 1789 to 929 maunds, between 1921 and 1924, was due to the efforts of the temperance workers.

Rai Bahadur Kalicharan Sen, B. L., Government pleader, Lower Assam, who is a strong supporter of Government in other matters, submitted a written statement, in which he has declared that the use of opium is extremely harmful; that people by opium eating become indolent. He favours total prohibition of opium for Assam, for purposes other than medicinal. Even though there will be a large decrease of public revenue, yet, he says, "There is no justification for levying revenue at the expense of the moral and material prosperity of the people."

Srijat Nabin Ram Phukan, an old man of sixty-five years of age, who had resigned his post as Revenue Superintendent, himself being a premier landholder of the District, is decidedly of opinion, that "Opium must go altogether from Assam, otherwise there is no hope of our regeneration."

Srijat Kaliram Barman B. L., Secretary of the District Congress Committee, Gauhati, gave a long and detailed historical sketch of the introduction of opium into Assam and what followed, quoting authority. He thinks that the introduction of the license fee system has made it more accessible to the common people, as there were 5000 shops spread over the Assam Province in 1874 which brought the opium habit to all classes on account of its easy accessibility. The Assamese people had been demoralised, both morally and physically, by this opium habit. He is for immediate total prohibition.

Srijat Jogendra Nath Barua B. L., the Secretary of the Assam Association, gave a detailed description of the houses in which opium eaters live and their material condition; how the opium eaters pledged their ornaments, utensils etc. in order to obtain money for their daily dose of opium. They are lacking in honesty and truthfulness. He advocated total prohibition immediately.

Maulavi Fayazuddin Ahmed, Vice Chairman of the Gauhati Local Board, states that the opium habit emasculates and degenerates men. According to his Muhammadan religion, intoxicants of all kinds are strictly prohibited. His considered view is, that no exception should be made in favour of any person or any age.

Babu Upendra Nath Sen M. A., B. L., a leading lawyer of the Gauhati Bar, possessing 4000 acres of land, states that opium eaters are unmindful of their duties, devoid of energy, and incapable of exertion. In fact, the moral virtues gradually go out of them. He thinks that the system of recording the name of the purchaser has no value at all. He says a bad habit can only be eradicated by penalties and strict supervision, and not by half-hearted measures. He puts forward at some length his own argument for total prohibition. He dismisses as untenable the common plea that individual liberty will be interfered with, because the object of all legislation is the improvement of health, wealth and morals of the Community.

Dr. Bepin Behari Bora L. M. S., retired Assistant Surgeon, says he does not consider that opium has any prophylactic action at all against kala-azar or malaria; neither is it necessary for a damp and humid climate like that of Assam. He was an officiating Civil Surgeon in different districts, and was in charge of public jails; but he never gave opium to convicts, except on rare occasions. He is for total prohibition.

Kaviraj Barada Charan Sen, who commands a large practice at Gauhati, is of opinion that the habitual use of opium retards recovery in illness. Even the children of opium eaters are affected by the bad habits of the parents, because they are less energetic. He favours total prohibition and wants a 'Dangerous Drugs Act' for Assam.

Dr. Alam Bakr Ayes favours a 'Dangerous Drugs Act' and is emphatically of opinion, that opium has no prophylactic action against kala-azar and malaria.

Srijut Bishnu Prasad Sarma Doloi, the chief priest of the Kamakhya temple, advocates total prohibition of the opium traffic immediately. He asserts that abolition will conduce to the welfare of the Assamese community.

Srijut Gauri Kanta Talukdar states that inveterate opium eaters appear to be reduced almost to skeletons. The consumers, not only fail to maintain themselves, but have to depend upon the earnings of their wives. He is for immediate total prohibition.

Srijut Gopinath Bordoloi M. A., B. L., the ex-secretary of the Gauhati District Congress Committee, states that the Non-cooperation movement created a moral atmosphere against the opium habit, but he thinks that legislation is essentially necessary stamp out the evil.

Srijut Lakshmidhar Barooah, landholder of North Gauhati, who worked in the Non-cooperation movement, gave an account of the condition of opium eaters as he had seen them. He was for total prohibition.

Srijut Kamala Kanta Bhattacharjya, a social reformer, threw some light on the introduction of opium into Assam. He said that 90 per cent of the adult male Mikirs had acquired the opium habit. He stated that if the addiction went on further the Assamese race would be wiped out. He was entirely in favour of immediate total prohibition.

Srijut Bishnuram Medhi, M. Sc., B. L., thinks that the opium habit must be eradicated by immediate and drastic legislation. He states that methods adopted by the Government have had some effect in decreasing the consumption.

Srijut Hara Kanta Goswami, a lawyer of 30 years' standing and a landholder, said that the opium habit has reduced the people to great misery. He thinks that total abolition of the traffic is the only remedy to save Assam.

Babu Suresh Chandra Bandopadhyaya, a merchant and

landholder, asserts that he would wish the opium traffic to be stopped immediately, in view of the moral, physical, economic deterioration of the people.

Srijut Kannath Sarma Siddhantaraina Jyotiabi considers it a great sin to take opium and thinks that the opium habit has caused the ruin of Assam.

Srijut Sivadutta Deva Adhikar, a journalist, states that Assam has been morally degraded by opium. He advocates total prohibition.

Altogether 24 witnesses were examined at Gauhati, and all were in favour of total prohibition. Every party in Gauhati heartily co-operated with the Committee and rendered help. The Committee altogether examined 62 witnesses in Gauhati sub-division. They held sittings at Nalbari, Palasbari and Rangiya on different dates. The Committee then left for Nowgong and Tezpur.

### III

The Assam Opium Enquiry Committee held its sittings at Nowgong, from 22nd to 24th August, under the presidency of Srijut K. Chahla, with Sjt. R. K. Hati Barua, member, and examined 44 witnesses.

Srijut Halodhar Bhuyan, the Secretary of the District Congress Committee, gave evidence about the baneful effects of opium, describing the physical and moral deterioration which took place. He is for total and immediate prohibition. He said that when the Non-cooperation movement was in full swing there was a decrease of 50 per cent of the consumption, and 85 workers in the district were sent to various terms of imprisonment, or otherwise convicted, for carrying out their peaceful propaganda.

Khan Sahab Nuruddin Ahmed, the leading member of the Bar and the leader of the Muhammadan Community in the Nowgong District, stated that, as a Muhammadan, personally he is absolutely against the continuance of the traffic and its consumption for a single day more and would stop it immediately. But having regard to the dislocation of the administration, consequent on loss of opium revenue, and the hardship that would be felt by the consumers, he wishes to stop the traffic within three years' time. He thinks that raising of the price of opium has only still further impoverished the already impoverished opium eaters. He advocates immediate legislation, and wishes that all opium addicts should be carefully examined by a doctor to determine the advisability of issuing licenses to them for a period of three years, or less, according to the discretion of the doctor. He says public opinion is decidedly against the opium traffic.

Srijut Bishnu Charan Bora B. L., M. L. C. Mauzadar, says that the majority of the defaulters, who refuse to pay land revenue, are from the opium eaters. He advocates total prohibition, except for medicinal and scientific purposes, and gives instances showing how the habit spreads from one member of the family to another. He says that the people are entirely in favour of total prohibition. He says also that even some opium eaters are in favour of it.

Srijut Bhadradaswar Barua B. L., Chairman of the Nowgong Municipality, is in favour of total prohibition and would give between 6 to 12 months to the Government and the consumers to adjust themselves to the new situation. He would legislate accordingly. He thinks the habit to be one of the causes of the degradation and demoralisation of Assam.

Srijut Brundaban Goswami B. L., a member of the Jakhatabandha Satra, who is very greatly respected in the district, says that opium eaters, instead of maintaining their wives and children, depend upon the small earnings of their wives, who struggle to keep the family by spinning and weaving. He is for total and immediate prohibition.

Srijut Bidyadhar Barua, a lawyer of standing, and himself previously an opium lessee, is for total prohibition.

Srijut Birendra Nath Mhanta, V. C., Chairman of the municipality, is also for total and immediate prohibition.

Babu Akhoy Charan Baha B. L., who has been in Assam for more than 22 years, advocates total prohibition. He also says that public opinion is decidedly against the traffic.

IV

The Opium Enquiry Committee examined separately at Shillong the Rev. J. J. M. Nichols Roy, M. L. C. who was instrumental in getting passed the Ten Years' Act by which the Government pledged themselves to reduce the sale of opium by 10 per cent per annum for 10 years. There were present Sjt K. Chahha and R. K. Hatibanus. The examination took place on September 27, 1924 at Shillong. The evidence was as follows:—

"My name is Rev. J. J. M. Nichols Roy, and I am a preacher. My age is 43. I have been in the mission of the Church of God for 20 years and have been preaching in the Khasi and Jaintia Hills and other parts of India for 3 years. I travelled round the world, was in America for about 2½ years, and was in China, Japan and the British Isles.

"From the very beginning of my ministry, I have been advocating temperance amongst the people in general in this province of Assam and was successful in passing a resolution to abolish the opium trade within 10 years at the last Council. That happened in the March Session of 1921. Twenty six of the members of the Assam Council voted for my resolution and thirteen against; of the latter, six were Officials, one being the Minister; three were European planters; two were elected members of whom one is a Government pensioner and the other a Zamindar (both are title holders) and one European Commercial member. In all, eight Europeans and five Indians voted against the Resolution, while 25 Indians and one European Christian Missionary voted for the Resolution.

"I was successful in passing the "Assam Students' and Juvenile Smoking Act" in 1923.

"Then, I have introduced the Assam Temperance Bill, which has been referred to the Select Committee on the 25th September 1924. The object of the Bill is to prohibit liquor in Assam. I have been representing the Shillong constituency for the last 4 years in the Assam Council. I am the Editor of the 'Ka Jingshai Ka Gospel', which is published in Khasi. It is a monthly Journal. I have come into contact with opium consumers, both in the hills and in some parts of the plains. I have noticed their deplorable economic and physical condition.

"Generally speaking, opium consumers are not reliable or truthful. For instance I employed an opium eater as carpenter. He worked for a while quite well; but in the midst of his work he would run away for his dose of opium, and he died at the early age of 45 years.

His death was considered to have been due to excess drinking and opium eating which predisposed him to the attack of the fatal disease. I have seen men who tried to give it up, but they find great difficulty.

The effect of opium on people who live on the borders of the Khasi hills is terrible. They are morally and physically depraved. The numbers contract the habit by smoking in company. From the Provincial Opium Revenue Returns of 1919 to 1920, I find as follows:—

Cachar consumes 35 mds 6 seers; Sylhet 9 mds 17 seers; Khasi and Jaintia Hills 86 mds 25 seers; Naga Hills 12 mds 29 seers; Lushai Hills nil; Lakhimpur 668 mds 27 seers; Sibsagar 394 mds 24 seers; Nowgong 292 mds 24 seers; Darrang 211 mds 4 seers; Kamrup 177 mds 29 seers, Goalpara 8 mds 34 seers; Manipal 5 mds 35 seers.

The Opium Revenue per head of the entire population, according to the census of 1911, works out as follows:—

Cachar	0	3	4	per head.
Sylhet	0	0	2½	
Khasi and Jaintia Hills	0	6	0	
Naga Hills	0	1	4	
Lushai Hills	0	0	0	
Goalpara	0	0	5½	
Kamrup	0	9	1	
Darrang	1	4	1	
Nowgong	1	1	5	
Sibsagar	1	5	4	
Lakhimpur	2	8	7	

The incidence of taxation on the population of the Assam Valley and Garo Hills per head is Rs. 1-1-7; in Surma Valley and Hill Districts Rs. 0-1-1. On the entire population, it works out at 0-8-8 per head.

In 1919-20, the total Opium Revenue was Rs. 38,37,185. If we take the number of opium eaters to be approximately 1,00,000, then each consumer pays a revenue of Rs. 39 per annum for opium, besides wrecking his soul and body. The number of opium eaters is taken from Mr. Edwards' Statement and from the figures supplied recently in the Assam Council. It is really frightful for a poor labourer who earns 0-8-0 a day to pay this heavy tax.

My opinion is that as soon as possible opium should be totally prohibited. The opium addicts ought to be under medical advice. If no physical injury result from sudden prohibition I should be in favour of total prohibition immediately. Those people who are addicted to the habit and who are old I should leave to the discretion of the doctors. I am in favour of a 'Dangerous Drugs Act' for Assam. I am not satisfied with the policy of the Government with regard to Excess generally. My resolution, though carried by the Council and welcomed by the country, was not given effect to, save that they have recorded the names of the consumers.

It is not a fact that the addicts can control their doses. On the contrary they increase their doses gradually and they become slaves to the habit. It is not correct to say, that Indians are able to control themselves so as to limit the dose to medical purposes only.

Further examined.—The increase of the retail price of opium had not any appreciable effect of reducing consumption up to 1920. The drop in 1922 is due to the efforts of the temperance workers.

(Sd) J. J. M. Nichols Roy

# Memorandum on Opium

By C. F. ANDREWS

The Memorandum on Opium was prepared by the author in Delhi during the Debate on the Budget, March 6-12, 1925, at the request of the Independent and Swara parties of the Legislative Assembly, a copy was also forwarded to Government officials.

The rapidly growing consumption of opium, with its alkaloids, morphia and heroin, is now becoming a menace to the world, in the same way as the white slave traffic, and such diseases as plague or leprosy. Such evils can only be overcome by united international action. They can never be conquered by selfish isolation and national exclusive policy claiming rights of sovereignty.

At the present time, India stands to lose the friendship of those nations of the world who are on the side of humanity in the great struggle against the opium poison, if she herself should prove unwilling to fall into line with the world reform movement which aims at restricting the actual cultivation of opium to the full medicinal requirements of the world's population and to leave nothing over for smuggling purposes.

This was the great issue at Geneva and America, China and Japan were on the side of the world reform movement. Many of the smaller nations sympathised with them. But Great Britain and the Government of India stood out stubbornly against this world solution based on restriction of cultivation. They suggested instead a very long process of gradual reduction of opium smoking and a stricter safeguarding of the manufactured drugs of morphia and heroin, so that they should not come into the hands of unlicensed dealers. Those powers which were financially interested in the sale and manufacture

of opium into morphia and heroin sided with them.

The contention of the opium reformers was that it is quite impossible to stop the secret sales of the drugs, when once they have been manufactured. On the other hand it is easy to detect how much of the opium poppy, with its white flower, is being grown. Stop excessive cultivation, say the reformers, and you get at the root of all the mischief, but once let the tiny pills of opium and its alkaloids loose upon the world and they will be sure to be consumed by some one, they will be smuggled through, and no one will be able to detect them.

When the solution put forward by the opium reformers was rejected by the Governments of India and Great Britain, America threatened to leave the Geneva Conference in despair. Great Britain tried to avoid this disaster and sent Lord Robert Cecil as a delegate in order, if possible, to smooth over matters and come to a compromise. But Lord Robert Cecil only offended the American delegation still further and refused to accept their proposal. Therefore, President Coolidge recalled the American delegates, and the Chinese delegates also left the Conference with them after three months of incessant delay and obstruction. Such a deadlock has been an event of world importance. It is likely to prevent America finally from becoming a member of the League of Nations. For America is saying: "If we cannot agree

upon a purely humanitarian issue, such as opium, how shall we agree about political questions?" A little less stubbornness on the part of the representative of the Government of India might have brought about a different result.

There were two main disputes over which the break and deadlock came. In both of these unfortunately India was involved. They were as follows:

(i) With regard to India's internal consumption of opium.

(ii) With regard to India's external opium traffic.

We may take these two disputes in order and deal with them separately. Below will be found the argument in each case.

#### INTERNAL CONSUMPTION.

(i) The Government of India declared at Geneva that India's internal consumption of opium could not be limited to India's medicinal needs. But the opium reformers, including America, would have been satisfied, if India had agreed to reduce internal consumption approximately to the index figure of the League of Nations, which stands at 6 seers per 10,000 of population. That amount of 6 seers per 10,000 is arrived at after much calculation, and is regarded as sufficient to supply amply the full medicinal requirements to civilised people. To-day, the opium figure for the whole of India is nearly 12 seers per 10,000 of the Indian population, or nearly double the estimate of the League of Nations. But while there are opium addicted areas in India, where the consumption is enormously too high, there are also many whole provinces, wherein the League of Nations index figure is hardly at all exceeded. For instance, the United Provinces stands lowest, with a rate of 6 per 10,000,—exactly the League of Nations figure. Bengal, Bihar and Madras stand next, with a ratio of 8 per 10,000. The

Punjab stands in the middle, with an average of 11 per 10,000. Bombay is double this amount, with 22 per 10,000, and Burma's figure is 28. Assam is far the worst of all, with the alarming rate of 52 per 10,000. In some districts of Assam, where the Assamese race predominates, the rate goes up to 173 seers per 10,000 and 189 seers and even to 237 seers in one instance. The last named figure is the worst in India and Burma. In Burma, the presence of the Chinese make for a high average. We have Mergui, with its tin mines which employ Chinese labourers, with a consumption of 147 seers per 10,000, and Tavoy with 66 per 10,000, and Katha with 55 and so on. These high figures in Burma are due to the presence of Chinese who are opium smokers.

But the most alarming figures of all are probably to be found in the modern industrial centres of India itself. There the excessive consumption of opium is very marked, and we know from the records of Bombay and Ahmedabad and Calcutta how much of this is given by mothers to young babies. The figures are as follows—

Calcutta	consumes 144 seers per 10,000
Rangoon	109
Ferozepore	60
Ludhiana	49
Lahore	40
Amritsar	28
Cawnpore	29
Ahmedabad	42
Bombay	43
Broach	51
Sholapur	35
Karachi	46
Hyderabad (Sind)	52
Madras	26
Cuttack	25
Balassore	56

In Calcutta and Rangoon, the presence of Chinese probably accounts for the extraordi-

narly high percentage. It is not difficult to see that on the whole the mass of the Indian village population remains remarkably free from excess in opium consumption (except in Assam and Burma). But the town population, where the religious sanctions of the village life have broken down, has begun to succumb to the insidious opium habit and the danger is very great indeed of still further increase of vicious consumption of opium. I have already mentioned the daily doping of babies. This leads to chronic constipation and children who are thus habitually doped, suffer from debility and intestinal weakness for the rest of their lives. We are in danger of producing a weakly and debilitated industrial population, which will be a terrible drag on the prosperity of India in the future.

Let me, before passing on, give in a table the opium consumption of the different provinces and areas.

United Provinces	66	per	10,000
Bengal	81	"	"
Behar and Orissa	83	"	"
Madras	85	"	"
N.W. Frontier	102	"	"
Punjab	120	"	"
Central Provinces	161	"	"
Bombay	222	"	"
Burma	287	"	"
Assam	591	"	"
Beluchistan	60	"	"
Punjab	527	"	"
Coorg	23	"	"
Delhi	not given	"	"

Grand Total 12.0 per 10,000

After examining these figures very carefully it will be seen that it is in the most thickly populated agricultural provinces, on the whole, that the lowest records are made. The first four provinces, whose records are fairly near the League of Nations index figure of 6 per 10,000, have a population of

170,000,000. It is clear therefore that if we were to deal thoroughly and drastically with what might be called the darker areas, such as Assam and the industrial centres, we should effect two objects.

(a) We should counteract the terribly near danger of the vast bulk of the Indian population becoming infected—a fate which has already happened to China.

(b) We should be able to bring down the final grand total for the whole of India, which is now just double the League of Nations index figure, to a much more decent level. Indeed we might bring the All-India record within the medicinal limits recognised by the League of Nations itself.

It may be stated, without hesitation, that if we could bring the All-India figure down to 8 instead of 12, the League of Nations at Geneva would be satisfied. The actual figure for America to-day is 8 grains per head which works out at about 4 seers per 10,000 of the population. But Switzerland, even with a Dangerous Drugs Act, is as high as India's present rate of 12 seers. I have quoted these statistics to show that there is still an undoubtedly large variation even in the West, where opium can only be obtained under medical prescription.

What follows from this analysis is the fact, that if we seriously tackle the three outstanding evils of the present internal opium situation in India, namely,

- (a) The Chinese evil in Burma and Calcutta
- (b) The Assamese race addiction
- (c) The increasing evil at industrial centres.

we might actually be able, without a Dangerous Drugs Act at all (which would be very difficult to work in India) to bring our opium consumption down to a much lower figure than at present, and we should be able to stand a very fair comparison with Japan and the leading nations of the West. But



for such a drastic revision and impartial enquiry to be effective an All-India Committee must be appointed. It would not be satisfactory merely to rely on local investigation for as will be seen from the above analysis the problem must be tackled as a whole. I hope that such a drastic enquiry will be asked for when the Opium Vote is brought forward on the Budget. The Royal Commission of 1894-5, on which the Government of India continually relies, is now out of date. A new India has come to birth since then, with new industrial and other problems. Also India has become an Original member of the League of Nations. For these and other reasons a new enquiry is absolutely necessary. Whether it should be a Royal Commission or not should be decided by the Legislative Chambers.

It ought to be made clear to everyone that Japan and the United States and practically every western country have refused to make revenue out of opium because they are aware that consumption beyond medical requirements is a dead loss in health and strength and moral stamina to the whole nation. As Ruskin so well pointed out, the ultimate wealth of any country is the wealth, or well-being, of the people. No financial return can make up for loss of health and moral stamina. Therefore every rupee saved from the opium revenue is equal to many rupees saved in public health and public efficiency. A fall in the opium revenue must be always a matter for congratulation. A rise in the opium revenue is a thing to be feared.

#### EXTERNAL CONSUMPTION

(ii) It is now necessary to turn to the export of opium from India to the countries

In the opium Debate itself an Enquiry was promised by the Government of India provided the Local Government did not raise objection. It is most important to obtain from every Local Government an approval of an Enquiry

of the Far East for purposes of opium smoking. In the end, at Geneva, it was over the opium exported for smoking, rather than over the internal consumption of opium in India beyond medical requirements, that America finally broke away and left the Conference.

It is necessary at this point very closely to follow the American argument, because the good faith and honour of India are involved. America has publicly accused the Indian Government of conniving at a breach of a solemn contract signed and sealed at the Hague Convention of 1912-13, in the plainest possible terms and in quite unambiguous language. Great Britain and India were accused before the League of Nations of a breach of treaty. Many apologetic words were uttered afterwards by Lord Robert Cecil in trying to smooth matters over, but in spite of all attempts at a compromise and appeals to the American delegation to withdraw the words uttered, the strong, blunt and almost brutal accusation still remains unrepealed and uncorrected. President Coolidge fully approving of the action of the American delegation, recalled its delegates by a curt telegram in disgust.

Let us examine very carefully the actual point at which this breach occurred and the accusation which was levelled against Great Britain and India as responsible and civilized nations.

The Hague Convention of 1912-13 Article VII states as follows:—

"The contracting powers shall prohibit the import and export of prepared opium. Those Powers, however, which are not yet ready to prohibit immediately the export of prepared opium shall prohibit it as soon as possible."

A large proportion of the opium exported from India goes to the British possessions in the Far East. It is at once prepared by the Government of those British possessions if

ing smoking and sold in opium dens under government monopoly. The Government of a gets out of its contract by saying that does not send out prepared opium but raw opium. The American Delegation stated that was a mere quibble. It was a quibble between two parties at a breach of fact, because it was well-known that all opium sent out from India to the Far East was used for smoking purposes.

The British possessions in the Far East which imported this India opium shall shelter under the words "shall prohibit, if as soon as possible." They said they needed time to bring the traffic to a halt. The American delegates pointed out thirteen years had already elapsed since signing of the Hague Convention, on January 23, 1912. How much more time the contracting Powers want? Could go on delaying till Doomsday?

Then Lord Robert Cecil brought forward on behalf of Great Britain and India the proposal that first of all it should be ascertained by an international commission whether opium was being smuggled from the East. After that date, fifteen years should be allowed to elapse, at the end of which the contracting Powers should agree to suppress opium smoking.

America replied that this would mean another interminable delay. By such a tortuous course opium smoking would be continued somewhere near 1950. Even then as there had been thirteen years delay already since the signing of the Hague Convention so there might be again a still further postponement.

Then America made a last offer. America would accept a period of 15 years delay from the present actual date, or 28 years delay from the actual date of the signing of the Hague Convention. Was not that long enough?

Neither Britain and India refused and Lord

Robert Cecil insisted on his own formula of fifteen years after it has been ascertained by an international commission that no smuggling is taking place from China.

From that point the deadlock was final. One adjournment after another took place but both parties maintained their position, America still offered a fifteen years delay from January 1925. Great Britain offered fifteen years from the time that China should go dry.

Let us see how the matter stands for India itself and the obligations of the Indian people with respect to world opinion and the opinion of the League of Nations.

It is quite certain that practically every chest of opium that leaves India for the Far East is immediately prepared for smoking and used for smoking. Therefore Indian opium which is used all over the Far East should obviously come under this article of the Hague Convention. The only real ambiguity lies in the closing words "shall prohibit if as soon as possible."

Having signed this article VII, we in India ought as soon as possible to have reduced our export of opium to the Far East to such amounts as are sanctioned by the League of Nations, i.e. to about 6 to 8 seers per 10,000 of population. At present, the consumption of Indian opium for smoking in the Straits Settlement, is well over 1,000 seers per 10,000 of the Chinese population to whom its sale is permitted. The same is almost equally true of Indo-China and Macao and other Far Eastern possessions. Whatever we may lose in revenue by forfeiting this trade we shall win back a hundred times over in moral prestige throughout the world.

Here again the whole problem of opium exported from India should be settled after a careful and thorough enquiry by a first-rate Commission. At Geneva, as I have already shown, and repeat for the sake of absolute clearness, the Government of India

along with Great Britain proposed that first of all an interval should be allowed for opium smoking to continue in the Far East until China stopped its excessive opium cultivation; afterwards a period of fifteen years should be counted, and, at the end of this whole double period, opium smoking should be suppressed. America proposed that fifteen years should be allowed from the date of the end of the Geneva Conference, not from the time when China ceased to cultivate excessive opium. Furthermore, America declared that the attitude of Great Britain and India had been merely obstructionist throughout.

We ought not to be satisfied with this attitude taken up by the Government of India on our behalf, which has so offended America that she left the Geneva Conference.

At least, we should submit our export trade to a thorough investigation just as we should submit our internal consumption. If it is anything which is against the dictate of humanity, we should be at once ready to sacrifice this very small fraction of Indian revenue. In the long run, the credit that India will obtain in the world taking up a truly humanitarian attitude on this question, is of far more material and spiritual importance to India in her history than a certain number of rupees in the to-day which are obtained by offering other people what is recognised as a poison. Just as Great Britain won great credit in history a century ago, by the suppression of the slave traffic, even so India may win great credit in history to-day by the suppression of the opium traffic.

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**STATISTICS FOR INDIA**  
**SHOWING CONSUMPTION OF OPIUM**  
**PER TEN THOUSAND IN SEERS**  
**FOR 1922-23.**

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**Statistics for India showing consumption of Opium  
per ten thousand in seer for 1922-23.**

Province.	Name of District.	Population (in 1921).	Issue of opium in seers.	Consumption per ten thousand in seers.	
Punjab	Hissar ... ..	816,810	912	11-165 ✓	
	Rohtak ... ..	772,272	285	3-690 ✓	
	Gurgaon ... ..	682,003	353	5-175 ✓	
	Karnal ... ..	828,726	626	7-553 ✓	
	Ambala ... ..	681,477	1,828	26-824 ✓	
	Simla ... ..	45,327	99	21-841 ✓	
	Kangra ... ..	766,065	227	2-963 ✓	
	Hoshiarpur ... ..	927,419	1,471	15-861 ✓	
	Jullandhar ... ..	822,544	1,896	23-050 ✓	
	Ludhiana ... ..	567,622	2,802	49-363 ✓	
	Ferozapore ... ..	1,098,248	6,590	60-004 ✓	
	Lahore ... ..	1,131,336	4,542	40-147 ✓	
	Amritsar ... ..	929,374	2,645	21-460 ✓	
	Gurdaspur ... ..	852,192	1,118	13-119 ✓	
	Sialkot ... ..	937,823	999	10-652 ✓	
	Gujranwala ... ..	623,581	772	12-380 ✓	
	Sheikhupura ... ..	623,135	765	14-623 ✓	
	Gujrat ... ..	824,046	415	5-036 ✓	
	Shahpur ... ..	719,918	512	7-181 ✓	
	Jhelum ... ..	477,068	505	10-585 ✓	
	Rawalpindi ... ..	569,224	541	9-504 ✓	
	Attock ... ..	512,249	464	9-058 ✓	
	Mianwali ... ..	358,205	169	4-717 ✓	
	Montgomery ... ..	713,786	616	8-630 ✓	
	Lyallpur ... ..	979,463	1,524	15-559 ✓	
	Jhang ... ..	570,559	370	6-484 ✓	
	Multan ... ..	890,264	974	10-940 ✓	
	Muzaffargarh ... ..	568,478	306	5-382 ✓	
	Dera Ghazi Khan ... ..	495,810	468	9-439 ✓	
	Beloch Trans F. Tract ... ..	...	...	...	
	Total for 1922-23	(Province) ... ..	20,685,024	34,799	11-988 ✓
	United Provinces	Dehra Dun ... ..	212,243	358	16-891 ✓
		Saharanpur ... ..	937,471	1,153	12-304 ✓
Muzaffarnagar ... ..		794,265	682	8-586 ✓	
Meerut ... ..		1,499,074	1,512	10-089 ✓	
Bulandshahr ... ..		1,066,519	1,105	10-365 ✓	
Aligarh ... ..		1,061,745	1,339	12-611 ✓	
Muttra ... ..		619,138	489	7-895 ✓	
Agra ... ..		924,155	800	8-656 ✓	
Mainpuri ... ..		748,027	171	2-292 ✓	
Etah ... ..		827,760	374	4-507 ✓	
Bareilly ... ..		1,013,875	421	4-157 ✓	
Bijnor ... ..		740,182	361	4-877 ✓	
Budaun ... ..		975,347	165	1-696 ✓	
Moradabad ... ..		1,198,653	1,556	12-981 ✓	

\* League of Nation index figure—6 seers per 10,000 people.

Province.	Name of District.	Population (in 1921)	Issue of opium in seers.	Consumption per ten thousand m seers
United Provinces —Cont.	Shahjahanpur ...	839,115	406½	4 844
	Pilibhit ...	431,001	251½	5 827
	Farrukhabad ...	856,633	555	6 478
	Etawah ...	733,532	568	7 743
	Cawnpore ...	1,148,664	3,374½	29 379
	Fatehpore ...	652,392	738	11 312
	Allahabad ...	1,404,445	1,416	10 082
	Jhansi ...	606,499	364½	6 009
	Jalaun ...	405,439	402½	9 927
	Hamirpur ...	440,245	312½	7 098
	Banda ...	613,114	315	5 137
	Benares ...	901,312	2,893	32 097
	Mirzapur ...	724,183	699½	9 659
	Jaunpur ...	1,155,105	706	6 112
	Ghazipur ...	832,289	104	1 249
	Balia ...	831,009	88½	1 065
	Gorakpur ...	3,266,830	861½	2 637
	Basti ...	1,925,228	257	1 334
	Azamgarh ...	1,528,657	238	1 557
	Naini Tal ...	276,875	168	6 089
	Almora ...	530,338	46½	0 876
	Garhwal ...	485,186	54½	1 123
	Lucknow ...	724,344	1,432	19 769
	Unao ...	810,128	512	6 256
	Rai Bareilly ...	936,403	250	2 669
	Sitapur ...	1,089,481	256	2 349
	Hardoi ...	1,084,410	253½	2 337
	Kheri ...	913,475	641	7 017
	Fyzabad ...	1,171,930	348	2 969
	Gonda ...	1,473,098	245½	1 666
	Bahraich ...	1,065,377	261½	2 454
	Sultanpur ...	1,003,912	256½	2 555
	Partabgarh ...	855,130	234	2 736
Bara Banki ...	1,029,954	138	1 339	
	Total 1922-23 ...	45,373,787	30,138	6 642
Bengal :— Burdwan Division.	Burdwan ...	1,438,926	1,982	13 774
	Buabhum ...	847,570	553	6 524
	Bankura ...	1,019,941	550	5 392
	Midnapore ...	2,666,660	3,876	14 535
	Hoogly ...	1,080,142	436	4 036
	Howrah ...	997,403	1,579	15 831
Presidency Division.	24 Parganas ...	2,628,205	5,445	20 717
	Calcutta ...	907,851	13,036	143 592
	Nadia ...	1,487,572	741	4 981

Province.	Name of District.	Population (in 1921).	Issue of opium in seers.	Consumption per ten thousand in seers.	
Presidency Divi- sion—Cont.	Murshidabad...	1,262,514	649	5 140	
	Jessore ...	1,722,219	485	2 816	
	Khulna ...	1,453,034	680	4 679	
	Dacca ...	3,125,967	949	3 035	
	Mymensingh ...	4,837,730	629	1 300	
	Faridpur ...	2,249,858	393	1 746	
	Bakarganj ...	2,623,756	1,144	4 360	
	Chittagong ...	1,611,422	985	6 112	
	Noakhali ...	1,472,786	109	1 351	
	Tipperra ...	2,743,073	337	1 228	
	Rajshahi ...	1,489,675	373	2 503	
	Dinajpur ...	1,705,353	507	2 072	
	Jalpaiguri ...	936,260	252	2 692	
	Rangpur ...	2,507,854	636	2 536	
	Bogra ...	1,048,606	187	1 783	
	Pabna ...	1,389,494	235	1 691	
	Malda ...	985,665	812	8 238	
	Darjeeling ...	282,748	198	7 002	
	Grand Total of the Province		46,522,293	37,848	8 135
	Bombay Presi- dency, Sind & Aden.	Ahmedabad ...	890,911	3,948	44 314
Kaira ...		710,982	2,582	36 316	
Panch Mahals ...		374,890	2,343	62 503	
Broach ...		307,745	1,571	51 081	
Surat ...		674,351	781	11 581	
Thana ...		759,916	379	4 987	
Bombay ...		1,328,754	5,731	43 130	
Kolaba ...		562,942	204	3 623	
Ratnagiri ...		1,154,244	50	0 433	
Kanara ...		401,727	59	1 468	
Dharwar ...		1,036,924	206	1 986	
Belgaum ...		952,996	399	4 186	
Bijapur ...		796,876	80	1 008	
Sholapur ...		742,010	2,627	35 403	
Satara ...		1,026,259	1,077	10 494	
Poona ...		1,006,033	3,694	36 609	
Ahmednagar ...		731,552	1,709	23 361	
Nasik ...		832,576	872	10 473	
West Khandesh ...	641,847	395	6 154		
East Khandesh ...	1,075,837	1,928	17 920		
Karachi ...	542,065	2,521	46 507		
Hyderabad ...	573,450	2,993	52 192		

Province.	Name of District.	Population (in 1921)	Issue of opium in seers.	Consumption per pop thousand in seers	
Bombay—Cont.	Nawabshah ...	418,660	938	22 404	
	Thar Parkar ...	396,331	1,486	37 478	
	Sukkur ...	510,262	2,418	47 334	
	Larkana ...	597,960	1,708	28 562	
	Upper Sind Frontier ...	240,619	312	12 966	
	Aden ...	56,500	110½	19 557	
	Total ...	19,348,319	42,886½	22 165	
Madras	Division ...	1,496,358	3,449	23 049	
	The Agency ...				
	Ganjam ...	1,835,562	4,214	22 957	
	Vizagapatam ...	2,231,874	3,669	16 439	
	Godavari ...	1,470,863	9,875	67 137	
	Kistna ...	2,133,314	4,266	19 997	
	Guntur ...	1,809,574	1,631	9 013	
	Nellore ...	1,385,553	526	3 796	
	Cuddapah ...	887,929	382	4 302	
	Anantapur ...	955,917	126	1 318	
	Bellary ...	862,370	77	0 892	
	Kurnool ...	914,890	450	4 918	
	Madras ...	526,911	1,387	26 323	
				(amount sent outside from Madras is deducted, i.e., 10,897 9,510=1,387)	
	Chingleput ...	1,493,058	231	1 547	
	Chittoor ...	1,269,157	307	2 418	
	North Arcot ...	2,055,594	786	3 823	
	South Arcot ...	2,320,085	200	0 862	
	Tanjore ...	2,326,265	853	3 666	
	Trichinopoly ...	1,902,838	280	1 471	
	Madura ...	2,007,082	476	2 371	
	Ramnad ...	1,721,337	245	1 422	
	Tinnevely ...	1,901,396	588	3 092	
	Coimbatore ...	2,219,848	584	2 630	
	The Nilgiris ...	126,519	269	21 261	
	Salem ...	2,112,034	206	0 975	
	South Kanara ...	1,247,368	129	1 034	
Malabar ...	3,098,871	744	2 400		
Total ...	42,313,067	35,950	8 496		



Province.	Name of District.	Population (in 1921).	Issue of opium in seers.	Consumption per ten thousand in seers.
Assam.	Cachar ... ..	527,228	1,032	19,574
	Sylhet ... ..	2,541,341	252	0,991
	Khasi & Jaintia Hills ... ..	243,263	1,017	41,806
	Naga Hills ... ..	160,960	341	21,185
	Lushai Hills ... ..	98,406	...	...
	Goalpara ... ..	762,523	173	2,268
	Kamrup ... ..	762,871	3,472	45,524
	Darrang ... ..	477,935	5,101	106,729
	Nowgong ... ..	397,921	6,909	173,627
	Sibsagar ... ..	823,197	9,133	110,945
	Lakhimpur ... ..	588,295	11,176	189,972
	Gajo Hills ... ..	179,140	...	...
	Sadiya Front Tract ... ..	39,531	937	237,029
Balpara Frontier Tract... ..	3,819	52	136,161	
	Grand Total ... ..	7,606,230	39,595	52,055
Central Provinces and Berar.	Nagpur ... ..	792,521	1,350	17,034
	Bhandara ... ..	717,747	898	12,511
	Chanda ... ..	660,630	375	5,676
	Wardha ... ..	463,696	783	16,886
	Balaghat ... ..	511,634	1,200	23,454
	Jubbulpore ... ..	745,685	619	8,301
	Saugor ... ..	528,380	319	6,037
	Damoh ... ..	287,126	90	3,134
	Sooni ... ..	348,871	668	19,147
	Mandla ... ..	386,446	423	10,945
	Betul ... ..	363,737	251	6,900
	Cahindwara ... ..	491,835	600	12,199
	Hoshangabad ... ..	445,733	478	10,723
	Narsinghpur ... ..	315,162	692	21,956
	Nimar ... ..	396,554	407	10,263
	Raipur ... ..	1,406,676	2,311	16,420
	Bilaspur ... ..	1,231,765	956	7,761
Drug ... ..	743,246	1,070	14,396	
Berar Division	Amraoti ... ..	828,384	2,506	30,251
	Akola ... ..	798,544	2,637	33,022
	Badliana ... ..	699,429	2,462	35,200
	Yotmal ... ..	748,959	1,355	18,091
	Grand Total for 9 months (April to December 1922) C. P. & Berar.	13,912,760	22,450	16,136

Province.	Name of District.	Population (in 1921)	Issue of opium in seers.	Consumption per ten thousand in seers
Bihar & Orissa.	Patna ... ..	1,609,631	2,094	13,009
	Gaya ... ..	2,159,498	980	4,538
	Shahabad ... ..	1,865,660	426	2,283
	Saran ... ..	2,289,778	306	1,336
	Champan ... ..	1,908,385	296	1,551
	Muzaffarpur ... ..	2,845,514	482	1,693
	Durbhanga ... ..	2,929,682	618	2,109
	Monghyr ... ..	2,132,893	662	3,103
	Bhagalpur ... ..	2,139,318	894	4,178
	Purnea ... ..	1,989,637	1,958	9,840
	Santal Pargana ... ..	1,882,973	739	3,924
	Cuttack ... ..	2,109,139	5,372	25,470
	Balasore ... ..	1,055,568	5,903	55,922
	Angul ... ..	199,451	242	12,133
	Puri ... ..	1,023,402	3,097	30,261
	Sambalpur ... ..	744,193	840	11,287
	Hazaribagh ... ..	1,288,609	691	5,362
Ranchi ... ..	1,387,516	762	5,491	
Palamu ... ..	687,267	445	6,474	
Mambhum ... ..	1,547,576	817	5,279	
Singhbhum ... ..	694,394	1,000	14,401	
	Total ... ..	34,490,084	28,624	8,299
North-West Frontier.	Hazara ... ..	622,349	764	12,276
	Peshawar ... ..	907,367	1,849	20,377
	Kohat ... ..	214,123	324	15,131
	Bannu ... ..	246,734	457	18,197
	Dera Ismail Khan ... ..	260,767	352	13,498
	Kurram ... ..	103,142	10	0,969
	Tochi ... ..	138,859	50	3,600
	Malakand ... ..	865,860	...	...
	Khyber ... ..	227,109	...	...
	Wano ... ..	150,612	...	...
	Total ... ..	3,736,922	3,806	10,184
Baluchistan.	Quetta-Fishin ... ..	137,082	301	21,957
	Sibi ... ..	119,464	57	4,771
	Loralai ... ..	82,473	30	3,637
	Zhob ... ..	56,668	10	1,782
	Bolan Pass & Nushki ... ..	3,618	15	41,459
	Kalat State ... ..	328,281	30	0,913
	Chagai ... ..	21,343	6	2,810
	Total ... ..	748,929	449	5,995

Province.	Name of District.	Population (in 1921).	Issue of opium in seers.	Consumption per ten thousand in seers.
Delhi ...	Delhi ...	488,188	...	...
Ajmere-Merwara	...	495,271	(Excise opium) 2,612	52,738
Coorg ...	...	163,838	(in 1921-22) 37½	2,288
Burma ...	Akyab ...	576,430	2,005	34,783
	Kyaukpju ...	199,878	949	47,480
	Sandoway ...	112,029	476	42,488
	Rangoon Town	341,962	3,755	109,807
	Insein ...	293,083	301	27,330
	Hanthawaddy	364,624	1,212	33,239
	Pegu ...	445,620	1,016	22,799
	Prome ...	371,575	1,239	33,844
	Tharrawaddy...	492,429	692	14,052
	Toungoo ...	381,883	1,250	32,732
	Thayetmyo ...	255,406	572	22,395
	Maubin ...	330,106	871	26,385
	Pyapon ...	288,994	981	33,945
	Henzada ...	550,920	1,835	33,307
	Bassein ...	489,473	2,201	44,966
	Myoungmya ...	370,551	1,598	43,124
	Thaton ...	471,100	1,022	21,693
	Ahmherst ...	417,910	1,764	42,210
	Tavoy ...	156,786	1,031	65,758
	Mergui ...	135,465	2,001	147,713
	Salween ...	50,379	83	16,475
	Pakokku ...	465,771	165	3,542
	Katha ...	253,725	1,418	55,887
	Shweba ...	391,284	...	...
	Sagaing ...	326,908	211	6,454
	Lower Chindwin	342,880	810	23,623
	Upper Chindwin	186,881	882	47,195
	Mandalay ...	356,621	...	...
	Kyauksi ...	142,677	...	...
	Meiktila ...	289,897	...	...
	Yamethin ...	323,189	408	12,624
	Myingyan ...	442,008	209	4,728
	Magwe ...	423,252	...	...
	Minbu ...	274,302	581	21,181
	Myitkyina ...	118,382	404	34,127
	Bhamo ...	112,960	237	20,980
	Mong Mit ...	...	239	...
	Grand Total ...	11,457,325	32,918	28,730

Printed at Doss & Co's Assam Printing Works, Jorhat.

Y:413.2.N2  
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## OPIUM CONSUMPTION IN INDIA—ANALYSIS OF

The standard of legitimate consumption for strictly medicinal and scientific purposes laid down by the Advisory Committee of the League of Nations is 600 milligrammes per annum per head of the population in countries where medical relief is fairly well organized and they hope that in countries where such relief is very well organized it may be possible to reduce the consumption to 450 milligrammes per annum per capita of population. This estimate is based on a 10 per cent average content of morphine in the opium.

2 It is very difficult to decide what should be taken as the strictly medicinal and scientific requirement of India. On the one hand, the absence of adequate medical relief may mean that only a smaller portion of the population uses opium for this purpose than in other countries, while on the other it is equally likely that the absence of duly qualified medical practitioners may lead to ill-regulated and therefore larger doses and consequently a much larger consumption though for strictly medical purposes. And we cannot say on which side the balance would have to be struck. Besides we have to take into account the poor morphine content of Indian opium. An *a priori* estimate in these circumstances cannot be reliable.

3. We can however look at the question from a different standpoint altogether. There are many areas in India where the consumption is less than 200 milligrammes per capita of population per annum, and there is nothing whatever to suppose that in these areas which are extensive and the most thickly populated in India—the greater part of the following provinces—U. P., Bihar, Bengal and Madras,—opium is not used for medicinal or semi-medicinal purposes. It would seem from this that the 600 milligrammes standard laid down by the Committee of the League of Nations is not unreasonable even for India, notwithstanding the poor organisation of medical relief. It is difficult therefore to resist the conclusion that in those areas in which the consumption is higher, the excess represents opium that is used for non-medical purposes. Whether such non-medical use leads to any abuses and what reaction such abuses produce on the consumer and on society in general are matters which we need not—and in fact cannot—examine now. The consumption now is less than 2/3rds on the average of what it was when the Royal Commission made its investigation about 30 years ago, and there can therefore be no doubt that the abuse of opium—to the extent that it exists—must be much less than it was thirty years ago.

4. I have analysed the consumption throughout India district by district. Consumption is heavy in the following areas,—

- (1) the whole of Burma—where of course smoking is rife—both among the Chinese and among the older Burmans—as high as 15 to 20 times the standard of the League of Nations in districts full of Chinese like Rangoon, Tavoy, Mergui, and about 5 times that standard in the whole of Burma on the average,
- (2) the Brahmaputra Valley in Assam, where there is both smoking and eating—as high as 30 times the League of Nations standard

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on the frontier districts and an average of 8 to 9 times the League's standard for the whole of Assam,

- (3) Orissa and Midnapore, chiefly eating—about three times the League's standard,
- (4) the Northern Circars of Madras, chiefly eating—about four times the League's standard (but ten times the standard in one district),
- (5) Sind—chiefly eating—about six times the League's standard,
- (6) the C. P. and Berar—chiefly eating—about three times the League's standard on the average and 5 times in Berar,
- (7) the districts peopled by the Sikhs, about four times the standard on the average and in bad districts 8 to 10 times,
- (8) Areas adjoining Rajputana, *e.g.*, the Northern districts of Bombay (about 6 to 8 times the League's standard),
- (9) big industrial centres like Calcutta (7 times), Bombay (7 times), Cawnpore (5 times), Lucknow (3 times), Madras (4 times), Sholapur (6 times), Ahmedabad (7 times), etc., and
- (10) a few places in the Deccan, like Poona, Ahmednagar, etc., (4 to 6 times the standard)
- (11) isolated places like the Nilgiris, Benares—the heavy consumption in which is rather difficult to explain.

In the rest of the country the consumption is very little, in fact well below the standard of the League of Nations, namely, almost the whole of Madras except the few Northern Circars districts, almost the whole of the U. P., Bihar, Chota Nagpur, Bengal and southern parts of Bombay. We have of course no information regarding consumption in the Indian States, but it is presumably fairly high in Rajputana and Central India. According to a report received from the Excise Commissioner in Central India recently, the annual consumption is estimated to be 2,162 maunds, giving roughly an average consumption of 40 tolas per 100 of population, *i.e.*, 72 grains per capita against the 9 grains standard of the League of Nations and the average of 18 grains in British India. It is a striking feature of the consumption that the opium producing areas in the U. P. (and also in Bihar, where till recently opium was produced on a large scale) there is but little opium consumption. The Ghazipur district in which opium is manufactured consumes less than one-fourth of the standard laid down by the League of Nations!

5. It does not seem improbable that there is some causal connection between consumption in different areas and emigration of population, *e.g.*, Assam and Orissa, Bombay and the Deccan districts, Ahmedabad and the adjacent districts. In all these cases the workmen of one area are recruited from the other. As regards Assam, it would appear from the reports received from the Assam Government that opium consumption has been rife in that area for a very long time and it does not seem unlikely therefore that the habit spread from Assam to Orissa and to the Northern Circars, from which areas coolies have been recruited for the Assam tea gardens. Similarly, there has always been a large Oriya population in Calcutta and the suburbs working as domestic servants who evidently picked up the opium habit there and took it with them to their homes. It appears, however, from the article in the *Encyclopædia*

Britannica on Opium that its consumption in Orissa dates largely from the great famine of 1866, when people took opium to deaden the sensation of hunger. Possibly what happened was that the famines in Orissa (1866-1877) made the imported habit strike root. This, however, is only a conjecture. Similarly, as regards Ahmedabad and its adjacent districts the practice might be due as much to Ahmedabad being a mill area as to the proximity to Rajputana where opium consumption has always been, so to speak, fashionable. Sind probably caught the infection from Rajputana. As regards the Northern Circars of Madras it is well known that for a long time they have furnished the labourers for Burma, to some extent for Malaya and also for Assam, and it does not seem unlikely that the labourers brought the opium habit back with them to their homes. It must be mentioned, however, that the Royal Commission did not find any such causal connection. Even the possibility of this hypothesis is not mentioned anywhere in its report.

6. It is certainly not my suggestion that opium consumption is due to the industrial conditions in the bigger cities, because opium consumption in India dates from a long time whereas the industrialisation of the country is of recent date. Moreover, compared to non-industrial areas in which the upper classes indulge in the habit—*e.g.*, Rajputana and the Sikh districts—the consumption in industrial areas is not high at all. What I do suggest, is that the concentration of industries in particular areas is a fairly important factor which affects the question.

7. It is apparently only in Rajputana, Sind and the Sikh districts that even the upper classes indulge in the habit fairly freely. Here, of course, there is no question of industrial conditions affecting consumption. Except in these areas, it would seem that the opium habit (apart from the quasi-medical use, which as already shown, is negligible) is confined to the lower classes like, for instance, drunk.

8. As regards the *relative* incidence of consumption in the different parts of the country, the position seems to have been almost the same as now when the Royal Commission made its enquiries (though I cannot obtain the detailed figures by districts for that period). It is likely, however, that the consumption has not gone down so much in industrial areas as elsewhere, but I am not in a position to verify this as I cannot obtain figures by districts except for recent years.

9. From the high consumption in the Brahmaputra Valley and Orissa, the Royal Commission inferred that opium was of a quasi-medical use in swampy and malarious areas. It may be noted in this connection that in one of the wettest areas in India, namely, the strip of sea-coast west of the Western Ghats from Bombay to Cape Comoran, opium consumption is negligible, in fact barely one-third to one-fourth of the standard laid down by the League of Nations for genuine medical purposes. This area, however, is well drained and not very malarious. On the other hand, Bengal proper and Northern Bihar are in certain areas as wet and malarious as parts of Assam, and certainly more so than Orissa, but opium consumption in Bengal and Northern Bihar is quite negligible. The United Provinces, though not swampy are notoriously malarious and the incidence of opium consumption there is very small.

10. It would have been possible to draw a definite inference about the correctness of the Royal Commission's conclusions, if we could obtain separate statistics about the incidence of malaria in the different parts of the country. The vital statistics shown in the Statistical Abstract give figures only by provinces as a whole and not by districts and they classify all fevers together and not malaria separately. It is noticed, however, from the reports of the Public Health Commissioner with the Government of India that it is usual to assume one-third or one-fourth of the deaths on account of fever as being due to malaria. It is not known to what extent this fraction would apply in each province, but all the same it will be seen from the vital statistics that the deaths from fever in Assam, where opium consumption is very high, are not higher on the average than, say, in the U. P. or Bengal, in both of which opium consumption is low. Besides it is well known that Kala-Azar takes toll of lives to a greater extent in Assam than elsewhere. It is of course possible to argue that the low mortality from fevers in Assam as compared to Bengal and the U. P. is due to the use of opium as a prophylactic, but I am not sure if this can be seriously maintained.

11. As regards the doping of infants, the Report of the Royal Commission refers to Abul Fazl mentioning, in his "Institutes of Akbar", the habit as a common one in Malwa in the sixteenth century. The Commission may be wrong in its conclusions—and personally I think they made no allowance for the ignorance of the average mother—but they considered that "It is impossible to believe that this custom should have been handed down for many centuries amongst a people, whose general fondness for their children is well known, if it were as injurious as some witnesses seems to think." We have no sufficient evidence to warrant the inference that the conclusions of the Commission, which were based on medical testimony were wrong, nor that this habit has spread since the Commission reported. It is just likely that in the industrial areas it may be spreading to some extent, as mothers going out to work may yield to the temptation of soothing their children with opium. I believe, however, that before the war (and even now notwithstanding the strict regulations in many countries) soothing syrups for children containing morphine or some other narcotic were not altogether unknown in Europe or America, and it is only recently that there has been much activity on the part of Governments in suppressing such medicines.

12. The other uses of opium, namely, as an aphrodisiac, as a stimulant especially in advanced years, etc., were all examined by the Royal Commission in 1893 and nothing can be inferred from the Excise Department's recent figures as to whether these uses are spreading or contracting. The conclusions that I arrive at from an examination of the recent figures for consumption relating to each district in India are,—

- (a) The use for medical and quasi-medical purposes including therein all genuine cases where opium is taken for medical purposes, whether under proper medical advice or not, is quite negligible—well below the standard of 600 milligrammes laid down by the League of Nations.
- (b) The excess over this clearly represents consumption for non-medical purposes, but we cannot say to what extent this extra-medical use leads to abuses.

- (c) In the Rajputana and Sikh districts the consumption is the largest and evidently satisfies a social want. It would seem that in these areas opium eating is a kind of conviviality like drink in the West (amongst the upper classes).
- (d) Among the poorer people in Assam, in Orissa and the Northern Circars of Madras as well as among the workers in the industrial areas, it evidently takes the place of liquor among the workers in the West.
- (e) It seems also to be used, though the quantity consumed thereby cannot be big, for doping infants in Central India, Central Provinces and Bombay.

13. The relieving feature of the whole situation—and a very important one—is the fact that whatever the abuse connected with the non-medical use of opium, the abuse is bound to be much less now than it was when the Royal Commission reported, as the per capita consumption is now below 2/3rds of what it was then, and it would seem from the report of the Royal Commission—for example: “We have already spoken of the influences at work in the direction of checking individual excess. . . . . This is part of a general social reform that is gaining ground with the object of preventing reckless and ostentatious expenditure, especially on the part of the Rajputs” “There are undoubtedly cases of immoderate use among the wealthier Rajputs, but they are said to be exceptional and less in number than they were a few years ago”—that even at the time they reported consumption was going down among the upper classes, at any rate it was coming to be looked down upon. This is also supported by the statistics, not very reliable of course, supplied by the Excise Commissioner for Central India regarding consumption in Rajputana and Central India—which show that the present consumption there—though eight times the standard suggested by the League of Nations is less than what it was formerly.

14. I am sorry that owing to want of time I have been unable to examine the figures in greater detail. The results would have been of some real value if I could have obtained the detailed figures of consumption by districts, say, about 30 years ago.

15. I submit for perusal the appended statement showing opium consumption district by district in the different provinces of India. The Excise Department figures record consumption by maunds (40 seers) and the last column in the statement shows the consumption in seers per 10,000 of the population. The League of Nations standard for legitimate consumption is 600 milligrammes per annum per capita, which is equal to a little over 6 seers per 10,000 of the population per annum.

N. B—	1 gramme	= 15 4 grains.
	1 Tola	= 180 grains
	1 seer	= 80 tolas
	40 seers	= 1 maund

V S. SUNDARAM,—12-9-24.

I forward the above interesting note for the information of Secretary and H. M. in connection with the question of the internal consumption of opium in India.

A H LLOYD,—12-9-24.

A C McWATERS,—12-9-24.

B P. B[LACKETT],—12-9-24.



Statistics showing consumption of Opium per ten thousand in acres for 1922-23.

Province.	Name of District.	Population (in 1921).	Issue of opium in acres (Excess opium and other).	Consumption per ten thousand in acres.
Punjab	Hissar .. .. .	816,810	912	11 165
	Rohtak .. .. .	772,372	285	3 610
	Curgaon .. .. .	682,603	353	5 176
	Karnal .. .. .	828,728	626	7 563
	Ambala .. .. .	681,477	1,828	26 824
	Simla .. .. .	45,327	98	21 841
	Kangra .. .. .	766,065	227	2 993
	Hoshiarpur .. .. .	927,419	1,471	15 801
	Jalandhar .. .. .	822,544	1,896	23 010
	Ludhiana .. .. .	567,622	2,802	49 363
	Ferozpora .. .. .	1,098,249	6,590	60 004
	Lahore .. .. .	1,131,338	4,642	40 147
	Amritsar .. .. .	929,374	2,645	28 400
	Gurdaspur .. .. .	862,192	1,118	13 119
	Sialkot .. .. .	987,623	990	10 062
	Gujranwala .. .. .	628,681	772	12 380
	Shokhupura .. .. .	623,135	765	14 023
	Gujrat .. .. .	824,016	615	5 030
	Shahpur .. .. .	719,918	517	7 181
	Jhelum .. .. .	477,068	505	10 585
	Rawalpindi .. .. .	569,224	541	9 504
	Attock .. .. .	512,249	464	9 068
	Mianwali .. .. .	368,205	169	4 717
	Montgomery .. .. .	713,786	616	8 030
	Lynnpur .. .. .	879,403	1,524	15 569
	Sheeg .. .. .	370,559	370	9 484
	Multan .. .. .	890,264	974	10 940
	Muzaffargarh .. .. .	568,478	306	5 342
	Dera Ghazi Khan .. .. .	495,810	468	9 439
	Beloch Transf. Tract .. .. .	..	..	..
	<b>Total for 1922-23 (Province)</b> .. .. .	<b>20,685,024</b>	<b>34,799</b>	<b>11 988</b>
	United Provinces	Dehra Dun .. .. .	212,243	358
Saharanpur .. .. .		937,471	1,163	12 304
Muzaffarnagar .. .. .		794 205	682	8 56 .
Morad .. .. .		1,499,074	1,512	10 080
Bulandshahr .. .. .		1,066,519	1,105	10 305
Aligarh .. .. .		1,061,745	1,339	12 911
Muttra .. .. .		619,138	689	7 895
Agre .. .. .		924,155	460	8 059
Meerut .. .. .		748,027	171	2 292
Etah .. .. .		327,769	374	4 597
Barilly .. .. .		1,013,875	421	4 157
Bijnor .. .. .		740,182	361	4 877
Budaun .. .. .		975,347	165	1 696
Moradabad .. .. .		1,198,653	1,556	12 981
Shahjahanpur .. .. .		830,115	408	4 844
Pilibut .. .. .		431,701	251	5 827
Farrukhabad .. .. .		856,633	555	6 476
Etawah .. .. .		733,682	568	7 743
Cawnpore .. .. .		1,148,604	3,374	29 279
Fatehpore .. .. .	652,392	728	11 212	
Allahabad .. .. .	1,404,445	1,416	10 082	
Jhansi .. .. .	605,499	304	6 009	

Statistics showing consumption of Opium per ten thousand in seers for 1922-23—  
contd.

Province:	Name of District.	Population (in 1921).	Issue of opium in seers. (Excise opium and other).	Consumption per ten thousand in seers.	
United Provinces —contd.	Jalaua .. .. .	405,439	402½	9 927	
	Hamwpur .. .. .	440,245	312½	7 098	
	Banda .. .. .	413,114	315	5 137	
	Bonares .. .. .	901,312	2,893	32 097	
	Mirzapur .. .. .	724,193	699½	9 659	
	Jaunpur .. .. .	1,155,105	706	6 112	
	Ghazipur .. .. .	832,289	104	1 249	
	Balla .. .. .	891,009	88½	1 065	
	Gorakhpur .. .. .	3,266,830	861½	2 637	
	Basti .. .. .	1,925,228	267	1-334	
	Azamgarh .. .. .	1,528,657	238	1-567	
	Naini Tal .. .. .	276,875	168	6-089	
	Almora .. .. .	530,338	40½	0 876	
	Garhwal .. .. .	485,186	54½	1 123	
	Lucknow .. .. .	724,344	1,432	19 769	
	Unao .. .. .	81,128	512	6 268	
	Ran Bareilly .. .. .	936,403	250	2 609	
	Sitapur .. .. .	1,039,481	256	2 349	
	Harloi .. .. .	1,084,410	253½	2 337	
	Kheri .. .. .	913,475	641	7 017	
	Fyzabad .. .. .	1,171,030	348	2 969	
	Gonda .. .. .	1,473,098	245½	1 866	
	Bohraich .. .. .	1,665,377	261½	2 454	
	Sultanpur .. .. .	1,003,912	256½	2 555	
	Partabgarh .. .. .	855,130	234	2-735	
	Bara Banks .. .. .	1,029,954	138	1 339	
		Total 1922-23 .. .. .	45,373,787	30,138	6 642
	Bengal— Burdwan Divi- sion	Burdwan .. .. .	1,438,926	1,982	13 774
		Birbhum .. .. .	847,570	553	6-524
		Bankura .. .. .	1,019,941	550	5 392
		Medinapore .. .. .	2,630,960	3,876	14 535
		Hoogly .. .. .	1,030,142	436	4 036
		Howrah .. .. .	997,403	1,579	15 831
Presidency Division.	24 Parganas .. .. .	2,628,205	5,445	20-717	
	Calcutta .. .. .	907,851	13,036	143 592	
	Nadia .. .. .	1,487,572	741	4 981	
	Murshidabad .. .. .	1,282,514	649	5-140	
	Jessore .. .. .	1,722,219	485	2 816	
	Khulna .. .. .	1,453,034	680	4 679	
	Dacca .. .. .	3,125,967	949	3 035	
	Mymensingh .. .. .	4,837,730	629	1 300	
	Faridpur .. .. .	2,249,658	393	1 746	
	Bakarganj .. .. .	2,623,756	1,144	4 360	
	Chittagong .. .. .	1,611,422	985	6-112	
	Noakhali .. .. .	1,472,786	199	1-351	
	Tippers .. .. .	2,743,073	337	1-228	
	Rajshahi .. .. .	1,489,675	373	2-503	

4  
 -Statistics showing consumption of Opium per ten thousand in seers for 1922-23-  
 contd.

Province.	Name of District.	Population (in 1921).	Issue of opium in seers. (Excise opium and other).	Consumption per ten thousand in seers.	
Bengal—contd.	Dinajpur .. .. .	1,705,353	507	2 072	
	Jaipalguri .. .. .	936,209	252	2 692	
	Rangpur .. .. .	2,507,854	636	2 534	
	Bozra .. .. .	1,048,606	187	1 783	
	Fabna .. .. .	1,389,494	235	1 601	
	Malda .. .. .	985,605	612	6 234	
	Darjeeling .. .. .	282,748	108	7 002	
	Grand total of the Province		46,522,293	37,848	8-135
Bombay Presidency, Sind and Aden.	Ahmedabad .. .. .	800,911	3,048	44 314	
	Kara .. .. .	710,982	2,582	36 316	
	Panch Mahals .. .. .	374,800	2,343	62 503	
	Broach .. .. .	307,745	1,071	51-081	
	Surat .. .. .	674,351	781	11-581	
	Thana .. .. .	759,916	279	4-087	
	Bombay .. .. .	1,323,754	5,731	43 130	
	Kolaba .. .. .	592,842	204	3-921	
	Ratnagiri .. .. .	1,154,244	50	0 433	
	Kanara .. .. .	401,727	59	1-408	
	Dharwar .. .. .	1,036,924	206	1-986	
	Bolgaum .. .. .	952,996	309	4-189	
	Byapur .. .. .	796,876	80	1-003	
	Sholapur .. .. .	742,010	2,027	35 403	
	Satara .. .. .	1,026,259	1,077	10 404	
	Poona .. .. .	1,001,033	3,064	36 609	
	Ahmednagar .. .. .	731,552	1,709	23-301	
	Nasik .. .. .	832 576	872	10 473	
	West Khandesh .. .. .	641,847	395	6-184	
	East Khandesh .. .. .	1,075,837	1,928	17 910	
	Karachi .. .. .	542,005	2,521	46 507	
	Hyderabad .. .. .	573,450	2,903	52-192	
	Nawabshah .. .. .	418,600	938	22 404	
	Thar Parkar .. .. .	30,731	1,486	37-478	
	Sukkur .. .. .	510,212	2,418	47-384	
	Larkana .. .. .	597,060	1,708	28-562	
	Upper Sind Frontier .. .. .	240,619	312	12-960	
	Aden .. .. .	56,500	110½	19-557	
	Total		19,348,319	42,896½	22-165
	Madras	Division .. .. .	1,496,358	3,449	23-049
		The Agency .. .. .			
		Ganjam .. .. .	1,825,592	4,214	22-957
		Vizagapatam .. .. .	2,231,874	3,969	16-439
Godavari .. .. .		1,470,863	9,875	67-137	
Kistna .. .. .		2,133,314	4,265	19 907	
Guntur .. .. .		1,608,574	1,631	9-013	
Nellore .. .. .		1,385,553	525	3 798	
Cuddapah .. .. .	687,929	382	4-302		
Anantapur .. .. .	955,016	125	1-318		

Statistics showing consumption of Opium per ten thousand in seers for 1922-23—  
contd.

Province.	Name of District.	Population (in 1921).	Issue of opium in seers. (Excise opium and other).	Consumption per ten thousand in seers.	
Madras—contd.	Bellary .. .. .	862,370	77	0.892	
	Kurnool .. .. .	914,890	450	4.918	
	Madras .. .. .	526,911	1,387	26.323	
			(amount sent outside from Madras is deducted, i.e., 10,897 9,510 = 1,387)		
	Chingleput .. .. .	1,493,068	231	1.547	
	Chittoor .. .. .	1,269,167	307	2.418	
	North Arcot .. .. .	2,055,594	786	3.823	
	South Arcot .. .. .	2,320,085	200	0.862	
	Tanjore .. .. .	2,326,265	853	3.666	
	Trochinopoly .. .. .	1,902,858	280	1.471	
	Madurai .. .. .	2,007,082	470	2.371	
	Ramanad .. .. .	1,721,837	245	1.423	
	Tinnevely .. .. .	1,601,306	588	3.693	
	Coimbatore .. .. .	2,219,848	584	2.630	
	The Nilgiris .. .. .	126,519	269	21.261	
	Salem .. .. .	2,112,034	206	0.975	
South Kanara .. .. .	1,247,368	129	1.034		
Malabar .. .. .	3,098,871	744	2.400		
	<b>Total .. .. .</b>	<b>42,313,067</b>	<b>35,950</b>	<b>8.496</b>	
Assam ..	Cechas .. .. .	527,228	1,032	19.574	
	Sylhet .. .. .	2,541,341	252	0.991	
	Khasi and Jaintia Hills .. .. .	243,263	1,017	41.806	
	Naga Hills .. .. .	160,960	341	21.185	
	Lushai Hills .. .. .	98,406	..	..	
	Goalpara .. .. .	762,523	173	2.268	
	Kamrup .. .. .	762,671	3,472	45.524	
	Darrang .. .. .	477,935	5,161	106.729	
	Nowgong .. .. .	397,921	6,909	173.637	
	Sibsagar .. .. .	623,197	9,133	110.948	
	Lakhimpur .. .. .	688,295	11,176	189.972	
	Garo Hills .. .. .	179,140	..	..	
	Sadiya Front. Tract .. .. .	39,631	937	237.029	
	Balipara Fronties Tract .. .. .	3,819	62	136.161	
	<b>GRAND TOTAL .. .. .</b>	<b>7,606,230</b>	<b>39,595</b>	<b>52.056</b>	
Central Provinces and Berar.	Nagpurs .. .. .	792,521	1,350	17.034	
	Bhandara .. .. .	717,747	898	12.511	
	Chanda .. .. .	660,630	375	5.676	
	Wardha .. .. .	463,696	783	16.686	
	Balaghat .. .. .	511,634	1,200	23.454	
	Jubbulpore .. .. .	745,985	619	8.301	
	Saugor .. .. .	628,360	319	6.037	
	Damoh .. .. .	287,126	80	3.134	
	Seoni .. .. .	348,871	668	19.147	

Statistics showing consumption of Opium per ten thousand in seers for 1922-23—  
contd.

Province.	Name of District	Population (in 1921).	Issue of opium in seers. (Excise opium and other).	Consumption per ten thousand in seers.
Central Provinces and Berar— Gond.	Mandla .. .. .	386,446	423	10·948
	Etoul .. .. .	363,737	231	6·900
	Chhindwara .. .. .	491,835	690	13·199
	Toshangabad .. .. .	446,733	478	10·722
	Narsinghpur .. .. .	316,162	693	21·966
	Nimar .. .. .	396,654	407	10·263
	Raipur .. .. .	1,406,676	2,311	16·420
	Balaspur .. .. .	1,231,765	956	7·761
	Drug .. .. .	743,246	1,070	14·396
	Amwoti .. .. .	828,394	2,506	30·281
Berar Division	Akola .. .. .	798,544	2,637	33·022
	Bilana .. .. .	699,429	2,402	35·200
	Yeotmal .. .. .	748,969	1,355	18·001
	Grand Total for nine months (April to December 1922) C. P. and Berar	13,912,760	22,450	16·136
Uttar and Orissa.	Patna .. .. .	1,609,684	2,094	13·009
	Gaya .. .. .	2,159,498	990	4·538
	Shahabad .. .. .	1,865,660	426	2·282
	Saran .. .. .	2,289,778	306	1·336
	Champaran .. .. .	1,608,885	296	1·661
	Muzaffarpur .. .. .	2,845,514	482	1·693
	Durbhanga .. .. .	2,929,662	618	2·109
	Monghyr .. .. .	2,132,893	662	3·102
	Bhagalpur .. .. .	2,139,316	894	4·178
	Purnea .. .. .	1,989,637	1,958	9·840
	Santal Pargana .. .. .	1,862,978	729	3·924
	Cuttack .. .. .	2,109,139	5,372	25·470
	Balasora .. .. .	1,085,068	5,903	55·022
	Angul .. .. .	199,461	242	12·133
	Puri .. .. .	1,023,402	3,097	30·201
	Sambalpur .. .. .	744,199	840	11·287
	Hazaribagh .. .. .	1,288,609	691	5·362
	Ranchi .. .. .	1,387,618	762	5·491
	Palamau .. .. .	667,267	446	6·474
	Manbhum .. .. .	1,647,576	817	5·279
Singhbhum .. .. .	694,394	1,000	14·401	
Total	34,490,064	28,624	8·299	
North West Frontier.	Hazara .. .. .	822,349	764	12·276
	Peshawar .. .. .	907,367	1,849	20·377
	Kohat .. .. .	214,123	324	15·131
	Bannu .. .. .	246,734	467	18·197
	Dera Ismail Khan .. .. .	260,767	362	13·488
	Kurram .. .. .	103,142	10	0·069
	Tochi .. .. .	138,869	60	3·600
	Malskand .. .. .	865,860	..	..
	Khyber .. .. .	227,709	..	..
	Wazir .. .. .	166,612	..	..
Total	2,736,922	3,806	10·184	

Statistics showing consumption of Opium per ten thousand in seers for 1922-23—  
conolid.

Province.	Name of District.	Population (in 1921).	Issue of opium in seers. (Excise opium and other).	Consumption per ten thousand of seers.
Baluchistan ..	Quetta-Pishin .. ..	137,062	301	21·957
	Sibi .. ..	119,464	57	4·771
	Loralai .. ..	52,473	30	3·037
	Zhob .. ..	56,568	10	1·782
	Bolan Pass and Nushki .. ..	3,618	15	41·459
	Kalat State .. ..	328,281	30	0·913
	Chagai .. ..	21,343	6	2·810
	Total .. ..	748,929	449	5·995
Delhi .. ..	Delhi .. ..	488,188	(Excise opium) 2,612	..
Ajmere Merwara .. ..	.. ..	495,271	(in 1921-22) 37½	52·738
Coorg .. ..	.. ..	163,838	..	2·286
Burma .. ..	Akyab .. ..	576,430	2,005	34·783
	Kyaukppeu .. ..	199,873	949	47·480
	Sandoway .. ..	112,029	476	42·488
	Rangoon Town .. ..	341,962	3,755	109·607
	Inson .. ..	293,063	801	27·338
	Haekhawaddy .. ..	354,624	1,212	33·239
	Pegu .. ..	445,620	1,016	22·798
	Prome .. ..	371,575	1,239	33·344
	Tharrawaddy .. ..	492,429	692	14·052
	Toungoo .. ..	381,883	1,250	32·732
	Thayotmyo .. ..	255,406	572	22·395
	Maubin .. ..	330,106	871	26·385
	Pyapon .. ..	288,994	981	33·945
	Henzada .. ..	550,920	1,835	33·307
	Bassoin .. ..	489,473	2,201	44·906
	Myoungmya .. ..	370,551	1,598	43·124
	Thaton .. ..	471,100	1,022	21·693
	Ahmherst .. ..	417,910	1,764	42·210
	Tavoy .. ..	156,786	1,031	65·768
	Mergui .. ..	135,465	2,001	147·713
	Saiween .. ..	50,379	83	16·475
	Pakokku .. ..	465,771	165	3·542
	Katha .. ..	253,725	1,418	55·887
	Shwaba .. ..	391,284	..	..
	Sagaing .. ..	326,908	211	6·454
	Lower Chindwin .. ..	342,880	810	23·623
	Upper Chindwin .. ..	186,881	882	47·195
	Mandalay .. ..	358,621	..	..
	Kyaukse .. ..	142,677	..	..
	Meiktila .. ..	289,897	..	..
	Yamethin .. ..	823,189	408	12·624
	Myingyan .. ..	442,008	209	4·728
	Mogwa .. ..	423,252	..	..
Minbu .. ..	274,302	581	21·181	
Myitkyina .. ..	118,382	404	34·127	
Bhamo .. ..	112,960	237	20·980	
Mong Mit .. ..	..	239	..	
	GRAND TOTAL .. ..	11,457,325	32,918	28·730

No. D. O. 2993.

Director of Public Information,  
Home Department, Govt. of India.

Y:413.2. N2

PA

Simla, the 9<sup>th</sup> September 1924.

Dear Mr. Vaze,

Thank you for your letter of the 4th. of August. I am enclosing a short note which has been prepared for me by the Central Board of Revenue. I would particularly draw your attention to the second sentence of the second paragraph. "It should be remembered, however, that even these sales at private auctions are allowed to go out of India only on production of import certificates from the purchasing countries in accordance with the requirements of the Hague Convention." This is the factor which Mr. Andrews has forgotten.

Yours sincerely,

*L. A. Rushbrook*

S. G. Vaze Esquire,

Editor, "The Servant of India",

Poona City.

P.S. I enclose Dixon's book.

It is not literally true that all the opium exported out of India is that sold by the Government of India on the indents of the Governments of other countries. Nor is it true that a large proportion of the opium is derived from merchants buying at private auctions in Calcutta. The only countries which are outside the Direct Sales Agreement system are Japan, Macao and Indo-China, neglecting the occasional petty exports to the Persian Gulf and the exports of medical opium.

Japan takes very little from us and it has been taking only about 100 chests on an average during the last few years. As regards Indo-China, negotiations are at present proceeding for substituting a direct sales agreement for the present private trade. Similarly, as regards Macao, negotiations have been in progress for the last two or three years with Portugal, but so far they have proved infuctuous. Meantime, however, the Government of India have reduced the exports from 500 chests per annum, as provided in the Treaty of 1913 with Portugal, to 100 chests per annum. Latterly, Macao has been making frantic efforts to induce the Government of India to increase the quota supplied to Macao and considerable pressure was brought to bear upon the Government of India by the Government of Hong-Kong. The Government of India, however, have adhered to their decision and have refused to increase the quota.

2. The following figures show the proportion which sales at private auctions in Calcutta bear to the total exports from India. It should be remembered, however, that even these sales at private auctions are allowed to go out of India only on production of import certificates from the purchasing countries in accordance with the requirements of the Hague Convention.

Statement)



Statement showing the number of chests of opium exported from India during the years 1920-1923:-

Private Auctions.

Destination	1920	1921	1922	1923
Kobe	900	750	50	150
Saigon	950	1655	1700	2975
Macao	531	440	500	240
Yokohama	...	...	...	...
	2,381	2,245	2,250	3,365

(Total 10,241)

No. of chests exported  
(both under direct  
sales agreements and  
through auctions)..... 10,522 9,770 8,128 8,544

(Total 36,964)

3. I am enclosing herewith a copy of "The Truth about Indian Opium" written by G.Graham Dixon of the India Office as a reply to Miss La Motte's book about the Opium Monopoly, which gives most of the information required by you.

Signed

8.9.24.

Telegram:-

"SERVINDIA, POONA"

*Miss. Jile*

## Servants of India Society

DECCAN GYMKHANA POST OFFICE,

POONA CITY.

13th September, 1924.

Dear Mr. Rushbrook Williams,

D.O.2993.

Many thanks for your letter of the 9th. The balance of Mr. Andrews' articles is being published this coming number of our paper: in the next issue after that would like to comment on these articles and should therefore be much obliged, if you could let me have as soonest some further information on the following points:

(1) Private Sales. Since no opium can be exported without the indenting country's certificate of approval, whether the exporter happen to be the Government of India or an Indian merchant private merchant: why, then, is the Board of Revenue so anxious to make it appear that Private Sales form not a large proportion of the total sales? (3,365 out of 8,544 chests I for one would call a large proportion.)

Why are Private Sales still a method employed for distributing the opium produced in India? Is it to safeguard or let down gently previously established vested interests? Or is more revenue obtained by this method? Or is this method primarily meant for opium to be consumed in India?

Of the total opium <sup>produced</sup> ~~imported~~, how many chests are sold by Government <sup>for domestic</sup> ~~direct to~~ <sup>consumption?</sup> ~~foreign Govts.~~, and how many by private merchants to foreign indentors (under import certificates)

Why has the proportion of privately auctioned opium risen during the past four years from 23% in 1920; and 1921 to 28% in 1922 and to 40% in 1923?

(2) Mauritius. Mr. Andrews makes much of the large quantities of opium imported by Mauritius of late years. Presumably the Mauritius Government gave an import certificate for all these imports: did it at the time give any indication to the Indian Government, what all this opium was wanted for?

Have you personally any idea, what the ultimate destiny was of all this opium? Are any official data available here on the subject or shall I have to get them from the Colonial Office?

(3) Opium Eating. Mr. Andrews asserts that eating opium is more pernicious than smoking it, but quotes no authorities. Are you aware of any recent physiological treatises on

Telegrams :-

"SERVINDIA, POONA"

**Servants of India Society**

DECCAN GYMKHANA POST OFFICE,

POONA CITY.

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the effect<sup>of</sup> of opium? If so, I should be glad of their titles. I do not know of any recent monograph on the subject: if any exist, we would like to get it. Of course do not mean anything "popular" or "propagandist", but purely scientific. Prof. L. Lewin, the famous toxicologist of Berlin University, used to specialize in narcotics: a bibliography of his books would be very helpful.

Sincerely yours,

Replies should be  
Addressed to—  
Director of Public Information  
Home Department,  
Government of India.

Telegraphic Address —

SPECIHOME.

D. O. No. 3094.

Director of Public Information.

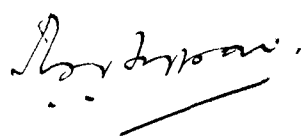
HOME DEPARTMENT,  
GOVERNMENT OF INDIA

*Simla*, the ~~22~~ September 1924.  
*Delhi*

Dear Mr. Vaze,

Many thanks for your letter of the 14th.  
September 1924, to the address of Rushbrook-Williams.  
I give below the information for which you asked.

Yours sincerely,



S.G. Vaze Esquire  
Servants of India Society,  
Deccan Gymkhana Post Office,  
Poona City.

(I) Private sales. Given perfect efficiency in the administrative machinery, it ought to make no difference whether a Government imported opium on its own account or gave an import certificate to a private merchant to import it. But as allowance has to be made for a certain amount of inefficiency, there is less chance of abuse if the opium is imported by Government and allowed to pass into circulation than when the opium is imported by private merchants even though on a permit.

It is the policy of the Government of India to terminate private sales as early as possible, in fact they are very keen about it, but this involves delicate negotiations with foreign powers who are signatories to the Hague Convention. The Hague Convention imposes only a system of import and export certificates and it is for the Government of the importing country to take precautions against abuse of import certificates. It is not open to the Government of India to compel other Governments to enter into "direct sales". The Government of India cannot of course disclose the exact negotiations that have passed between them and other powers regarding "direct sales". As regards morphine smuggled into China, if this can be proved here again the responsibility is that of the Government which imported the opium from India and not that of the Government of India. The Government of India is not prepared to interfere in the domestic arrangements of foreign countries though they are prepared- as in the past- to sacrifice every pie of the opium revenue if other countries do not want Indian opium. The auctions are continued neither to safeguard vested interests nor in order to obtain more revenue.

As regards domestic consumption in India the arrangement is quite different. The Central Government sells the opium at cost price to the local Governments who in turn issue the

the opium to licensed vendors at much higher prices, the difference going to the credit of Provincial Governments as Excise revenue. The Central Government makes absolutely no money on domestic consumption in India and it is not therefore to its advantage to foster it.

As regards the increase in the proportion of privately auctioned opium, the whole thing is due to the demand of Indo-China, which, as you will see, takes a very large proportion of the exported opium. The quantity taken by that country fluctuates violently from year to year, as will be seen from the statement below:

Year	Chests.
1913	2,450
1914	2,150
1915	2,675
1916	2,625
1917	2,595
1918	3,790
1919	1,920
1920	950
1921	1,655
1922	1,700
1923	2,975

It is unfair to take the year 1920, in which there was an unusually small import as the standard, and suggest that there has been a subsequent increase. The fairer method would be to go into averages; and it will be seen that the average exports of Indian opium into Indo-China in recent years are well below the average in former years.

(2) Mauritius. The heaviest import into Mauritius was 125 chests in 1916. Afterwards that country has taken,  
30 chests in 1917  
47 chests in 1918  
35 chests in 1920

and nothing since. Under an Ordinance, a copy of which is enclosed, opium can be consumed in Mauritius since 1920 only for medicinal purposes. Perhaps Mr. Andrews is not aware of this. By the way there is reason to think that Mauritius laid by large stocks against an increase in price.

As regards opium-eating, this is a controversial question)

-3-

question, the pronouncements on which by different authorities the Government is collecting. I will let you know about it later.

-----

Servants of India Society, Poona,  
28th September 1924.

Dear Mr. Bajpai,

I am very thankful to you for your letter, D.O.No.3094, of 22nd September.

I am afraid I have not succeeded in making my query about "private sales" quite clear. The Governments of some countries are not willing to enter into a direct sales agreement, and in their case private sales become necessary. That is to say, opium has to be sold to private merchants of importing countries, instead of to their Governments. If, in the case of such countries, the Government of India cannot abolish the non-official importing agency, can it not within its own borders abolish the non-official exporting agency? Even if opium has to be exported out of India to private merchants in these countries, is it necessary that private merchants in India must export it to them? Cannot the Government abolish private auctions in India and see that all the opium exported from India is exported by its own agency and none by private merchants? If this is not found possible or advantageous in practice, will you kindly state the reasons?

But I wish to know if it makes any difference at all, whether it is the Government of India that exports opium or private merchants in India? One would think that so long as all opium is exported on the indents of the Government of the importing country it should make no difference whatever whether the agency of export is the Government of India or Indian private merchants. But as the Board of Revenue seems rather anxious to make out that the proportion of opium privately exported is not large (whereas I think it is large), I wish to be quite certain. What exactly does the "large" or "small" proportion of private exported opium signify?

In your letter there is no answer to my question: "Of the total opium produce how many chests are sold by Government for domestic consumption?" I should like to have information on this point also.

Thanking you once again for all your pains, I am,

Yours sincerely,

Sd. S. G. Vaze.

R. S. Bajpai, Esquire,  
Director of Public Information,  
Home Department, Government of India,  
S. I. W. L. A.

Copy, with compliments to,



Geneva,  
July 22nd, 1924Y:413:5(2).1.N26  
FS

LEAGUE OF NATIONS

## FIRST OPIUM CONFERENCE

## Part I

SUMMARY OF THE INFORMATION RECEIVED FROM  
GOVERNMENTS WITH REGARD TO PREPARED OPIUM  
IN THE EUROPEAN POSSESSIONS  
AND COUNTRIES OF THE FAR EAST

NOTE — As reports for the year 1923 have been received from some only of the British Colonies, the figures contained in these reports have not been entered in the tables. When a greater number of reports from the Colonies have reached the Secretariat, they will be entered in order to enable a comparison to be made with the preceding years.

**British North Borneo.**

Smokers are not registered, and with a population of some 208,000 inhabitants, British North Borneo is credited with a total consumption of 7,729 kilos during the year 1920

In 1914, a Government monopoly for the purchase, preparation and sale of chandu (opium prepared for smoking) was established. The consumption of prepared opium has increased from an average of 6,600 kilos per annum in the years 1914 to 1916 to an average of 8,400 kilos per annum in the years 1918 to 1920, that is to say 27 per cent., while the Chinese male population has increased from 30,200 in 1915 to 37,600 in 1919, an increase of 21.3 only.

This increased consumption per head has taken place in spite of successive increases in the sale price.

The largest packet of prepared opium sold contains 5 hun (equivalent to one-twentieth of a tael) and costs 47½ cents, a price of \$9.50 per tael compared with \$12 in Straits Settlements and \$14.50 in Hong-Kong. Opium may be smoked in licensed houses or privately.

The Court Directors of the British North Borneo Company consider that the Chinese population, to which the consumption of opium is entirely confined, is in effect rationed at a very moderate rate.

**Burma.**

As far as prepared opium is concerned, the Report on the Administration of the Excise Department in Burma during the year ended March 31st, 1921, states that "at the end of the year under report, the preparation of opium in shops ceased and the simpler method of fixing fees, foreshadowed in the last report, was introduced for the current year". Hitherto the position was similar to that in India except that the sale of prepared opium in Upper Burma for other than medical purposes is absolutely forbidden, while in Lower Burma opium could only be sold to such Burmans as were registered as opium consumers. The number of registered consumers has been reduced from 12,000 in 1912 to 5,405 in 1920.

In the Report on the Administration of the Excise Department in Burma during the year ended March 31st, 1920, it was stated that "should it be decided to cease preparing opium in opium shops, a simpler method of fixing the fees payable by licensed vendors may be possible". This decision has not been definitely taken; it would therefore appear that the sale of prepared opium has ceased in Burma since March 31st, 1921. There appears to have been a systematic

reduction of smokers by the elimination of Burman smokers, and a systematic revision of the allowance of opium per consumer which tended to reduce issues and which fell 4,264 seers as compared with the issues for the years 1919-1920. The figure for the licit consumption per 100 of the population is less than one pound of opium per annum or an allowance per head of less than one-sixth of an ounce of opium

The sales of Excise opium fell in 1921 to 37,946 kilos as against 41,924 kilos in the preceding year

**Ceylon.**

A decrease in sales both of eating and of prepared opium occurred in 1921, sales of the former having decreased from 2,705 kilos (5,950 lbs) in the preceding year to 2,437 kilos (5,362 lbs) in 1921, whilst the sales of prepared opium fell from a total of 324 kilos (713 lbs) in 1920 to 307 kilos (675 lbs) in 1921. Decrease in consumption has followed upon the reduction of consumers through the death of a certain number of them, revision of the register of consumers and the reduction of the amount allowed to be purchased.

There is no export of prepared opium from Ceylon.

**China.**

There is no official data available of the clandestine manufacture, internal traffic in, and use of prepared opium in China, which is still forbidden by law

**Formosa.**

From the reply received from the Japanese Government relative to the quantities of prepared opium manufactured in Formosa, it seems that the quantities of prepared opium manufactured decreased from 106,206 kilos (233,654 lbs) in 1910 to 65,443 kilos (143,975 lbs) in 1920. It may be worth recording that the manufacture of morphia has increased correspondingly with the decrease in manufacture of prepared opium. It has risen from a nil recorded production in 1914 to some 3,644 kilos in 1920.

The consumption of prepared opium would appear to be limited and restricted to recognised opium addicts, new permits to smoke being refused.

There are regulations providing for the punishment of those who use prepared opium without permission. The actual amount consumed during 1920 was slightly in excess of the amount actually produced amounting to 66,517 kilos for a population of some 3,654,000 inhabitants or an average consumption of some 18.2 grammes *per capita*, whilst the number of consumers being 49,031 showed that the consumption amounted to 1.36 kilos per head of registered consumers.

The policy of gradual suppression is being pursued, licensed consumers decreasing from 169,064 in 1900 to 49,031 in 1920, non-issue of new licences and the decrease through death of registered smokers justify the assumption "that the complete suppression of licensed smokers may be effected within perhaps 15 years".

**Hongkong.**

The total sales of prepared opium during the year 1921 amounted to:

Prepared Bengal opium . . . . .	261,059 4 taels
Prepared Persian opium . . . . .	1,074 0 "
Gross opium . . . . .	672 0 "

equal to 9,954,545 kilos amongst a population numbering in all 625,166 inhabitants, of which, according to the census of 1921, 610,368 were Chinese. The Chinese population has been growing rapidly

The measures which are being taken for the gradual and effective suppression of the manufacture of, internal trade in, and use of prepared opium are as follows:

- (1) The system of raising the selling price of opium;
- (2) The limiting of purchases to one tael (= 1 1/2 ounce) at a time, except in the case of certain registered persons who are allowed to buy three-*tael* tins;
- (3) Limiting the amount which an individual may have in his possession to five taels.

Hongkong is ready and willing to co-operate in the suppression of the traffic and it will have no hesitation in accepting any financial sacrifice that may be entailed in making suppression effective

The public smoking resorts known as "opium divans" were finally abolished in 1910, and in 1914 the monopoly, which had previously been farmed out, was taken by the Government into its own hands.

**Indo-China.**

During the year 1921, 73,211 kilos of prepared opium were consumed, the estimated number of smokers being about 110,000 out of a population of 20,000,000 inhabitants

A system of Government monopoly working very much on the lines of the Government monopoly of the Straits Settlements has gradually reduced its manufacture and sales of prepared opium with a result that the sales fell from 136,300 kilos in 1916 to 73,211 kilos in 1921, showing a quantity reduction of 42 per cent. over a period of five years

Compared with the figures for 1911, 1912, 1913, the consumption for 1921 shows an increase, similarly, if compared with the figures for 1919, when the recorded consumption amounted to 57,000 kilos, or with the figures for 1920, when the recorded consumption amounted to 63,000 kilos, the figures for 1921 show an increase of consumption. The year 1916, with which the comparison is made, is the one which shows the highest recorded consumption during the last eleven years. The following figures show the consumption during the last eleven years in kilos:

1910	77,741
1911	62,728
1912	67,564
1913	68,428
1914	72,842
1915	75,466
1916	140,229
1917	113,461
1918	114,700
1919	57,000
1920	63,000
1921	73,211
1922	68,254

This gives an annual average consumption for the period 1910-1920 inclusive of some 83,000 kilos and for the four years 1912 to 1915 inclusive, an average of 71,075 kilos

**Korea.**

The importation and use of opium prepared for smoking are prohibited

**Kwantung, Leased Territory of.**

It would appear that the opium sold as prepared opium is actually prepared by the retailers and there are no statistics available for prepared opium

**Macao.**

The figures available are those of 1920 and show that 20,500 kilos of prepared opium were manufactured in the Colony, of which 9,500 were exported to Chile, leaving available for internal consumption some 10,900 kilos. Of the amount 10,622 were actually consumed during the year in the Colony, whose population is 74,000. This shows the average consumption to be 147,297 milligrammes or 2,266 grams per head

**Malay States.**

*1. Federated*

The supplies of prepared opium in the year 1921 amounted to 34,070 kilos (74,953 lbs), but 958 kilos (2,108 lbs) of this consisted of damaged chandu returned at various times during the year for re-preparation, leaving a net import of 33,112 kilos (72,845 lbs). The opium is supplies by the Straits Settlements. The recorded figures of Straits Settlements consumption of prepared opium show that in the Straits Settlements the consumption of prepared opium rose from 62,801 kilos (138,163 lbs) in 1910 to 68,783 kilos (151,322 lbs) in 1920, showing a net quantity increase of 5,981 kilos (13,159 lbs). A system of registration of opium smokers does not seem to be in operation. Converted into kilos, the consumption of opium shows that there were 3,111 kilos consumed amongst a population of 1,036,000 inhabitants or 32 grammes per head

*2. Unfederated.*

The supplies of prepared opium received in the Unfederated Malay States amounted to 20,991 kilos. These supplies originated in the Straits Settlements and represent the net amount available for internal consumption for a population of 984,000 inhabitants, this is equal to an allowance of 21,332 milligrammes per head of population representing an allowance of 348 grams of prepared opium.

**Netherlands East Indies.**

The amounts of raw opium imported during the years 1920, 1921 and 1922 were as follows:

1920 . . . . .	172,932 kilos
1921 . . . . .	117,344 "
1922 . . . . .	111,380 "

The following table shows that the quantity of prepared opium manufactured during the seven years 1914 to 1920 was

1914 . . . . .	112,990 kilos
1915 . . . . .	86,133 "
1916 . . . . .	82,310 "
1917 . . . . .	105,946 "
1918 . . . . .	84,528 "
1919 . . . . .	86,489 "
1920 . . . . .	126,817 "

The figure for consumption was 2,194,729 taels (83,399 kilos) in 1921 and 1,695,601 taels (64,263 kilos) in 1922.

**Siam.**

The recorded amount of prepared opium available for internal consumption during the years 1920-1921 amounted to 70,054 kilos, which is in excess of the amount recorded as actually consumed during 1911, 1915, 1919. The number of smokers is estimated to be 200,000 in a population of 9,121,000 inhabitants, and the average consumption per smoker during the period 1920 to 1921 would appear to be 350,220 milligrammes, or 7,680 milligrammes per head for the whole population. This would be equal to an allowance of 120 grains per head.

The statistics furnished by the Siamese Government for the years 1910-1911 to 1919-1920 show that, whilst the actual quantity of prepared opium consumed in Siam cannot be given, the quantity sold annually in the interior of the country is as follows.

1910-1911 . . . . .	67,296 kilos	
1911-1912 . . . . .	70,677 "	
1912-1913 . . . . .	74,293 "	
1913-1914 . . . . .	76,421 "	
1914-1915 . . . . .	71,421 "	
1915-1916 . . . . .	68,023 "	
1916-1917 . . . . .	71,466 "	
1917-1918 . . . . .	76,693 "	
1918-1919 . . . . .	69,743 "	
1919-1920 . . . . .	71,281 "	
1921 . . . . .	51,407 "	} Sold for smoking or consumption.
1922 . . . . .	47,286 "	
1923 . . . . .	50,780 "	

**Straits Settlements.**

The manufacture, sale and distribution of prepared opium or chandu was made a Government monopoly from January 1st, 1910. The Government has made use of its monopoly since 1910 to discourage the smoking of chandu by gradually reducing the number of opium smoking-room licences, which in 1922 numbered 211 as against 503 on December 31st, 1909, and by successive increases in the price of chandu, wholesale and retail. The wholesale price was raised successively from \$3 to \$4.36 per tael in April 1910, and to \$5 in May 1912, \$6 in February 1913, to \$8 in April 1916, to \$10 in November 1916 and \$12 in October 1920.

At the beginning of 1920, an attempt was made to reduce the consumption of prepared opium by introducing a system of rationing, whereby retailers were supplied with only 90 per cent. of their former average purchases. Great dissatisfaction was caused owing to hoarding and profiteering, which were natural results of the system. The attempt was abandoned at the end of April.

The following table gives the figures for manufacture and consumption respectively:

<i>Year</i>	<i>Manufacture</i> lbs	<i>Consumed</i> lbs.
1910 . . . . .	323,633	138,163
1911 . . . . .	393,035	148,209
1912 . . . . .	414,579	141,926
1913 . . . . .	382,459	125,338
1914 . . . . .	309,065	117,688
1915 . . . . .	328,071	121,644
1916 . . . . .	353,938	121,551
1917 . . . . .	293,444	108,524
1918 . . . . .	335,038	131,255
1919 . . . . .	359,848	141,728
1920 . . . . .	370,688	151,322

During the same period the actual amount of prepared opium supplied by the Straits Settlements to Johore, Selangor, Kedah, Perlis, Langkavi, Kwantang, Brunei, Kelantan, Trengganu and Parak amounted to:

	lbs
1910 . . . . .	101,806
1911 . . . . .	264,081
1912 . . . . .	274,767
1913 . . . . .	240,005
1914 . . . . .	194,728
1915 . . . . .	216,213
1916 . . . . .	225,420
1917 . . . . .	195,078
1918 . . . . .	221,815
1919 . . . . .	228,665
1920 . . . . .	216,385

Prepared Opium Statistics.

(Weights are given in kilograms throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male populations	Number of registered smokers	Remarks
BURMA . . . . .	1920	—	—	41,924	13,000		5,405	No statistics as to quantity used, only statistics refer to Excise opium issued to retailers for ultimate preparations The figures recorded as opium sold for consumption (column 5) have been considered as representing prepared opium, though the Report of the Administration of the Excise Department does not qualify it as prepared opium
	1921			37,946				
	1922							
	1923							
BRITISH NORTH BORNEO	1920	8,435	8,435	7,729	208			Smokers not registered. * Chinese males over 14 years of age, according to 1921 census No figures available with regard to number of Chinese males over 21
	1921			4,405				
	1922							
	1923							
BRUNEI . . . . .	1920				40			† 1921 census No precise figures available The sale of prepared opium in the District of Muara is not taken into account
	1921			178				
	1922							
	1923							
CEYLON . . . . .	1920	3,818	3,818	*324	4,504			Registered consumers 10,645 Marked decrease * In addition to these figures 2,705 kgs of opium was consumed in 1920 for eating purposes and 2,437 kgs. in 1921.
	1921			307				
	1922			298				
	1923							
CHINA . . . . .	1920				436,094			No legitimate trade Amount of illicit consumption unknown
	1921							
	1922							
	1923							
MALAY STATES (FEDERATED)	1920	33,112	33,112		1,036			Export prohibited The amounts stated to be locally manufactured in 1921 and 1922 were manufactured in Singapore Smokers are not registered
	1921			32,207				
	1922			35,755				
	1923							
MALAY STATES (UNFEDERATED)	1920	20,991	20,991		984			† 1921 census No precise figures available. Export prohibited The amount stated to be locally manufactured in 1921 was actually manufactured in Singapore Decrease in Trengganu due to decrease of Chinese population.
	1921			19,557				
	1922							
	1923							
FORMOSA . . . . .	1920	65,443	65,443	66,517	3,654	Not known‡	49,036	‡ 1921 census. No precise figures available. This figure does not include Brunei, which is given above. Excess of consumption over manufacture due to stock in hand ‡ Total Chinese population at the end of 1922: 27,066.
	1921			52,838				
	1922			54,166				
	1923							
FRENCH INDIA . . . . .	1920							Number of smokers given approximately
	1921							
	1922			524				
	1923			263				

Prepared Opium Statistics (continued).

1	2	3	4	5	6	7	8	9	
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male populations	Number of registered smokers	Remarks	
FRENCH INDO-CHINA .	1920	53,616	53,616	63,000	20,000		110,000	Number of smokers presumably estimated Reduced from 136,300 kilos in 1916 No other data available. Smokers not registered	
	1921			73,211					
	1922			68,254					
HONG-KONG . . . . .	1920	10,975	10,975	9,955		About 50 % of Chinese population*		Smokers are not registered	
	1921								10,205
	1922								
INDIA . . . . .	1922			14,036	See Remarks Column			* Chinese population in april 1921 610,368 In April 1923, the Governor estimated the total Chinese population to be 705,000, but it may now be much higher	
	1923								
	1920			319,075					
KWANGTUNG . . . . .	1920			8,636	600	} 216,745†	2,808	Manufactured by retailers Quantity consumed unknown. All the smokers are Chinese.	
	1921								
	1922								
MACAO † . . . . .	1920	20,500	10,900	10,622	74	Information with regard to the Chinese male population will be found in the Annual Report for Macao, 1922, which has been despatched by the Governor of that Colony, but has not yet been received by the Secretariat	2,430	† No special year given	
	1921								
	1922								
NETHERLANDS EAST INDIES . . . . .	1920	126,817	126,817	100,665‡	49,161	See Remarks Column**		It has been assumed that each chest of raw opium yields 40 kilos of prepared opium The export is authorised and is said to have been to Chile Certain figures have been given by the Portuguese Government with the information that they are calculated on the basis of a proposed agreement between the Portuguese Government and British India As, however, no information has been received from the Portuguese or British Governments that this Agreement is in operation, these figures have not been included in this document	
	1921			83,399					
	1922			64,263					
SIAM . . . . .	1920	70,054	70,054	51,407	9,121	Figures of Chinese male population not available	200,000	§ As against an average annual consumption during the six preceding years of 92,712 kilos Number of consumers unknown ** Total number of Chinese population according to 1921 census was 876,000 Number of smokers is estimated only The figures given by the Government are figures for 1920-1921. The figures for consumption represent the amount of opium sold for smoking or consumption	
	1921			47,286					
	1922			50,780					
STRAITS SETTLEMENTS ‡	1920	170,000	72,000	68,782	881			Smokers are not registered	
	1921								
	1922			109,166					
	1923			51,600					

‡ The difference between the figures of local manufacture and the amount available for internal consumption is due to the fact that 9,600 kilos were exported from Macao  
 § Prepared opium is manufactured for the use of the Malay States, as well as for the Colony itself The Malay States obtain all their supplies from the Central Factory in Singapore In 1920 the amount provided for the Malay States was 98,000 kilos

**Part 2.**

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**QUANTITIES OF PREPARED OPIUM CONSIDERED NECESSARY  
FOR ANNUAL CONSUMPTION**

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**NOTES BY THE SECRETARIAT REGARDING THE ANNEXED  
TABLES OF ESTIMATES.**

(1) The figures which have been used in drawing up the annexed table have been supplied by the various Governments in response to enquiries made at the request of the Council.

(2) The estimates given in the annexed table are to be regarded as representing the quantities required for consumption during the years stated only:

Straits Settlements, Federated Malay States, Unfederated	
Malay States . . . . .	1923
British North Borneo . . . . .	1923
Siam . . . . .	1924
Netherlands Indies . . . . .	1922
Hong-Kong . . . . .	1923 <sup>1</sup>

In the case of Ceylon, no special year is mentioned.

(3) Chapter II, Article 6, of the International Opium Convention of 1912 provides that:

"The Contracting Powers shall take measures for the gradual and effective suppression of the manufacture of, internal trade in, and use of, prepared opium, with due regard to the varying circumstances of each country concerned unless regulations on the subject are already in existence."

(4) 100 kilograms of raw opium (Bengal opium) have been taken as the equivalent of 60 kilograms of prepared opium; in the case of Persian opium, however, the content of prepared opium is greater.

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<sup>1</sup> The Government of Hong-Kong estimated 25 chests of prepared opium per month as the legitimate requirements of the Colony for the year 1923. Owing to the increase in the Chinese population, the Government considers it necessary to calculate 30 chests per month as a reasonable maximum figure for future years.



**ESTIMATED REQUIREMENTS OF PREPARED OPIUM IN TERMS OF THEIR EQUIVALENT IN RAW OPIUM PER HEAD OF NATIVE AND CHINESE POPULATION IN COUNTRIES IN WHICH THE EFFECTIVE SUPPRESSION PROVIDED FOR IN CHAPTER II OF THE HAGUE CONVENTION HAS NOT YET BEEN BROUGHT ABOUT**

1	2	3	4	5	6	7
Country	Estimated annual requirements in terms of their equivalent in raw opium	Native population in thousands	Estimated annual requirements per head of native population, in grammes	Chinese population in thousands	Estimated annual requirements per head of Chinese population, in grammes	Remarks
	(kilos)		(grammes)		(grammes)	
STRAITS SETTLEMENTS .						
FEDERATED MALAY STATES	266,050	3,305	80 49921	1,100	241 863	
UNFEDERATED MALAY STATES	11,363	208	54 6298	26	437 038	
BRITISH NORTH BORNEO	90,000	9,120	9 8673			
SIAM . . . . .						
NETHERLANDS INDIES . .	104,089	48,992	2,1246			
CEYLON . . . . .	272	4,489	0 0605			
HONG-KONG . . . . .	39,317	(a) 705	55 768	705	55 768	(a) Chinese population

NOTE. In all cases, the native population given in column 3 is equal to the total population, less Europeans.

LEAGUE OF NATIONS

Geneva, July, 22nd, 1924

SECOND OPIUM CONFERENCE

PART I.

SUMMARY OF THE INFORMATION RECEIVED FROM THE GOVERNMENTS WITH REGARD TO THE PRODUCTION AND MANUFACTURE OF RAW OPIUM AND COCA LEAVES, OPIUM DERIVATIVES AND COCAINE, WITH STATISTICAL TABLES (YEARS 1920, 1921, 1922 AND 1923).

NOTES

To enable a comparison to be made between the total world production of raw opium, coca leaves, opium derivatives and cocaine and the estimated world requirements of these drugs, the following statistical tables have been compiled from information contained in the annual reports received by the Secretariat.

No separate digest has been considered necessary of the information received from the following countries:

ALBANIA	LUXEMBURG
AUSTRALIAN TERRITORIES	NEW ZEALAND
BELGIUM	PANAMA
DENMARK	PERSIA
FRENCH COLONIES AND MANDATED TERRITORIES	POLAND
GUATEMALA	PORTUGUESE COLONIES
HAITI	ROUMANIA
ITALY	SWEDEN
KWANTUNG	UNION OF SOUTH AFRICA
	VENEZUELA

Fuller reports have been received from:

AUSTRALIA	GREAT BRITAIN
AUSTRIA	HUNGARY
BELGIUM	INDO-CHINA
BOLIVIA	JAMAICA
BRAZIL	JAPAN
BULGARIA	LIBERIA
CANADA	NETHERLANDS EAST INDIES
CUBA	NORWAY
CURAÇAO	NYASALAND
CYPRUS	PERU
CZECHOSLOVAKIA	SIAM
ESTHONIA	SWEDEN
FINLAND	SWITZERLAND
FRANCE	TURKEY
GAMBIA	UNITED STATES OF AMERICA
GERMANY	

from which extracts have been taken.

It should be noted that the figures given for the exports from Belgium and Canada do not include export through the post as this export is forbidden.

The figures given for the exports of the following countries include export through the post.

AUSTRALIA	GREAT BRITAIN (including COLONIES)
AUSTRIA	JAPAN
GERMANY	

## EXTRACTS

### Australia.

Imports of morphine during the year 1921 amounted to 167 kilos (5,880 ounces), of which only 8 kilos (272 ounces) are shown as re-exports, leaving an available balance of 159 kilos (5,608 ounces).

Heroin was imported to the extent of 88 kilos (3,099 ounces), of which three-fourths came from the United States of America and the balance from the United Kingdom; there was no manufacture and exports did not exceed 454 grammes (1 lb)

No figures are given of either imports or exports of codein.

The total imports of cocaine for the year 1921 are given as 81 kilos (2,876 ounces), none of which was re-exported. Of this amount, 1 kilo 500 grammes were imported from the United States of America (53 ounces), 500 grammes (10 ounces) from Holland and the balance from the United Kingdom.

Dionin imports in 1921 amounted to 1 kilo 201 grammes (36 ounces), which appears to have been internally used, as no exports are recorded.

### Austria.

The recorded imports of morphia during the year 1922 amounted to 196 kilos, of which 50 kilos were re-exported, leaving available for internal consumption during 1922 146 kilos

The total imports of heroin during the same period did not exceed 4 kilos, of which 1½ kilos were re-exported, leaving 2½ kilos available for internal consumption.

No figures are given for any other opium derivative.

Imports of cocaine during the year 1922 411 kilos, of which 251 kilos were re-exported, leaving 160 kilos available for internal consumption.

### Belgium.

The annual report for the year 1923 states that there was no production of opium, but the imports amounted to 322 kilos. Of this quantity 105 kilos were exported.

14 kilos 700 grammes of laudanum were exported, of which 14 kilos were sent to the Belgian Congo.

The imports of morphine during the year 1923 amounted to 154 kilos 750 grammes, of which 153 kilos 750 grammes were hydrochlorate of morphine. 45 kilos 400 grammes of hydrochlorate of morphine have been exported.

130 kilos 994 grammes of heroin have been imported, of which 72 kilos 540 grammes were exported, leaving an amount available for internal consumption of 58 kilos 454 grammes. The imports of heroin include a consignment of 107 kilos delivered by Germany as reparations in kind in December 1923. The reason for the excess of exports over imports is that Belgium possessed a considerable stock of heroin, delivered by Germany as reparations in kind under the Treaty of Versailles

241 kilos of coca leaves and 73 kilos of cocaine were imported during the year 1923. The exports of cocaine amounted to 58 kilos.

Opium medicinal 66 kilos were imported, of which 55 kilos were exported.

The above figures do not include the goods in transit but includes the quantities delivered by Germany as reparations in kind under the Treaty of Versailles.

### Brazil.

The information sent by the Government of Brazil shows the quantities of drugs which entered the Customs warehouses and were registered in the Public Health National Department from September to December 1923 only. Owing to the statistics covering so short a period, they have not been incorporated in the table which follows, and as there is nothing to show that they represent average quarterly amounts, no annual statistics have been based on them.

The figures are.

Raw opium . . . . .	728 kilos	600 grammes
Liquid extract of opium . . . . .	63 »	700 »
Solid extract of opium . . . . .	56 »	200 »
Salts of morphine . . . . .	81 »	750 »
Heroin chlorhydrate . . . . .	26 »	840 »
Dionin . . . . .	21 »	380 »
Cocaine chlorhydrate . . . . .	145 »	480 »
Novocaine . . . . .	6 »	190 »
Estovaine . . . . .	4 »	600 »
Codein and its salts . . . . .	79 »	700 »
Chlorhydrate eucaine . . . . .		200 »
Narcein . . . . .		20 »
Anesthesin . . . . .	1 kilo	

**Bulgaria.**

The annual report for the year 1923 states that the following quantities of drugs were imported and consumed

Drugs	Imports	Consumption
Opium . . . . .	37 kgs	175 kgs
Morphine. . . . .	10 "	12 "
Codeine . . . . .	17 "	42 "
Heroin . . . . .	1 " 500 grammes	1 " 500 grammes
Dionin . . . . .	1 " 500 "	8 "
Coca leaves . . . . .	95 "	306 "
Cocaine. . . . .	8 "	12 "
Morphine preparations . . . . .	715 "	1 " 400

**Canada.**

Morphine imports during the calendar year 1922 amounted to 263 kilos (9,269 ounces 219 grains); these figures cover the total amount for which imports licences were issued up to December 31st, and would therefore include a certain amount in transit. The above quantity includes the amount of morphine and salts of morphine contained in preparations or admixtures imported into Canada.

The export amounted to 843 grammes (12,655 grains), of which 715 grammes (10,735 grains) were destined for Newfoundland.

No morphine or heroin is manufactured in Canada.

85 kilos (2,308 ounces 260 grains, plus 18 ounces 432 grains contained in 1,134 one-pound bottles of Smith's Glykeron) of heroin were imported. The exports of heroin were negligible.

Imports of cocaine amounted to 93 kilos (3,265 ounces), plus 23 kilos (50 pounds) of coca leaves. Exports, 414 grammes (6,217 grains) chiefly for Newfoundland. The coca plant is not grown in Canada, and no cocaine is refined or manufactured.

It is stated that large quantities of all the above drugs are smuggled into the country for illicit purposes. However, the amount of narcotics imported into Canada through the regular channel has been greatly reduced from the amount imported prior to the establishment of the licensing system in the latter part of the year 1919.

No imports or exports of dionin are recorded.

During the year 1923, opium was not produced but was imported from the United Kingdom to the amount of 380 kilos (835 pounds) of raw opium and 68 kilos (149 pounds) of powdered opium. Of this amount, 68 kilos (150 pounds) have been used for the preparation of medicinal opium and 318 kilos (700 pounds) for the manufacture of other medicinal preparations.

There was no export of raw opium, whilst 910 grammes (2 pounds) of powdered opium and 4 kilos (9 pounds) of tincture of opium were exported.

The import, export, manufacture and use of prepared opium is absolutely prohibited in Canada, and addiction exists among the Chinese population only.

Morphine imports during the year 1923 amounted to 177 kilos (6,238 ounces), including a certain amount in transit.

There is no manufacture of morphine, heroin or codeine.

The exports of morphine were negligible.

Imports of heroin amounted to 50 kilos (1,767 ounces), of which a very small quantity was exported.

Imports of medicinal opium: 68 kilos (149 pounds), of which a negligible quantity was exported to Newfoundland.

Cocaine 48 kilos (1,688 ounces) were imported, of which a negligible quantity was exported (277 grammes).

The amount of codein imported was 151 kilos (5,329 ounces), of which 150 grammes were exported.

21 kilos of dionine (722 ounces) were imported throughout the year.

**Cuba.**

The Cuban Government has sent a list showing that small quantities of drugs have been imported between January 1st and November 30th, 1923, the principal items in the list are reproduced in the attached tables.

**Curacao.**

There were no imports or exports of raw opium during 1922. The import and export certificate system is in preparation now and a new regulation dealing with it will soon be framed. There is no use of prepared opium for smoking.

The quantities of drugs used for medicinal purposes are negligible.

Coca leaf is not grown.

**Czechoslovakia.**

The annual report for the year 1923 states that:

Raw opium is neither produced nor imported.

216 kilos of morphine have been imported, but there is no manufacture or export.

The amount of heroin imported was 7 kilos; heroin was not manufactured or exported

Imports of medicinal opium. 495 kilos, medicinal opium not being manufactured or exported.

Coca leaf is not grown and cocaine is not manufactured. The cocaine imported amounted to 94 kilos, none of which was re-exported.

Other drugs to which the Convention applies.

The following drugs have not been manufactured but only imported:

Papaverine . . . . .	44 kilos	200 grammes
Tinct opii simpl. . . . .	50 "	
Novocain. . . . .	5 "	320 "
Eucain. . . . .		200 "
Scopolamine. . . . .	2 "	
Codein . . . . .	248 "	748 "

All these drugs have not been exported and have been used for medicinal purposes.

**Estonia.**

There is no production of raw opium. Addiction is unknown.

During the year 1923, 113 kilos of opium have been imported as against 53 kilos in 1922; in 1921, 89.5 kilos have been used for medical purposes. No export of opium.

Imports of morphine 26.5 kilos in 1923 as against 21 kilos in 1922 and 14.7 kilos (the most part being salts of morphine) in 1921. No manufacture of morphine, and export is unknown.

Imports of heroin during the year 1923, 1 kilo as against 900 grammes in 1922. No records or statistics for heroin in 1921.

Imports of cocaine during the year 1923 31 kilos as against 25 kilos in 1922 (of which 1 kilo 600 grammes have been exported). In 1921, 9 kilos of cocaine have been sold by pharmacists.

In 1922, 2 kilos 200 grammes of diomin have been imported.

Imports of pantopon during the year 1922: 2 kilos 400 grammes, whilst 2 kilos 300 grammes have been sold by pharmacists in 1921.

**Finland.**

No new regulation or decree has been promulgated during 1923. As the traffic in narcotics has at all times been strictly controlled, and as the illicit consumption of dangerous drugs has always been negligible, the introduction of the import and export certificate system (as from January 1st, 1923) has created no difficulty. There is no production of opium. The quantity imported for medical use amounted to 150 kilos, none of which was re-exported.

Imports of morphine . . . . .	148 kilos	350 grammes
» » heroin . . . . .	40 "	100 "
» » med. opium. . . . .	275 "	
» » cocain . . . . .	42 "	750 "

**France.**

Whilst no figures are given showing the amount of morphine manufactured in the country, the total recorded export during the years 1920 up to 1923 inclusive are considerably in excess of the recorded imports, some 15,112 kilos having been exported during the period in question as against a total recorded import of 6,978 kilos.

**Germany.**

The actual report on the traffic in narcotics for the year 1921 states that.

The manufacture of morphia in Germany amounted during the year to 8,620 kilos, which, added to the amount imported, i.e. 128 kilos, gives a gross amount of imports plus manufacture amounting to 8,748 kilos. Of these, 2,257 kilos were exported and 4,048 kilos were converted into heroin. The amount remaining available for internal consumption was 2,443 kilos.

Heroin was manufactured to the extent of 1,140 kilos during the year 1922, no figures for imports of heroin are given. Exports are recorded as 907 kilos. There remained available for internal consumption 233 kilos after deduction of exports.

The codein manufactured is recorded as amounting to 3,000 kilos, but this amount included diomin and other drugs which are not specially legislated for. The amount exported is not shown. During the year 51 kilos of cocain were exported. The manufacture amounted to 6,302 kilos. Exports were 1,062 kilos.

**Great Britain.**

The manufacture of morphine and salts of morphine during the year 1922 amounted to 8,959 kilos (315,342 ounces) as against 4,199 kilos (147,790 ounces) during the preceding year. Of this amount 5,236 kilos (184,314 ounces) were used in the manufacture of heroin, codein, other alkaloids or derivatives of opium and morphine, and medicinal preparations. This figure includes 4,171 kilos (146,806 ounces) of morphine for the manufacture of codein, compared with 910 kilos (32,056 ounces) during the preceding year. The amount of codein manufactured therefrom is not shown.

70,802 kilos of opium (155,766 pounds) from various sources were used during the year in the manufacture of alkaloids of opium.

Exports amounted to 21,992 kilos (48,383 pounds), total imports to 64,219 kilos (141,281 pounds).

In the manufacture of heroin 745 kilos (26,204 ounces) of morphine and salts of morphine were used, from which 19 kilos (681 ounces) of heroin and 880 kilos (30,992 ounces) of salts of heroin were manufactured, or a combined total of 899 kilos (31,673 ounces).

The amount of heroin and salts of heroin manufactured rose from 351 kilos (12,385 ounces) in 1921 to 899 kilos (31,673 ounces) in 1922. Exports rose from 42 kilos (1,504 ounces) in 1921 to 738 kilos (25,972 ounces) in 1922.

The only cocaine imported was refined cocaine or its salts. The total amount imported during the year 1922 was 210 kilos 500 grammes (7,412 ounces) of refined cocaine. The amount imported contained in preparations, admixtures, etc., amounted to 1 kilo 789 grammes (63 ounces).

The following figures, which are provisional and subject to possible revision, relative to the manufacture of morphine and heroin show that, during the year 1923, there was manufactured some 7,412 kilos (260,902 ounces) of morphine, of which some 262 kilos (9,215 ounces) were converted into heroin, whilst 4,465 kilos (157,181 ounces) were converted into codein and other alkaloids, leaving a total of 2,685 kilos (94,506 ounces) for use as morphine.

The quantity of heroin manufactured during the year 1923 amounted to 329 kilos (11,567 ounces) as against 899 kilos (31,673 ounces) in 1922. The figures relative to the amount of heroin manufactured in 1923 are also to be taken as provisional.

**Hungary.**

No opium, morphine, or other alkaloids of opium were produced or manufactured during the years 1922 and 1923. Attempts had been made to manufacture these products in the years preceding 1914, but they had not been successful.

**Japan and Territories.**

The figures for import of morphine show a considerable falling-off. The recorded imports for 1922 show a total import for Japan, amounting to 311 kilos as against 5,926 kilos in 1921. The manufacture shows a decrease of more than 50 per cent as compared with the preceding year, the figure being 2,126 kilos in 1922 as compared with 5,043 in the preceding year. The largest difference, however, is seen between the totals for imports plus manufacture, the figures recorded show 2,437 kilos for 1922 as against 10,970 kilos for 1921.

The import and manufacture of heroin have decreased. The total of imports plus manufacture was 1,033 in 1922 as against 3,937 kilos in 1921, the total of exports was 40 kilos in 1922 as against 4 kilos in 1921.

No figures of manufacture of codein are given. The manufacture in 1921 was 30 kilos.

The figures for imports of cocaine show a marked decrease. 195 kilos were imported in 1922 as against 2,063 in the preceding year. Production shows an increase of 1,356 kilos, 3,680 kilos were manufactured in 1922 as against 2,324 in 1921. The total recorded exports for 1922 amount to 10 kilos. 1,014 kilos of crude cocaine were imported from Peru. 10 kilos of cocaine hydrochlorate were licensed to be exported for China and 56 kilos for Japanese colonies.

**Liberia.**

The reports sent by the Liberian Government for the years 1922 and 1923 state that there is no traffic in drugs in Liberia.

There might be a small quantity introduced in among the medicine imported into the country, but as no separate account of the import of narcotic drugs is kept by the Customs, all medicine being included under one heading, it is impossible to indicate the quantity imported.

**Norway.**

The Government of Norway has sent information concerning imports, consumption and stocks of drugs for the year 1923. The figures for imports have been incorporated in the attached tables. The figures in kilos are as follows.

Drugs	Imports	Consumption	Stock (Jan 1st, 1924)
Medicinal opium . . . . .	376 kilos	357 kilos	797 kilos
Heroin . . . . .	360 grms.	200 grms.	2 " 600 grms.
Salts of heroin . . . . .	630 "	150 "	5 "
Salts of morphine . . . . .	48 kilos	48 kilos	90 " 500 "
Salts of cocaine . . . . .	14 "	13 "	32 " 300 "

**Switzerland.**

Some 2,500 kilos of morphine were manufactured during the year 1922 as against 450 kilos in 1920

The total amount of heroin manufactured in 1921 was 774 kilos as against 143 kilos in 1920. The amount of alkaloids not specially enumerated, manufactured during 1921 was about 200 kilos. This figure is reached by taking the quantity of opium used in manufacture (as against 260 kilos in 1920).

During the year 1921, 881 kilos of cocaine were imported, 732 kilos were manufactured as against 321 in 1920. No exports or re-exports are recorded. The amount given as actually consumed in 1921 is 255 kilos

**Turkey.**

The Turkish Government has sent the following information relative to the years 1910, 1911 and 1912. Statistics for the last years are not available. There are no imports of opium.

Exports	1910 . . . . .	309,305 kilos.
	1911 . . . . .	306,129 "
	1912 . . . . .	692,465 "

The quantity used for internal consumption is unknown.

**United States of America.**

The amount of cocaine manufactured during the year 1922 shows a decrease as compared with the preceding year 656 kilos (58,000 ounces) were manufactured in 1922 against 2,311 kilos (81,000 ounces) in 1921. The total of imports plus manufacture shows a decrease for the year 1922 of 528 kilos (19,000 ounces) as compared with 1921

The imports of morphine rose from 9 kilos (317 ounces) in 1921 to 60 kilos (2,124 ounces) in 1922, but the manufacture fell from 9,121 kilos (321,715 ounces) in 1921 to 5,207 kilos (183,671 ounces) in 1922. Exports remained stationary at about 78 kilos (2,500 ounces)

Heroin shows, under the heading imports plus manufacture, an increase over the preceding year. The total for 1922 was 519 kilos (18,300 ounces) against 472 kilos (16,600 ounces) in 1921. Exports amounted to 32 kilos (1,100 ounces) and the amount remaining available for internal consumption was about the same as for the preceding year, i.e. 487 kilos (17,000 ounces)

The actual amount manufactured during the year was 510 kilos (18,000 ounces)

The amount of diionn manufactured was 122 kilos (4,300 ounces) as against 156 kilos (5,500 ounces) during the preceding year. Exports were practically negligible

Under the heading of opium alkaloids and their derivatives not specially enumerated, there is a decrease of 175 kilos (6,000 ounces). The amounts for the years 1921 and 1922 were 295 kilos (10,422 ounces) and 121 kilos (4,256 ounces) respectively. Exports remained stationary and are an almost negligible figure. The decrease is evenly divided between import and manufacture, which shows a reduction of some 50%. There was an increase of importation and manufacture of codein during the year. The manufacture rose from 2,679 kilos (94,507 ounces) in 1921 to 3,045 kilos (107,408 ounces) in 1922.

Exports were inconsiderable, amounting to 76 kilos (2,665 ounces) in 1922 or some 32 kilos more than the preceding year

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NOTES ABSTRACTED FROM REPORTS RECEIVED BY THE SECRETARIAT  
CONCERNING THE COCA LEAF, CRUDE COCAINE, ETC.

**Bolivia.**

According to information received from the Government of Bolivia, it is difficult to estimate accurately the area cultivated with the coca plant in Bolivia, but probably not less than 12,000 hectares are under cultivation in the tropical parts of the country. It is calculated that the total production of Bolivia does not exceed 5,000 metric tons per annum

With regard to the amount of leaves exported, the following figures are given (weights in kilos).

1921 . . . . .	373,420
1922 . . . . .	315,053

In their crude form, that is, without being subject to any treatment, the coca leaves constitute part of the daily diet of the majority of Bolivian Indians. Cocaine is not manufactured in the country. The amount of alkaloids imported is negligible, viz. 260 grammes in 1922.

**Ceylon.**

Small areas maintained in Ceylon planted with coca for experimental and botanical purposes.

**Formosa.**

Coca is cultivated in Formosa, but there is no manufacture of cocaine.

**Netherlands East Indies.**

The area in which coca is grown in Java is about 1,400 hectares. The quantity of coca leaf exported in 1922 amounted to 1,283,503 kilos.  
No cocaine was manufactured

**Peru.**

The following information has been received concerning the production and export of coca leaves for 1920, 1921 and 1922

The quantities of coca leaves exported from Peru amounted to 453,067 kilos in 1920 compared with 87,849 kilos in 1921 and 124,357 kilos in 1922, whilst the export of raw cocaine, which amounted to 1,637 kilos in 1920, fell to 157 kilos in 1921 and rose again to 862 kilos in 1922

Coca leaves were exported principally to the United States of America, Great Britain and Iquique, whilst the raw cocaine was principally exported to the United States of America and Japan. No statistics are kept in Peru concerning the production of coca leaves, but the total production was estimated by von Schutz in 1880 and 1883 to amount to 10,000,000 kilos. Almost the entire quantity produced is consumed in the country by the native population.

The Peruvian coca leaves are estimated to yield 1 per cent of raw cocaine whilst the Huanaco raw cocaine yields 90 per cent pure cocaine as compared with the Truxilli raw cocaine which yields 85 per cent. Cocaine salts are not manufactured in the country.

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**I. RAW OPIUM STATISTICS.**  
(Weight given in kilos and grammes throughout.)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports) <sup>1</sup>	Available for internal consumption of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks
		kg gr		kg gr	kg gr	kg gr	kg gr	kg gr	kg gr		
ABYSSINIA . . .											
AFGHANISTAN											
ALBANIA. . . . .											
ARGENTINE . . .	1920										
	1921	158 500		158 500						8,698	
	1922	155 100		155 100							
	1923	230 650		230 650							
AUSTRALIA . . .											
AUSTRIA . . . . .											
BELGIUM. . . . .	1920										
	1921										
	1922	421 000	France	421 000		421 000	802 000			7,684	Statistics given for December Quarter 1921 imports 346 kilos, exports 138 kilos. Given in Belgian statistics as "Opium"
	1923	57 000	Turkey	322 000			105 000				
		260 000	Greece								
BOLIVIA . . . . .											
BRAZIL . . . . .											
BRITISH NORTH BORNEO . . . . .	1920	12,364 000	India								
	1921	4,772 000	Persia	17,136 000			17,136 000	17,136 000		208	
	1922	4,364 000	India								
	1923	1,591 000	Persia	5,955 000	nil	5,955 000	nil	5,995 000	nil	208	
BULGARIA . . . . .	1920										
	1921									4,337	
	1922										
	1923	37 000		37 000							
BURMA . . . . .	1920									13,000	Figures included in India's statistics 39,709 kilos sold in 1920
	1921										
	1922										
	1923										

<sup>1</sup> The word re-exports refers to the exported goods which has already been declared as imports.

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks
		kg gr		kg gr	kg gr	kg. gr	kg. gr	kg gr	kg gr		
CANADA . . . .	1920 1921 1922 1923										
		380 000	United Kingdom	380 000					318 000		
CEYLON . . . .	1920 1921 1922 1923										
		5,115 000 3,268 000	India India	5,115 000 3,268 000	nil	5,115 000 3,268 000	nil	5,115 000 3,268 000	nil	4,504	Including 25 kilos of seized opium — 340 kilos raw opium stated to have been used in the manufacture of prepared opium
CHILE . . . .											
CHINA . . . .										436,094	No legal imports, production and exports. Total illicit production unknown
COLOMBIA . . . .											
COSTA RICA . . . .											
CUBA . . . .											
CZECHOSLOVAKIA											
DANZIG	1920 1921 1922 1923										
		175 673		175 673						340	Given as "opium" in the report. No indication can be given relative to imports and exports between Danzig and Poland.
DENMARK . . . .	1920 1921 1922 1923										
		122	Turkey	122	nil	122				3 289	Exports prohibited
DOMINICAN REPUBL											
ECUADOR											
EGYPT . . . .											No request for information has been despatched to the Egyptian Government

I. RAW OPIUM STATISTICS (continued).

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks	
		kg gr		kg gr	kg gr.	kg gr	kg gr	kg gr	kg gr			
ESTHONIA . . .	1920										1 750	Addiction is unknown.
	1921				nil		nil					
	1922 1923											
FINLAND . . . . .	1920										3 364	
	1921											
	1922 1923	150 000										
FORMOSA . . . . .	1920	8,189 000	Hong Kong								3 654	Calculated from morphia production figures. Of this quantity a certain amount was converted into 53 kilos of prepared opium and 4 791 kilos of morphine
		8,776 000	India									
		21,945 000	Persia									
		31,111 000	England									
		88,760 000	U S A		158,781 000	84 000	158,865 000	158 865 000	36 445 000			
	1921	7,991 000	Great Britain	40,092 000								
	1922	3,636 000	U S A									
		15,907 000	Persia									
		9,867 000	British India									
		2,691 000	Hong Kong									
	4,292 000	U S A		67,803 000	nil	67,803 000	nil	67 803 000	nil			
FRANCE . . . . .	1920	900 000	Great Britain								39 402	
		1,600 000	Greece									
		6,800 000	Turkey									
		200 000	Others	9,500 000				2 200 000				
	1921	300 000	Denmark									
		400 000	Great Britain									
		3,000 000	Greece									
		3,400 000	Turkey	7,100 000				1 700 000	2 400 000			
	1922											
	1923	500 000	Great Britain									
	1,100 000	Germany										
	300 000	Italy										
	1,000 000	Yugoslavia										
	1,300 000	Greece										
	5,100 000	Turkey										
	300 000	India										
	200 000	Other Asiatic countries		9,800 000				2 000 000				

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12										
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks										
		kg gr		kg gr.	kg gr	kg. gr	kg gr	kg gr	kg gr												
GERMANY . . . .	1920	59,882 000	Asiatic European Turkey	59,882 000	nil	59,882 000			86 200 000	59 857	Estimated from quantity of morphine, heroin etc manufactured										
	1921																				
GREAT BRITAIN .	1922	18,293 000 7,498 000 646 000 61,643 000 1,365 000 906 000 1 000 304 000	Turkey Greece Persia Turkey Persia India	26,437 000	nil	26,437 000	7 124 000	19 313 000	29 749 000		Kind unknown										
	1921																				
	1922																				
	1923																				
GREECE .	1920	2,443 000 7,097 000 176 000		2,443 000 7,097 000 176 000			1 870 000 100 000 nil			2 908	Product stated to be decreasing										
	1921																				
	1922																				
	1923																				
GUATEMALA																					
HAITI																					
HEDJAZ .											No request for information has been despatched to the Government of Hedjaz										
HONDURAS .																					
HONG KONG . . .	1920	65,527 000 6,788 000 31,060 000	India Turkey Persia				a) 121 000 b) 41 891 000 c) 44 818 000					a) To Great Britain b) To Macho c) To Japan									
													1921	103,375 000 13,481 000 26,297 000	Persia India	103,375 000	103,375 000	d) 83 830 000 e) 13 481 000 f) 19 647 000	16 545 000	660	d) To Formosa e) To Macao

I. RAW OPIUM STATISTICS (continued).

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Import plus production	Exports (including re-exports)	Available for internal consumption of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks
		kg gr.		kg gr	kg gr	kg gr	kg gr	kg gr.	kg gr		
HUNGARY . . .											946 chests in transhipment
ICELAND. . . .											
INDIA . . .	1920 1921 1922 1923				549,818 000	549,818 000	669 582 000 a)		b) 4 481 000	319 075	a) Balance of reserve Stock not stated b) Estimated from quantity of morphia manufact Excess of exp over prod due to balance of stock in hand at beginning of year
INDO-CHINA . . . .	1920 1921 1922 1923	1,048 000 117,200 000 335,630 000	China India	118,248 000 335,630 000	6,000 000 4,700 000 (Average for 10 years)	124,248 000 340,330 000		124 248 000 340 330 000		20 000 " "	The production of opium is stated to be insignificant and amount produced is bought by the Government. Provenance not stated Quantity in excess of previous import Production is the average for 10 years Prod stated to be decreasing
ITALY . . . .	1920 1921 1922 1923	305 000					nil		nil		Given in Italian statistics as "opium".
JAPAN . . . . . (including Territories)	1920 1921 1922 1923	3,551 000 4,276 000 3,074 000 1,091 000 40,126 000 23,235 000 3,637 000 7,590 000 4,292 000	New York Constantinople Marseilles Formosa Turkey (European Asiatic) Persia India England U S A	11,992 000 78,880 000	4,898 000 5,305 000	16,890 000 84,185 000		16 890 000 84 185 000	15 722 000 19 551 000	77 005 "	Imp are all in Turk. opium Export of opium is prohib  11 949 kilos of raw opium stated to have been used in manufacture of prepared opium in Kwangtung
CHOSŒN (KOREA) .	1920 1921 1922 1923	nil		nil	155 000 2,721 000 1,659 000	155 000 1,659 000	nil	155 000 1 659 000	1 409 000 1 393 000	17 264 " "	No information is given as to imports of opium.

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks
KWANTUNG . . . .	1920	kg. gr		kg gr	kg gr	kg gr	kg gr	kg gr	kg gr		
	1921	8,100 000	Persia	8,100 000		8,100 000		8,100 000		667	As against 3,580 kilos in 1912 14,517 kilos sold to retailers for the consumption of addicts 11,949 kilos of raw opium stated to have been used in manufacture of prepared opium.
	1922	14,545 000	Turkey						nil	"	
1923	1,200 000	Persia	1,200 000	nil	1,200 000	nil	1 200 000	nil	"		
LATVIA . . . . .											
LIBERIA . . . . .											
LICHTENSTEIN . . . .											
LITHUANIA . . . . .											
LUXEMBURG . . . . .											
MACAO . . . . .	1920	40,320 000	India via Hong-Kong	40,320 000		40,320 000		40,320 000		74	Statistics in chests, which have been taken as at 70 kilos per chest.
	1921										
	1922										
	1923										
MEXICO . . . . .											
MONACO . . . . .											
NETHERLANDS . . . . .											
NETHERLANDS EAST INDIES . . . . .	1920	172,932 000	India	172,932 000		172,932 000		172,930 000		49,161	
	1921	117,344 000	India	117,344 000						"	
	1922	111,155 000	India							"	
	1923	225 000	Smyrna	111,380 000	nil	111,380 000		111,380 000	nil	"	
NEW ZEALAND . . . . .											
NICARAGUA . . . . .											
NORWAY . . . . .											
PANAMA . . . . .											
PARAGUAY . . . . .											

**I. RAW OPIUM STATISTICS (continued)**  
(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks
		kg gr		kg gr	kg gr	kg gr	kg. gr	kg gr	kg gr.		
PERSIA . . . . .	1920	130 000		130 000	290,089 000	290,219 000	166,892 000	123,327 000		10,000	Persia used an average of 37,347 kilos per annum, equal to a <i>per capita</i> consumption of 3.7 grammes
	1921	436 000		436 000	174,660 000	175,096 000	116,834 000	58,262 000			
	1922	6,871 000		6,871 000	528,241 000	535,112 000	301,864 000	233,248 000			
	1923										
PERU . . . . .											
POLAND . . . . .											
PORTUGAL . . . . .											
ROUMANIA . . . . .											
RUSSIA . . . . .											
SALVADOR . . . . .											
SERBS, CROATS AND SLOVENES, KINGDOM OF . . . . .											
SIAM . . . . .	1920									9,121	The figures supplied by the Government cover the second half of 1920 and the first half of 1921. The production is but estimated and corresponds to the 1917 figures.
	1921	120,700 000	India								
	1922	7,321 000	China (Yunan)	128,021 000	4,500 000	132,521 000		132,521 000			
	1923	113,600 000	India	113,600 000		113,600 000		113,600 000			
SPAIN . . . . .											
STRAITS SETTLEMENTS	1920									881	220,432 kilos of raw opium stated to have been transhipped at Singapore, Siam, French Indo-China and British North Borneo.
	1921	218,909 000	India								
	1922	3,491 000	Persia	222,400 000		222,400 000	7,224 000	215,176 000			
	1923	127,159 000	India	127,159 000	nil	127,159 000	13,950 000	113,209 000			

(Weight given in kilos and grammes throughout )

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of alkaloids	Used in manufacture of morphine, heroin, etc	Population in thousands	Remarks
		kg gr		kg gr	kg gr	kg gr	kg gr	kg gr.	kg gr		
SWEDEN . . .	1920										
	1921										
	1922	712 000	Turkish	712 000	nil	712 000				5,954	
	1923	460 000	Turkish	460 000	nil	460 000					
SWITZERLAND . . .											
TURKEY . . .											
UNION OF SOUTH AFRICA . . .	1921										
	1922	246 000	Turkey								
		21 000	Persia								
	1923	585 000	Not defined	852 000	nil	852 000	Negligible	852 000	Part, not av	6,928	
	49 000	Turkey									
	1 000	Persia									
	287 000	Not defined		337 000	nil	337 000	Negligible				
UNITED STATES OF AMERICA . . .	1920										
	1921										
	1922	27 000	France								
		11,016 000	Greece								
	22,810 000	Europ Turkey									
	16,809 000	England									
	10,609 000	Asiatic Turkey		61,271 000		61,271 000	577 000	60,694 000	62,175 000	110 000	
URUGUAY . . .	1923										
VENEZUELA . . .											





(Weight given in kilos and grammes throughout.)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total imports	Locally manufactured	Import plus manufacture	Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	Remarks
		kg		kg	kg.	kg	kg.	kg	kg		
CANADA . . .	1920										
	1921										
	1922	109	United Kingdom	109	.		nil			8,786	
	1923	68		68			5				
CEYLON . . .	1920										
	1921	8	England	8		8		8		4,504	
	1922										
	1923										
CHILE . . .											
CHINA . . .	1920	13	Hong-Kong								
	1921	40	Great Britain	53				53		436,094	
	1922										
	1923										
COLOMBIA . . .											
COSTA-RICA . . .											
CUBA . . . . .	1923	19		19						2,899	
CZECHOSLOVAKIA . . .	1920										
	1921										
	1922										
	1923	87	England	495	nil	495	nil			13,595	
		55	Italy								
		50	Germany								
		278	Austria								
		25	Greece								
DANZIG . . . . .											
DENMARK . . . . .											
DOMINICAN REPUBLIC . . . . .											
ECUADOR . . . . .											
EGYPT . . . . .											No request for information has been despatched to the Egyptian Government.

## II. MEDICINAL OPIUM STATISTICS (continued).

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	Remarks	
ESTHONIA	1920	kg.		kg	kg	kg		kg	kg.			
	1921											
	1922	53		53			Negligible			1,750	89.5 kilos med opium have been used for medical purpose a) Opium taken to be "Medicinal Opium", as all former statistics deal solely with medicinal opium. Export not registered	
	1923	(a) 113										
FINLAND . . .	1920											
	1921											
	1922											
	1923	275								3,364		
FORMOSA . .	1920											
	1921											
	1922								26	3,654		
	1923											
FRANCE . . . .												
FRENCH COLONIES <sup>1</sup> .	1920											
	1921											
	1922	38		38						45,240		
	1923											
FRENCH INDO-CHINA .	1920											
	1921											
	1922									20,000	Quantities . nil.	
	1923											
GERMANY . . . .	1920											
	1921	nil		nil								
	1922						396		2,960	59,857		
	1923											
GREAT BRITAIN	1920											
	1921											
	1922	nil		nil								
	1923											
GREECE . . . . .	1920											
	1921											
	1922											
	1923	nil		nil	2,052	2,052	1,651	201	(a) 257	(a) 46,967	(a) Total of sales. Figures admittedly approximative.	

<sup>1</sup> French West Africa, Equatorial Africa, Madagascar, Reunion, Senegal, Somaliland, Indo-China, French India, New Caledonia, French Establishments in Oceania, Islands of St. Pierre and Miquelon, Guadeloupe.

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	Remarks
GUATEMALA		kg		kg	kg	kg	kg	kg	kg		
HAITI . . . .	1920 1921 1922 1923	II		II	nil	II	nil	II		2,500	Figures admittedly approximative
HEDJAZ . . . .											No request for information has been despatched to the Government of Hedjaz.
HONDURAS . . . . .											
HONG-KONG	1920 1921 1922 1923				182	182		182	376	625	For sale to local chemists
HUNGARY . . . . .											
ICELAND											
INDIA . . . . .	1920 1921 1922 1923									319,075	Medicinal opium is regulated as "opium"
ITALY											
JAPAN AND TERRITORIES	1920 1921 1922 1923	720 45 (a) nil	England Germany	765 nil	1,338 343	2,103 343		2,103	472 452	77,005 77,005	Exports under 1 kilo (a) 810 kilos of "pulvis doveri" were imported from Germany
CROSEN	1920 1921 1922 1923	14 13	Japan proper Japan proper	14 13	8	14 21	nil	14 21	6	17,264 17,264 17,264	No manufacture Supplies received from Japan proper Sales amounted to 12 kilos Calculated on the basis of 10% morphia content
KWANGTUNG . . . . .	1920 1921 1922 1923	20 5 5	Japan proper Japan proper	20 5 5	nil	20 5 5	nil	20 5 5		600 600 667	

**II. MEDICINAL OPIUM STATISTICS (continued).**

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	Remarks
LATVIA . . . .		kg		kg.	kg	kg	kg	kg	kg.		
LIBERIA . . . .											
LICHTENSTEIN . . . .											
LITHUANIA . . . .											
LUXEMBURG . . . .											
MACAO . . . .											
MONACO . . . .											
MEXICO . . . .											
NETHERLANDS . . . .											
NETHERLANDS EAST	1920										
INDIES . . . .	1921	622	Netherlands	651						49,161	Negligible no statistics
		3	Germany							49,161	
		4	France								
		31	England								
		1	Switzerland								
	1922	112		112	nil	112	nil	112		49,161	
	1923										
NEW ZEALAND . . . .	1920										
	1921										
	1922	1	United Kingdom	1	nil	1	nil	1		1,218	Goods in transit not included
	1923										
NICARAGUA . . . .	1920										
	1921	87		87						639	Including all kinds of opium extracts and preparation
	1922	177		177							
	1923	339		339							

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total imports	Locally manufactured	Imports plus manufacture	Exports (includ re-exports)	Available for internal consumption	Actually consumed	Population in thousands	Remarks
NORWAY	1920	kg		kg	kg	kg		kg	kg		
	1921										
	1922	26	Germany								
		59	Sweden								
		21	Denmark								
	1923	18	England	124			22	nil		2,649	
		46	Germany								
		17	Denmark								
		18	Sweden								
		50	Persia								
	111	Greece									
	135	Asia Minor	377						357		
PANAMA . . . . .											
PARAGUAY											
PERSIA . . . . .											
PERU											
POLAND	1920										
	1921										
	1922	1,230		1,230	nil	1,230	nil	1,230	(a) 3,800	26,886	(a) Figure admittedly approximative
	1923										
PORTUGAL											
PORTUGUESE INDIA	1920										
	1921										
	1922	1		1		1				515	
	1923										
ROUMANIA	1920										
	1921										
	1922	1,076		1,076						17,393	Calculated on the basis of 10% morphia content
	1923										
SALVADOR											
SERBS, CROATS AND SLOVENES, KINGDOM OF											

**II. MEDICINAL OPIUM STATISTICS (concluded).**  
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	6	8	9	10	11	12
Countries	Year	Imports	From	Total imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	Remarks
SIAM . . . . .	1920 1921 1922 1923	kg  52		kg  52	kg	kg	kg	kg	kg	9,121 9,121	Movem. controll. quantt import neglig The figures given are for 1920-1921 Figures for 1922-23
SPAIN . . . . .											
SWEDEN . . . . .	1920 1921 1922 1923	200		200	nil	200				5,954	
SWITZERLAND . . . . .											
TURKEY . . . . .											
UNION OF SOUTH AFRICA											
UNITED STATES OF AMERICA											
URUGUAY . . . . .											
VENEZUELA . . . . .											

(Weight given in kilos and grammes throughout.)

1	2	3		4		5		6		7		8		9	10
Countries	Year	Imports		Manufacture		Imports plus manufacture		Used in manufacture of heroin and other alkaloids		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
ABYSSINIA . . . . .															
AFGHANISTAN . . . . .															
ALBANIA . . . . .															
ARGENTINE . . . . .	1920													8,698	
	1921	100	285												
	1922	70	830												
	1923	60	445												
AUSTRALIA . . . . .	1920													5,426	
	1921	166	698	nil		166	698			7	852	158	846		
	1922														
	1923														
AUSTRALIAN TERRITORIES (Dependencies)	1920													Unknown	
	1921														
	1922	1	000									1	000		
	1923														
AUSTRIA . . . . .	1920													6,131	The figures given are for 1921-1922
	1921														
	1922	196	000			196	000			50	000	146	000		
	1923														
BELGIUM . . . . .	1920													7,684	Statistics for December quarter
	1921													"	1921 Imports 55 kilos,
	1922	195	000							53	000			"	manufacture not stated, no
	1923	154	750							45	400			"	other data available.
BOLIVIA . . . . .															
BRAZIL . . . . .	1920													30,645	
	1921	27	000											"	
	1922	46	000												
	1923														
BRITISH CROWN COLONIES <sup>1</sup>	1920					2	438					2	438	35,420	Some of the Colonies have not
	1921	2	438							negligible				"	given any figures regarding
	1922	45	000												imports
	1923														

<sup>1</sup> Fiji, Gambia, Federated Malay States, Basutoland, Bechuanaland, Swaziland, Gold Coast, Nyasaland, Mauritius, St Vincent, Cyprus and Seychelles



### III. MORPHINE AND SALTS OF MORPHINE (continued).

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8		9	10
Countries	Year	Imports		Manufacture		Imports plus manufacture		Used in manufacture of heroin and other alkaloids		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr.	kg	gr	kg	gr	kg	gr		
BRITISH NORTH BORNEO	1920													208	No records available.
	1921														
	1922														
	1923														
BULGARIA	1920													4,337	
	1921														
	1922														
	1923	10	000												
CANADA	1920													9,030	
	1921														
	1922	263	000	nil		263	000			negligible		263	000		
	1923	177	000	nil		177	000			negligible					
CEYLON	1920													4,504	
	1921														
	1922	5	000			5	000					5	000		
	1923														
CHILE															
CHINA	1920													436,094	Mainly from Japan Manufacture in China prohibited.
	1921														
	1922	25	000			25	000					25	000		
	1923														
COLOMBIA															
COSTA RICA															
CUBA	1920													2,899	
	1921														
	1922														
	1923	6	575												
CZECHOSLOVAKIA	1920													13,595	
	1921														
	1922	61	436												
	1923	216	000	nil		216	000								

1	2	3		4		5		6		7		8		9	10
Countries	Year	Imports		Manufacture		Imports plus manufacture		Used in manufacture of heroin and other alkaloids		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
DANZIG	1920 1921 1922 1923													340	Danzig has given figures for morphine, cocaine and heroin under one heading without specifying. The total amount of these drugs imported in 1921 was 1535 kilos, in 1922 it was 304 kilos
DENMARK	1920 1921 1922 1923	5	000	ml		5	000			8	000			3,289	
DOMINICAN REPUBLIC															
ECUADOR															
EGYPT															No request for information has been despatched to the Egyptian Government
ESTHONIA	1920 1921 1922 1923													1,750 1,750	The most part of imports being salts of morphine Export unknown Export not registered
FINLAND	1920 1921 1922 1923													3,364	
FRANCE	1920 1921 1922 1923	2,932	000							9,114	000	472	000	34,402	
		1,814	000							1,493	000				
		1,017	000							4,025	000				Imports and exports under "Special Trade"
FRENCH COLONIES <sup>1</sup> AND MANDATED TERRITORY <sup>2</sup>	1920 1921 1922 1923	1	141											40,240	
		2	000												
GERMANY	1920 1921 1922 1923													59,857	Returns for manufacture into codein, dionna, and other substances incomplete. Final figures will be higher
		128	000	8,620	000	8,748	000	4,048	000	2,257	000	2,443	000		

<sup>1</sup> French West Africa, French Equatorial Africa, Madagascar, Reunion, French Somaliland, French Settlements in India and Oceania, New Caledonia, St Pierre and Miquelon, Guadeloupe, Martinique and Guana  
<sup>2</sup> Cameroon and Togo.

III. MORPHINE AND SALTS OF MORPHINE (continued).

(Weight given in kilos and grammes throughout)

1 Countries	2 Year	3 Imports		4 Manufacture		5 Imports plus manufacture		6 Used in manufacture of heroin and other alkaloids		7 Exports (including re-exports)		8 Available for internal consumption		9 Population in thousands	10 Remarks
		kg	gr	kg	gr	kg.	gr.	kg	gr.	kg	gr	kg	gr		
GREAT BRITAIN . . . .	1920														
	1921		6 661	4,198	636	4,205	297	910	681	2,193	269	1,101	347	46,967	
	1922		19 674	8,958	636	8,978	310	5,236	363	3,152	775	589	172	46,967	
	1923			7,412	000			4,727	161						
GREECE . . . . .	1920														
	1921		3 000											2,004	
	1922		3 000											2,004	
	1923														
HAITI . . . . .	1920														
	1921														
	1922		1 000											2,500	
	1923														
HEJAZ . . . . .														No request for information has been despatched to the Government of Hedjaz.	
HONDURAS . . . . .														No figures available.	
HONG-KONG . . . . .															
HUNGARY . . . . .															
ICELAND . . . . .															
INDIA . . . . .	1920			448	100					340	900	107	200	319,075	Actually consumed. Value of imports of preparations . £4,572
	1921														
	1922														
	1923														
INDO-CHINA . . . . .	1920		63											20,000	
	1921		166 000			166	000					166	000	20,000	
	1922														
	1923														
ITALY . . . . .	1920														
	1921		925 000											38,835	
	1922		729 000											38,835	
	1923														

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8		9	10
Countries	Year	Imports		Manufacture		Imports plus manufacture		Used in manufacture of heroin and other alkaloids		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
JAPAN AND TERRITORIES .	1920														
	1921	5,926	719	5,043	781	11,970	500			5	303	10,965	197	77,005	
	1922	311	000	2,126	000	2,437	000			3	000	2,434	000	77,005	
	1923														
JAPANESE COLONIES AND TERRITORIES . . . . .	1920	33	000	4,186	700	4,219	700							21,533	
	1921	44	771	4,924	426	4,969	197	10	210			4,958	987	21,533	
	1922	60	000	60	000	120	000			negligible					
	1923														
LATVIA . . . . .															
LIBERIA . . . . .															
LICHTENSTEIN . . . . .															
LITHUANIA . . . . .															
LUXEMBURG . . . . .															
MEXICO . . . . .															
MONACO . . . . .															
MACAO . . . . .															
MALAY STATES FEDERATED .	1920														
	1921		1 000			1	000					1	000	1,036	
	1922														
	1923														
MALAY STATES UNFEDERATED	1920														
	1921		16 585			16	585					16	585	984	
	1922														
	1923														
NETHERLANDS . . . . .															
NETHERLANDS EAST INDIES	1920													49,161	
	1921		30 030											49,161	
	1922		46 000	nil		46	000	nil		nil		46	000	49,161	Consumed 0,277 kilos
	1923														

### III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilos and grammes throughout.)

1 Countries	2 Year	3 Imports		4 Manufacture		5 Imports plus manufacture		6 Used in manufacture of heroin and other alkaloids		7 Exports (including re-exports)		8 Available for internal consumption		9 Population in thousands	10 Remarks
		kg	gr	kg.	gr	kg	gr	kg	gr	kg	gr	kg	gr		
NEW ZEALAND . . . . .	1920														
	1921	16	320			16	320					16	320	1,218	
	1922	12	000	nil		12	000					12	000	1,218	
	1923														
NICARAGUA . . . . .															
NORWAY . . . . .	1920														
	1921														
	1922	53	000	nil		53	000			nil		53	000	2,649	
	1923	48	000												
PANAMA . . . . .	1920														
	1921	1	000			1	000					1	000	401	
	1922														
	1923														
PARAGUAY . . . . .															
PERSIA . . . . .															
PERU . . . . .															
POLAND . . . . .	1920														
	1921	184	000			184	000					184	000	26,376	Approximate figures
	1922	130	000											26,376	
	1923														
PORTUGAL . . . . .															
PORTUGUESE COLONIES <sup>1</sup> . . . . .	1920														
	1921														
	1922	2	000											4,174	
	1923														
ROUMANIA . . . . .	1920														
	1921														
	1922	11	000											17,393	
	1923														
RUSSIA . . . . .															

<sup>1</sup> Mozambique, Timor, Macao.

(Weight given in kilos and grammes throughout)

1 Countries	2 Year	3 Imports		4 Manufacture		5 Imports Plus manufacture		6 Used in manu- facture of heroin and other alkaloids		7 Exports (including re-exports)		8 Available for internal consumption		9 Population in thousands	10 Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
SALVADOR . . . . .															
SERBS, CROATS AND SLOVENES (KINGDOM OF THE)															
SIAM . . . . .	1920														No records available, movement control, quantities negligible The figures given are for 1920-21 Figures for 1922-23
	1921												9,121		
	1922		822				822					822	9,121		
	1923		1 819										9,121		
SPAIN . . . . .															
STRAITS SETTLEMENTS	1920														
	1921		negligible											881	
	1922														
	1923														
SWEDEN . . . . .	1920														
	1921														
	1922		155 000		nil		155 000			negligible		155 000		5,954	Actually consumed 60 kilos
	1923		82 000				82 000			8		74 000			
SWITZERLAND	1920		3,228 000		450 000		3,678 000							3,880	
	1921				2,500 000										
	1922														
	1923														
UNION OF SOUTH AFRICA	1920														
	1921														
	1922		27 000		nil		27 000			negligible		27 000		6,992	(Imports, including 25 kilos seized by the Customs)
	1923		44 000				44 000			negligible				6,992	
UNITED STATES OF AMERICA	1920														
	1921		8 986		9,120 619		9,129 605			72 831				110,000	
	1922		60 215		5,207 072		5,207 287			78 387				110,000	
	1923														
URUGUAY . . . . .															
VENEZUELA . . . . .	1920														
	1921		4 258											2,411	
	1922														
	1923														

#### IV. HEROIN AND SALTS OF HEROIN

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8		9	10	
Countries	Year	Imports		Manufacture		Imports plus Manufacture		Used in manufacture of preparations		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks	
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg.	gr			
ABYSSINIA . . . . .																
AFGHANISTAN . . . . .																
ALBANIA . . . . .																
ARGENTINE . . . . .	1920															
	1921	1	719											8,698		
	1922	5	270													
	1923	8	935													
AUSTRALIA . . . . .	1920															
	1921	87	852			87	852			454		87	398	5,426		Imports 65 kilos 658 grammes from USA and 22 kilos 194 grammes from United Kingdom.
	1922															
	1923															
AUSTRIA . . . . .	1920															
	1921															
	1922	4	000			4	000			1	500	2	500	6,131		The figures given are for 1921-1922.
	1923															
BELGIUM . . . . .	1920															
	1921													7,684		Statistics given for Dec. quarter 1921: Imports:
	1922	206	000							108	000					11 kilos, exports nil.
	1923	130	994							72	540	58	454			Imports including 107 kilos delivered by Germany as reparations in kind.
BOLIVIA . . . . .																
BRAZIL . . . . .	1920															
	1921		negligible											30,645		
	1922		19 000													
	1923															
BRITISH CROWN COLONIES <sup>1</sup> .	1920															
	1921		708			708						708		35,420		
	1922		negligible													
	1923															
BRITISH NORTH BORNEO . . .	1920													208		
	1921															No figures
	1922															
	1923															

1	2	3		4		5		6		7		8		9	10	
Countries	Year	Imports		Manufacture		Imports Plus Manufacture		Used in manufacture of preparations		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks	
		kg	gr.	kg.	gr	kg	gr	kg.	gr	kg	gr	kg	gr			
BULGARIA . . . . .	1920	.												4 337		
	1921															
	1922															
	1923	1	500													
CANADA . . . . .	1920															
	1921															
	1922	85	000	nil		85	000			negligible		85	000	9,030	Import including a certain amount of transit.	
	1923	50	000	nil		50	000			negligible		50	000	"		
CEYLON . . . . .	1920															
	1921															
	1922	91	000			91	000					91	000	4,504	Negligible.	
	1923	.												"		
CHILE . . . . .																
CHINA . . . . .	1920	2	000			2	000					2	000	436,094		
	1921															
	1922															
	1923															
COLOMBIA . . . . .																
COSTA RICA . . . . .																
CUBA . . . . .	1920															
	1921															
	1922															
	1923	2	575											2,899		
CZECHOSLOVAKIA . . . . .	1920															
	1921															
	1922													13,595		
	1923	7	175													
DANZIG . . . . .																
DENMARK . . . . .	1920														See note about Danzig under "Morphine"	
	1921															
	1922															
	1923															
DOMINICAN REPUBLIC																
ECUADOR . . . . .														3,289		
EGYPT . . . . .															No request for information has been despatched to the Egyptian Government	
ESTHONIA . . . . .	1920															
	1921															
	1922	1	000											1,750	No records or statistics.	
	1923	1	000											"	Export not registered	





(weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8		9	10
Countries	Year	Imports		Manufacture		Imports plus Manufacture		Used in manu- facture of preparations		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
HONDURAS . . . . .															
HUNGARY . . . . .															
ICELAND . . . . .															
ITALY . . . . .	1920													38,835	
	1921	51	000											38,835	
	1922	189	000												
	1923														
JAPAN AND TERRITORIES . .	1920													77,005	
	1921	1,009	741	2,838	000	3,937	741			4	073	3,933	668		Of the heroin manufactured 1,934 kilos were manufactured from crude morphine imported from Formosa, which is not shown under mor- phia imports. Seizures during the year amounted to 99 lbs Export including 36 kilos of heroin hydrochloride for Japanese colonies
	1922	380	000	653	000	1,033	000			40	000	993	000		
	1923														
CHOSEN (KOREA) . . . .	1920													17,264	
	1921	12	273	7	263	19	536								
	1922														
	1923														
JAPANESE TERRITORIES . .	1920													21,533	
	1921														
	1922	48	000	10	000	58	000								
	1923														
KWANTUNG . . . . .	1920	125	000			125	000					125	000	600	
	1921	2	272			2	272								
	1922	15	000			15	000					15	000		
	1923														
LATVIA . . . . .															
LIBERIA . . . . .															
LICHTENSTEIN . . . . .															
LITHUANIA . . . . .															

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IV. HEROIN AND SALTS OF HEROIN (continued).

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports Plus Manufacture	Used in manufacture preparations	Exports (including re-exports)	Available for internal consumption	Population in thousands	Remarks
		kg gr	kg gr	kg gr	kg gr	kg gr	kg. gr.		
LUXEMBURG . . . . .	1920 1921 1922 1923							263	
MEXICO . . . . .									
MONACO . . . . .									
NETHERLANDS . . . . .									
NETHERLANDS EAST INDIES .	1920 1921 1922 1923	negligible	nil					49,161 "	
NEW ZEALAND . . . . .	1920 1921 1922 1923	26 337 6 000	nil	26 337 6 000		nil	26 337 6 000	1,218 "	
NICARAGUA . . . . .									
NORWAY . . . . .	1920 1921 1922 1923	1 000 1 000						2,649	
PANAMA . . . . .									
PARAGUAY . . . . .									
PERIA . . . . .									
PERU . . . . .									
POLAND . . . . .	1920 1921 1922 1923	2 000		2 000			2 000	26,886	Approximate figures.
PORTUGAL . . . . .									
ROUMANIA . . . . .	1920 1921 1922 1923	7 000						17,393	

1	2	3		4		5		6		7		8		9	10
Countries	Year	Imports		Manufacture		Imports plus Manufacture		Used in manufacture of preparations		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
RUSSIA . . . . .															
SALVADOR . . . . .															
SERBS, CROATS AND SLOVENES (KINGDOM OF THE) . . . . .															
SIAM . . . . .	1920													9,121	No figures.
	1921													"	No data
	1922													"	Figures for 1922-1923
	1923	0	46			0	46					0	46	"	
SPAIN . . . . .															
STRAITS SETTLEMENTS . . . . .	1920														
	1921													4	550
	1922														
	1923														
SWEDEN . . . . .	1920														
	1921														
	1922	1	000												5,954
	1923	15	009		ml	15									
SWITZERLAND . . . . .	1920				143	000									
	1921				774	000									3,880
	1922														
	1923														
TURKEY . . . . .															
UNION OF SOUTH AFRICA . . . . .	1920														
	1921														
	1922		567			567				negligible		567		6,922	
	1923	1	364												
UNITED STATES OF AMERICA . . . . .	1920														
	1921		56	472	000	472	056			11	396	460	660	110,000	
	1922	8	646	510	555	519	201			31	837	487	364	"	
	1923														
URUGUAY . . . . .															
VENEZUELA . . . . .															

V. DIONIN

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Available for internal consumption	Population in thousands	Remarks
		kg gr.	kg gr	kg. gr	kg gr.	kg. gr.		
ARGENTINE . . . . .	1920 1921 1922 1923	50 260 53 050 55 010					8,698	
AUSTRALIA . . . . .	1920 1921 1922 1923	1 020		1 020		1 020	5,426	
BRAZIL . . . . .	1920 1921 1922 1923	2 000 14 000					30,645	
BULGARIA . . . . .	1920 1921 1922 1923	1 500					4,337	
CANADA . . . . .	1920 1921 1922 1923	21 000					9,030	
CUBA . . . . .	1920 1921 1922 1923	1 500					2,899	
ESTHONIA . . . . .	1920 1921 1922 1923	2 200					1,750	
INDO-CHINA . . . . .	1920 1921 1922 1923	nil nil	nil nil	nil nil	nil nil	nil nil	20,000	
NETHERLANDS EAST INDIES . . . . .	1920 1921 1922	5 010					49,161	

**V. DIONIN (Concluded)**  
(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Manufacture		Imports plus Manufacture		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
ROUMANIA	1920												
	1921												
	1922												
	1923												
			17 000									17,393	
UNITED STATES OF AMERICA	1920												
	1921												
	1922												
	1923												
			28	156 264		156 292		2 324		153 968		110,000	
		3	118	121 961		125 079		708		124 371		do	
<i>Negligible</i>													
NEW ZEALAND	1921												
BRITISH COLONIES	1922												
ITALY	1922												

## VI. CODEIN.

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Manufacture		Import plus manufacture		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg.	gr	kg	gr	kg	gr	kg	gr		
ARGENTINE . . . . .	1920												
	1921												
	1922											8,698	
	1923		100										
BRITISH CROWN COLONIES <sup>1</sup> . . . . .	1920												
	1921					1	899			1	899		35,420
	1922												
	1923												
BULGARIA . . . . .	1920												
	1921												
	1922												
	1923		17 000										
CANADA . . . . .	1920												
	1921												
	1922												
	1923			151 000	nil	151 000		150		150	850	9,030	
CEYLON . . . . .	1920												
	1921												
	1922												
	1923			1	363					1	363	4,504	
CZECHOSLOVAKIA . . . . .	1920												
	1921												
	1922			39	125							13,595	
	1923			248	788								
FRANCE . . . . .	1920												
	1921												
	1922												
	1923							73 000					Exports under "Special Trade".
FRENCH COLONIES <sup>2</sup> . . . . .	1920												
	1921												
	1922			890						890		40,240	
	1923												

<sup>1</sup> Fiji, Gambia, Basutoland, Bechuanaland, Swaziland, Gold Coast, Nyassaland, Mauritius, St. Vincent, Cyprus and Seychelles.  
<sup>2</sup> French West Africa, French Equatorial Africa, Madagascar, Reunion, French Somaliland, French Settlements in India, French Settlements in Oceania, New Caledonia, St. Pierre and Miquelon.

VI. CODEIN (concluded).

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Locally produced		Imports plus production		Exports including re-exports		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
GERMANY . . . . .	1920											59,857	Actual quantity manufactured unknown
	1921												
	1922												
	1923												
JAPAN AND TERRITORIES . . . .	1920											77,005	Manufacture from crude morphine not entered as an import
	1921			30	000	30	000			30	000		
	1922												
	1923												
KWANGTUNG	1920	76	000			76	000			76	000	600	
	1921												
	1922												
	1923												
NETHERLANDS EAST INDIES	1920											49,161	
	1921												
	1922												
	1923												
UNITED STATES OF AMERICA . . .	1920											110,000	
	1921	3	713	2,679	273	2,682	986	43	829	2,639	157		
	1922	43	857	3,045.	016	3,088	873	75	552	3,013	321		
	1923												

NEGLECTIBLE . British North Borneo (1920-1921), Burma, Fed Malay States, Hong-Kong, India, Siam, Straits Settlements, Tsing-Tao, Unfed, Malay States, New Zealand



## VII. ALKALOIDS OF OPIUM NOT SPECIFICALLY NUMERATED

(Weight in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Locally produced <sup>1</sup>		Imports plus production		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg.	gr.	kg.	gr.	kg.	gr.	kg.	gr.	kg.	gr.		
INDIA . . . . .	1920												
	1921												
	1922												
	1923	72	727	45	454	118	181					319,075	Average figures
SWITZERLAND <sup>1</sup> . . . . .	1920			260								3,880	
	1921			200								3,880	
	1922												
	1923												
UNITED STATES OF AMERICA <sup>2</sup> . . . . .	1920												
	1921	104	639	190	823	295	462	4	847	290	615	110,000	
	1922	15	876	104	781	120	657	3	005	117	657	110,000	
	1923												

<sup>1</sup> Pantopon, pavon, mégapon.

<sup>2</sup> Given in the report itself as "other opium alkaloids and derivatives" (than morphine, codeine, heroine and diorin).

(Weight given in kilos and grammes throughout.)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands	Remarks	
BELGIUM . .	1920											
	1921											
	1922	916		916		916	nil	916		7,684	Statistics for December quarter 1921. Imports 67 kilos	
	1923	241		241		241				7,684		
BOLIVIA . .	1920											
	1921				5,000,000	5,000,000	373,420	nil	nil	2,889		Figures given for production are admittedly approximate. They are stated to be based on the production of La Paz of 7,500,000 Spanish pounds, which has been calculated as being more than three-quarters the total production of Bolivia. The following figures are given concerning the exports of Bolivia 1921 Exported for Argentina 315,628 kilos Chile 57,500 " Germany 208 " Great Britain 84 " <hr/> 373,420 " 1922 Exported for Argentina 278,817 " Chile 35,705 " Germany 531 " <hr/> 315,053 "
	1922				5,000,000	5,000,000	315,053					
	1923											
BULGARIA .	1920											
	1921											
	1922											
	1923	95		95								
CANADA	1920											
	1921											
	1922	23	U S A	23	nil	23	nil	23		9,030		
	1923											
GERMANY	1920											
	1921	558,000		558,000	nil	558,000				59,857	Besides the coca leaves, 51 kilos of crude cocaine were imported	
	1922											
	1923											

VIII. COCA LEAVES (concluded).

(Weight given in kilos and grammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Locally produced	Imports plus production	Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands	Remarks
JAVA . . .	1920	kg		kg	kg	kg	kg	kg	kg.	34,984	The following figures are given concerning the exports of Java Export for the Netherlands 903,290 kilos; for Germany: 656 kilos, for Spain: 1,250 kilos; for Japan 318,307 kilos Total 1,283,503 kilos
	1921										
	1922										
	1923										
PERU . . .	1920									4,634	Production in 1880 and 1883 estimated at 10,000,000 kilos
	1921										
	1922										
	1923										
SWITZERLAND. .	1920	28,100		28,100	nil	28,100				3,880	
	1921										
	1922										
	1923										
UNITED STATES OF AMERICA.	1920		Peru Germany	15,005						110,000	
	1921										
	1922										
	1923										

(Weight given in kilos and grammes throughout)

1 Countries	2 Year	3 Imports		4 Manufacture		5 Imports plus manufacture		6 Exports (including re-exports)		7 Available for internal consumption		8 Population in thousands	9 Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
ABYSSINIA . . .													
AFGHANISTAN													
ALBANIA . . . .													
ARGENTINE . . . .	1920											8,698	
	1921	119	987										
	1922	122	365										
	1923	195	052										
AUSTRALIA . . . .	1920												
	1921	81	000			81	000			81	000	5,426	Imported from United Kingdom, 79, from U S A , 15, from Holland, 05
	1922			nil									
	1923												
AUSTRALIAN TERRITORIES	1922											Unknown	Imports negligible
AUSTRIA . . . .	1920												
	1921												
	1922	411	000			411	000	251	000	160	000	6,131	Figures given are for 1921-22
	1923												
BELGIUM . . . . .	1920												
	1921											7,684	Statistics for December quarter 1921
	1922	407	000					346	000			"	Imports 53 kilos, manufacture not
	1923	73	000					58	000			"	stated
BOLIVIA . . . . .													
BRAZIL . . . . .	1920												
	1921	29	000									30,645	
	1922	139	000									"	
	1923												
BRITISH CROWN COLONIES <sup>1</sup> .	1920												
	1921	4	000			4	000			4	000	35,420	
	1922	15	000									"	
	1923												

<sup>1</sup> Fiji, Gambia, Basutoland, Bechuanaland, Seychelles, St Vincent, Cyprus, Federated Malay States, Gold Coast, Swaziland, and Mauritius

**IX. COCAINE AND SALTS OF COCAINE (continued)**

(Weight given in kilos and grammes throughout)

1 Countries	2 Year	3 Imports		4 Manufacture		5 Imports plus manufacture		6 Exports (including re-exports)		7 Available for internal consumption		8 Population in thousands	9 Remarks
		kg	gr	kg	gr.	kg	gr	kg	gr	kg.	gr		
BULGARIA . . . . .	1920 1921 1922 1923		8 000									4,327	
CANADA . . . . .	1920 1921 1922 1923		93 000 48 000	nil		93 000		negligible negligible		93 000		9,030	
CEYLON . . . . .	1920 1921 1922 1923		1 559			1 559				1 559		4,504	
CHILE . . . . .													
CHINA . . . . .	1920 1921 1922 1923		7 000		nil	7 000				7 000		436,071	Imports in small quantities mainly from England
COLOMBIA . . . . .													
COSTA RICA . . . . .													
CUBA . . . . .													
CZECHOSLOVAKIA . . . . .	1920 1921 1922 1923		6 526 94 500	nil	nil	6 526		nil				13,595	See note about Danzig under «Morphine»
DANZIG . . . . .													
DENMARK . . . . .	1920 1921 1922 1923		5		nil				600			3,289	
DOMINICAN REPUBLIC . . . . .													
ECUADOR . . . . .													
EGYPT . . . . .													No request for information has been despatched to the Egyptian Government

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Manufacture		Imports plus manufacture		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr	kg	gr		
ESTHONIA . . . . .	1920											1,750	Sold by pharmacists 89 kilos Export not registered
	1921												
	1922	25	000					1	600				
	1923	30	880										
FEDERATED MALAY STATES	1920											1,036	
	1921	1	361										
	1922												
	1923												
FINLAND . . . . .	1920											3,335	
	1921												
	1922												
	1923	42	750										
FRANCE . . . . .	1920	718	000					2,578	000			39,402	Imports and exports under "Special Trade"
	1921	855	000					738	000				
	1922							214	000				
	1923	462	000					176	000				
FRENCH COLONIES <sup>1</sup> . . . . .	1920											40,240	
	1921	1	150			1	150						
	1922	3	000							1	150		
	1923												
GERMANY . . . . .	1920											59,857	
	1921	51	000	6,302	000	6,353	000	5,291	000	1,062	000		
	1922												
	1923												
GREAT BRITAIN . . . . .	1920											46,967	Neither direct manufacture nor refining carried out in the United Kingdom
	1921	705	000			705	000	539	000	166	000		
	1922	210	500			210	500	622	000				
	1923												
GREECE . . . . .													
GUATEMALA . . . . .	1920											2,004	
	1921	3	000										
	1922	5	000										
	1923												
HAITI . . . . .	1920											2,500	Approximately
	1921												
	1922	3	000										
	1923												

<sup>1</sup> French West Africa, French Equatorial Africa, Madagascar, Reunion, French Somaliland, French Settlements in India and Oceania, New Caledonia, St. Pierre and Miquelon, Guadeloupe, Martinique and Guiana.

IX. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Manufacture		Imports plus manufacture		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr.	kg	gr	kg	gr	kg	gr		
HEJAZ . . . . .													No request for information has been despatched to the Government of Hedjaz.
HONDURAS . . . . .													
HUNGARY . . . . .													
ICELAND . . . . .													
INDIA . . . . .	1920	3	194			3	194			3	194	319,075	Seized 4 82 kilos The figures given are for 1919-1920
	1921				nl								
	1922												
	1923												
INDO-CHINA . . . . .	1920												
	1921	31	000			31	000			31	000	20,000	
	1922												
	1923												
ITALY . . . . .	1920												
	1921	827	000									36,120	
	1922	551	000									38,835	
	1923												
JAPAN . . . . .	1920							18	000	4,369	000	77,005	1,530 kilos crude cocaine imported and used for manufacture of cocaine are not included under imports.
	1921	2,063	000	2,324	000	4,387	000	10	000	3,865	000	"	Imports 195 kilos of coc hydrochloride, 1,014 kilos of crude cocaine
	1922	195	000	3,680	000	3,675	000					"	65 kilos imported in Kwantung from England, Korea and Formosa
	1923												
JAPANESE COLONIES AND TERRITORIES . . . . .	1920	65	000			65	000			65	000	21 533	
	1921	56	000			56	000			56	000	"	
	1922												
	1923	80	000		nl	80	000		nl			"	Coca cultivated in Formosa, but no manufacture of cocaine
LATVIA . . . . .													
LIBERIA . . . . .													
LICHTENSTEIN . . . . .													
LITHUANIA . . . . .													
LUXEMBURG . . . . .	1920												
	1921												
	1922												
	1923				nl							263	

1	2	3	4	5	6	7	8	9
Countries	Year	Imports	Manufacture	Imports plus manufacture	Exports (including re-exports)	Available for internal consumption	Population in thousands	Remarks
		kg gr	kg gr	kg gr	kg gr	kg gr		
NETHERLANDS . . . . .								
NETHERLANDS EAST INDIES	1920						49,161	
	1921	28 130	nil	12 000			"	
	1922	12 000					"	
	1923							
NEW ZEALAND . .	1920							
	1921	8 731		8 731	nil	8 731	1,218	
	1922	16 000	nil	16 000	nil	16 000	"	
	1923							
NICARAGUA . . . . .								
NORWAY . . . . .	1920							
	1921							
	1922	9 000	nil		nil		2,649	
	1923	14 000						
PANAMA . . . . .								
PARAGUAY . . . . .								
PERSIA . . . . .	1920							
	1921							
	1922		nil				9,000	
	1923							
PERU . . . . .								
POLAND . . . . .	1920							
	1921	84 000		84 000	nil	84 000	26,886	Figures approximate only
	1922		nil					
	1923							
PORTUGAL . . . . .								
ROUMANIA . . . . .	1920							
	1921							
	1922	30 000					17,393	
	1923							
RUSSIA . . . . .								
SALVADOR . . . . .								



**IX. COCAINE AND SALTS OF COCAINE. (continued).**

(Weight given in kilos and grammes throughout)

1 Countries	2 Year	3 Imports		4 Manufacture		5 Imports plus manufacture		6 Exports (including re exports)		7 Available for internal consumption		8 Population in thousands	9 Remarks
		kg	gr.	kg	gr	kg	gr	kg	gr	kg	gr.		
KINGDOM OF THE SERBS, CROATS AND SLOVENES . .													
SIAM . . . . .	1920 1921											9,121	No records for 1921. Movements controlled quantities imported too small to record. Fiscal year ended March 31st, 1922 Figures for 1922-23
	1922 1923		283 760	nil nil			283 760	nil nil		283 760			
SPAIN . . . . .													
STRAITS SETTLEMENTS . .	1920 1921 1922 1923		198				198		226			881	
SWEDEN . . . . .	1920 1921 1922 1923												
	1920 1921 1922 1923		125 000 41 000	nil nil			125 000 41 000	neghible		125 000		5,954	
SWITZERLAND . . . . .	1920 1921 1922 1923		892 000 881 000	321 000 732 000			1,213 000 1,613 000						3,880
TURKEY . . . . .													
UNFEDERATED MALAY STATES	1920 1921 1922 1923		500				500			500		984	
UNION OF SOUTH AFRICA .	1920 1921 1922 1923		4 000 14 545	nil			4 000	neghible neghible		4 000		6,928	

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**IX. COCAINE AND SALTS OF COCAINE (concluded)**

(Weight given in kilos and grammes throughout)

1	2	3		4		5		6		7		8	9
Countries	Year	Imports		Manufacture		Imports plus manufacture		Exports (including re-exports)		Available for internal consumption		Population in thousands	Remarks
		kg	gr	kg	gr	kg	gr	kg	gr.	kg	gr.		
UNITED STATES OF AMERICA	1920												
	1921		736	2,311	000	2,311	736	225	000	2,086	736	110,000	
	1922	127	000	1,656	000	1,783	000	96	000	1,687	000		
	1923												
URUGUAY . . . . .													
VENEZUELA . . . . .	1920												
	1921		212									2,411	
	1922												
	1923												

*Macao.* 1920 no statistics given  
*Burma* 1920: no figures available  
*British North Borneo* 1920 no figures available, presumably negligible  
*Hong-Kong.* 1920. negligible

## PART II

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### ESTIMATED ANNUAL REQUIREMENTS OF OPIUM AND ITS DERIVATIVES REDUCED TO THEIR MORPHINE CONTENTS, TOGETHER WITH ESTIMATED REQUIREMENTS OF COCAINE AND OTHER NARCOTICS

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#### NOTES BEARING ON ATTACHED TABLES OF REQUIREMENTS

1 The figures used as a basis for the attached tables have been supplied by the various Governments in answer to enquiries instituted at the request of the Council.

2 The calculations made for the purpose of reducing all estimated requirements to a common opium and morphia equivalent have been made in the light of the following table of equivalents, which has been supplied by Dr Knaffl-Lenz, late member of the Health Section of the Secretariat:

*Average Quantity of Raw Opium (containing 10% of morphine) necessary to manufacture 100 Kilos. of the following Drugs*

100 Kilos. Liquid Extract of Opium . . . . .	10	Kilos	Raw Opium
100 » Solid Extract of Opium . . . . .	200	»	»
100 » Tincture of Opium . . . . .	10	»	»
100 » Heroin . . . . .	880	»	»
100 » Salts of Heroin . . . . .	780	»	»
100 » Codeine . . . . .	1,000	»	»
100 » Dionine . . . . .	850	»	»

*Average Morphine Equivalent per 100 Kilos. of the following Drugs:*

100 Kilos Liquid Extract of Opium . . . . .	1	Kilos	of Morphine
100 » Solid Extract of Opium . . . . .	20	»	»
100 » Tincture of Opium . . . . .	1	»	»

*Quantity of Morphine which can theoretically be transformed into 100 Kilos of the following Drugs:*

83 Kilos. of Morphine . . . . .	100	Kilos	of Heroin
72 » » » . . . . .	100	»	of Salts of Heroin
88 » » » . . . . .	100	»	of Codeine Alkaloids
78 » » » . . . . .	100	»	of Dionine.

3. In the figures given in the following tables the amount of opium or morphine necessary for the manufacture of codeine required for legitimate consumption has not, in all cases, been supplied owing to codeine not being a drug to which the Convention of 1912 applies.

4. The systems made use of in the various countries for arriving at a figure of estimated annual requirements are not the same. These systems are either based upon reported sales, upon replies to enquiries addressed to wholesale druggists and chemists, or on the general figures for the trade in these drugs in previous years, rather than upon scientifically established figures arrived at by taking into consideration incidence of disease, population, the average amount required per patient or the records of actual consumption in hospitals, clinics, etc.

5 It is possible that in some cases the amounts required for the treatment of addicts has been included, and that, whilst this may represent actual legitimate requirements, the *per capita* allowance for countries where addiction is common, and where a considerable quantity is used for the treatment of addicts, will necessarily be high. Allowance may therefore have to be made when comparing these figures with those of countries where no addiction is present.

6 In the countries where the estimated requirements have been arrived at from figures of internal sales there is a possibility of some of the narcotics having been taken into account more than once. They may have been accounted for once in their original form — say raw opium — and again under the form of some derivative of opium into which they may have been converted, or again they may have been made to figure as one of the ingredients in some of the medicinal preparations to which the Convention applies. Whilst extremely difficult to estimate to what extent, if any, narcotics may have been summarised twice, attention is drawn to the possibility of this leading to an error of calculation tending to increase rather than decrease the estimated consumption and hence the estimated requirements based thereon.

7. All calculations have been made on the basis of:

1 kilo	=	2.2 lbs.
1 lb.	=	7,000 grains
1 kilo.	=	15,000 grains
1 maund	=	80 lbs.
1 seer	=	2 2/35 lbs

8 To facilitate comparison between the estimated requirements of the various countries, a summary of estimated requirements of opium per 100,000 and *per capita* has been drawn up showing the various countries in order of the relative importance of their requirements.

9. The quantity of morphine stated to be required in Germany "for manufacture into codeine, dionine and other substances which do not come under the Opium Law is roughly 3,000 kilos". This amount has not been entered in the tables of estimated requirements because the proportion of the codeine, dionine and other substances manufactured from the 3,000 kilos of morphine in question which would be actually necessary for internal consumption, for medical or scientific purposes, is not stated.

10. The figures relative to Germany's requirements are stated to be provisional and incomplete inasmuch as "the returns for the manufacture of codeine and other 'innocuous drugs' from morphine are not complete, the final figures will necessarily be higher and the figures for consumption do not yet include all patent medicines".

11 As the figures supplied by the Governments of Poland, Austria, Denmark and Switzerland considerably exceed the 450 milligrammes established by the Health Committee, enquiries have been instituted with a view to obtaining further information. The figures given in the tables for these countries should, therefore, pending receipt of replies, be considered as open to revision.

12 Where extract of opium is given, it has been taken as equal in morphine content to solid extract of opium

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**I. ESTIMATED ANNUAL REQUIREMENTS OF COCAINE AND SALTS OF COCAINE,  
COCA LEAF AND EXTRACT OF INDIAN HEMP**

The figures used as a basis for the following tables have been supplied by the various Governments in answer to enquiries instituted at the request of the Council.

**I (a). Cocaine and Salts of Cocaine.**  
(Calculated on a basis of 100% Cocaine)

1	2	3	4	5	6	7	8
Country	Estimated annual requirements in kilos	Estimated requirements per 100,000 inhabitants, in kilos	Estimated requirements per capita in grammes	Estimated population in thousands	Estimated requirements per capita in grains	System adopted for establishing estimated requirements	Remarks
AUSTRALIA . . . .	Kg gra. 330	Kg gra. 6 111	0 06111	5,426	0 916	Three-year average Enquiries made from chemists who are sole persons authorised to sell	Actual average 4 kg 204, for 1920, 4 kg. 998
SWITZERLAND . . .	229	6 026	0 06026	3,880	0 903		
DENMARK . . . . .	100	3 125	0 03125	3,289	0 468		
AUSTRIA . . . . .	200	3. 100	0 03100	6,131	0 465		
SWEDEN . . . . .	150	2 542	0 02542	5,903	0 381		
LUXEMBURG . . . .	5	1 901	0 01901	263	0 285		
DANZIG . . . . .	3 970	1. 170	0 01170	340	0 176		
UNITED STATES OF AMERICA . . . .	1,785	1 622	0 01622	110,000	0 243		
NEW ZEALAND . . .	15	1 250	0 01250	1,218	0 187		
BELGIUM . . . . .	78 316	1 044	0 01044	7,500	0 156		
ESTHONIA . . . . .	15	0. 882	0 00882	1,750	0 132		
GERMANY . . . . .	516	0 862	0 00862	59,857	0 129		
ITALY . . . . .	310	0 798	0 00798	38,835	0 119		
POLAND . . . . .	200	0 736	0 00736	27,160	0 110	Enquiries from chemists and wholesalers who supply chemists and druggists.	Former amount used in devastated area increased by 20% to bring it up to normal future estimated requirements including novocaine
CZECHOSLOVAKIA .	83	0. 614	0 00614	13,595	0 092		
GREAT BRITAIN . .	180	0 380	0 00380	47,000	0 057		
HAITI . . . . .	3 950	0 158	0 00158	2,500	0 023		
ROUMANIA . . . .	23 576	0 136	0 00136	17,393	0 020		
BRITISH COLONIES*	17 253	0 039	0 00039	43,476	0 005		
INDIA . . . . .	68	0 021	0 00021	319,075	0 003		

\* Straits Settlements, Bermuda, Federated Malay States, Johore, Kedah, Kelantan, Trengganu, Gold Coast, Sierra Leone, Tangan yika, Windward Isles, Virgin Isles, Dominica Island, Zanzibar, British West Indies (Grenada), Seychelles, Cyprus, Somaliland, Gibraltar, Gambia, Nigeria, Basutoland, Swaziland, Bechuanaland, Bahamas, Ceylon, Kenya, Malta, Northern Rhodesia, Southern Rhodesia, Sudan.

\*\* This figure includes 23 kilos of pure cocaine estimated to be contained in imported medicinal preparations.

**I (b). Coca Leaf**

1	2	3	4	5	6	7	8	9
Country	Estimated annual requirements in kilos	Estimated cocaine contents in kilos	Estimated coca leaf requirements per 100,000 inhab. in kilos	Estimated cocaine requirements per 100,000 inhab in kl	Estimated population in thousands	Estimated cocaine requirements per capita in grammes	System adopted for establishing estimated requirements	Remarks
UNITED STATES OF AMERICA . . . . .	Kg 265,090	Kg 2,650	Kg gra. 240. 990	K. gra. 1. 622	110,000	0 01622		The estimated cocaine contents of 265,090 kilos of coca leaf as given by the United States Government is 1,785 kilos of cocaine; this figure has been used in arriving at the estimated requirements of cocaine per capita as shown in a separate table. On a basis of 1,785 kilos of cocaine requirements, the requirements in coca leaf should be about 178,500 kilos.

AND MORPHIA EQUIVALENT.

1	2	3	4	5	6	7	8	9	10	11	12
Country	Name of drug	Estimated annual requirements in kilos	Estimated raw opium equivalent in kilos	Estimated morphine equivalent in kilos	Estimated population in thousands	Estimated raw opium equivalent per 100,000 inhabitants in kilos	Estimated raw opium equivalent per capita in grammes	Estimated morphine equivalent per capita in grammes	Total estimated raw opium equivalent per 100,000 population in kilos	Total estimated raw opium equivalent per capita in grammes	Remarks
		Kg grs	Kg grs	Kg grs		Kg grs.			Kg grs		
BRITISH NORTH BORNEO . . .	Heroin	65	507	46 800	208	243 750	2 4375	0 2437	243 750	2 4375	
SIAM . . .	Medicinal Opium . Morphine Heroin . .	20 1 0 250	20 10 1 950	2 1 0 180	9,121	0 220 0 110 0 021	0 0022 0 0011 0 0002	0 00022 0 00011 0 00002	0 351	0 0035	
POLAND . . .	Opium, medicinal Morphine Heroin Codeine . .	3,810 505 65 500 1,500	3,810 5,050 47 900 15,000	381 505 47 160 1,125	27,160	14 059 18 634 1 885 55 350	0 1406 0 1863 0 0188 0 5535	0 01406 0 01863 0 00188 0 05535	89 928	0 8992	Including the quantity necessary for the preparation of Galena products for the manufacture of which 25,000 kilos of raw opium would be necessary
GREAT BRITAIN	Opium Morphine Heroin	25,503 1,387 131	25,503 13,870 1,021 800	2,550 1,387 94 320	47,000	54 261 29 510 2 174	0 5426 0 2951 0 0217	0 05426 0 02951 0 00217	54 261	0 5426	
DENMARK	Opium Morphine Heroin	1,100 170 20	1,100 1,700 156	110 170 14 400	3,289	33 444 51 657 4 743	0 3344 0 5166 0 0474	0 03344 0 05166 0 00474	89 844	0 8984	
AUSTRIA . . .	Opium, medicinal Morphine Heroin	2,500 250 5	2,500 2,500 39	250 250 3 600	6,131	40 776 40 776 0, 636	0 4077 0 4077 0 0064	0 04077 0 04077 0 00064	82 188	0 8218	
AUSTRALIA . . .	Opium, medicinal Liquid Extract of Opium Solid Extract of Opium Tincture of Opium, Morphine and Salts of Morphine Heroin and Salts of Heroin Morphine Preparat Codeine and Salts of Codeine	480 47 16 3,308 294 41 214 15	480 4 700 32 330 2,940 319 800 30 150	48 1 2 34 294 29 520 3 13 200	5,426	8 888 0 087 0 592 6 111 54 444 5 922 0 555 2 777	0 0888 0 0008 0 0059 0 0611 0 5444 0 0592 0 0055 0 0277	0 00888 0 00008 0 00059 0 00611 0 05444 0 00592 0 00055 0 00277	79 376	0 7937	

II. — Total Estimated Requirements per 100,000 inhabitants and per capita shown as Raw Opium Equivalent and Morphia Equivalent (continued).

1	2	3	4	5	6	7	8	9	10	11	12
Country	Name of Drug	Estimated annual requirements in kilos	Estimated raw opium equivalent in kilos	Estimated morphine equivalent in kilos	Estimated population in thousands	Estimated raw opium equivalent per 100,000 inhabitants in kilos	Estimated raw opium equivalent per capita in grammes	Estimated morphine equivalent per capita in grammes	Total estimated raw opium equivalent per 100,000 population in kilos	Total estimated raw opium equivalent per capita in grammes	Remarks
		Kg gra	Kg gra	Kg gra		Kg gra			Kg gra		
CANADA . . . .	Opium, medicinal	773	773	77	9,030	8.590	0.0859	0.00859	58.422	0.5842	
	Extract of Opium	11	22	2		0.244	0.0024	0.00024			
	Morphine and Salts of Morphine . . .	269	2,690	269		29.888	0.2988	0.02988			
	Heroin . . . . .	42	327	30		3.640	0.0364	0.00364			
	Codaine and Salts of Codaine . . . . .	142	1,420	124		15.777	0.15777	0.015777			
Dionine . . . . .	3	25	2	0.283	0.00283	0.000283					
UNITED STATES OF AMERICA . . . .	Opium . . . . .	61,818	61,818	6,181	110,000	56.198	0.5619	0.05619	56.198	0.5619	
FINLAND . . . . .	Opium . . . . .	350	350	35	3,364	10.666	0.10660	0.01060	65.219	0.6522	Including 450 gra contained in preparations.
	Heroin . . . . .	16	124	10		3.781	0.0378	0.00378			
	Morphine . . . . .	60	604	60		18.318	0.1831	0.01831			
	Codaine . . . . .	92	920	80		27.878	0.2787	0.02787			
	Dionine . . . . .	18	153	14		4.636	0.0463	0.00463			
NEW ZEALAND . . . .	Opium . . . . .	93	93	9	1,218	7.750	0.0775	0.00775	51.916	0.5192	
	Opium medicinal . .	10	10	1		0.833	0.0083	0.00083			
	Opium Alkaloids NSE		520	52		43.333	0.4333	0.04333			
CZECHOSLOVAKIA . . . . .	Opium . . . . .	1,238	644	123	13,595	9.175	0.0917	0.00917	43.364	0.4336	
	Extract of Opium . .	37	142	7		0.550	0.0055	0.00055			
	Tincture of Opium . .	1,330	840	133		0.902	0.0090	0.00090			
	Morphine . . . . .	242	134	242		17.936	0.1793	0.01793			
	Heroin . . . . .	6	614	51		0.589	0.0058	0.00058			
	Morphine Preparat. .	25	595	25		1.896	0.0189	0.00189			
	Codaine . . . . .	165	313	165		12.245	0.1224	0.01224			
	Dionine . . . . .	3	25	2		0.188	0.0018	0.00018			
LUXEMBURG . . . . .	Opium . . . . .	29	29	3	263	11.026	0.1102	0.01102	39.151	0.3915	
	Morphine . . . . .	7	70	7		26.923	0.2692	0.02692			
	Heroin . . . . .	0.402	3	0		1.202	0.0120	0.00120			
HUNGARY . . . . .	Opium . . . . .	1,200	1,200	120	7,840	15.384	0.1538	0.01538	39.127	0.3912	
	Morphine . . . . .	120	1,200	120		15.384	0.1538	0.01538			
	Heroin . . . . .	40	312	28		4	0.0400	0.00400			
	Dionine . . . . .	10	340	10		0.350	0.0035	0.00035			

1	2	3		4		5		6		7		8		9		10		11		12
Country	Name of Drug	Estimated annual requirements in kilos		Estimated raw opium equivalent in kilos		Estimated morphine equivalent in kilos		Estimated population in thousands	Estimated raw opium equivalent per 100,000 inhabitants in kilos		Estimated raw opium equivalent per capita in grammes		Estimated morphine equivalent per capita in grammes		Total estimated raw opium equivalent per 100,000 population in kilos	Total estimated raw opium equivalent per capita in grammes	Remarks			
		Kg	grs	Kg	grs	Kg	grs		Kg	grs			Kg	grs						
GERMANY . . . . .	Opium, medicinal	3,000		3,000		300		59,857	5	008	0	0500	0	00500						
	Morphine	1,300		13,000		1,300			21	703	0	2170	0	02170						
	Heroin . . . . .	40		312		28	800		0	521	0	0052	0	00052	27	232		0	2723	
ITALY . . . . .	Opium	1,600		1,600		160		38,835	4	120	0	0412	0	00412						
	Extract of Opium	650		1,300		130			3	350	0	0335	0	00335						
	Morphine and Salts of Morphine	500		5,000		500			12	880	0	1288	0	01288						
	Heroin and Salts of Heroin	185		1,443		133	200		3	719	0	0371	0	00371						
	Dionine . . . . .	60		510		46	800		1	314	0	0131	0	00131	25	383		0	2538	
BELGIUM . . . . .	Opium . . . . .	36	382	36	382	3	638	7,500	0	485	0	0048	0	00048						
	Powdered Opium	113	440	113	440	11	344		1	712	0	0171	0	00171						
	Solid Extract of Opium	177	612	355	224	35	522		4	470	0	0447	0	00447						
	Liquid Extract of Opium	61	522	61	522	6	152		0	820	0	0082	0	00082						
	Opium Preparations	21	068	3	966	0	396		0	053	0	0005	0	00005						
	Tincture of Opium	234	276	23	427	2	342		0	312	0	0031	0	00031						
	Heroin and Salts of Heroin	30	667	239	202	22	080		3	189	0	0318	0	00318						
	Morphine and Salts of Morphine Preparat	79	791	797	910	79	791		10	639	0	1063	0	01063						
	Morphine Preparat	23	588	235	880	23	588		3	145	0	0314	0	00314	24	825		0	2482	
ALBANIA . . . . .	Opium	17		17		1	700	1,400	1	214	0	0121	0	00121						
	Morphine	6		60		6			4	285	0	0428	0	00428						
	Heroin . . . . .	3		23	400	2	160		1	671	0	0167	0	00167						
	Dionine	6		51		4	680		3	642	0	0364	0	00364						
	Codeme . . . . .	6		60		5	280		4	285	0	0428	0	00428	15	097		0	1509	
UNION OF SOUTH AFRICA . . . . .	Opium	579		579		58		6,928	8	391	0	0839	0	00839						
	Extract of Opium	7		0	700	0	700		0	010	0	0001	0	00001						
	Tincture of Opium	14		1	400	0	014		0	020	0	0002	0	00002	8	421		0	0842	
ESTHONIA . . . . .	Opium medicinal	100		200		20		1,750	11	428	0	1142	0	01142						
	Morphine	20		200		20			11	428	0	1142	0	01142						
	Heroin	2		15	600	1	440		0	917	0	0091	0	00091	23	773		0	2377	
HAITI . . . . .	Extract of Opium	2	500	5		0	500	2,500	0	200	0	0020	0	00020						
	Opium in Powder	25		25		2	500		1	000	0	0100	0	00100						
	Morphine and Salts of Morphine	1	500	15		1	500		0	600	0	0060	0	00060						
	Heroin	0	600	4	680	0	432		0	186	0	0018	0	00018						
	Dionine	0	300	2	550	0	234		0	102	0	0010	0	00010						
	Codene	3	500	35		3	080		1	400	0	0140	0	00140	3	488		0	0348	



II. — Total Estimated Requirements per 100,000 inhabitants and per capita shown as Raw Opium Equivalent and Morphine Equivalent (concluded).

1	2	3	4	5	6	7	8	9	10	11	12
Country	Name of Drug	Estimated annual requirements in kilos	Estimated raw opium equivalent in kilos	Estimated morphine equivalent in kilos	Estimated population in thousands	Estimated raw opium equivalent per 100,000 inhabitants in kilos	Estimated raw opium equivalent per capita in grammes	Estimated morphine equivalent per capita in grammes	Total estimated raw opium equivalent per 100,000 population in kilos	Total estimated raw opium equivalent per capita in grammes	Remarks
		Kg grs	Kg grs	Kg grs		Kg grs			Kg grs		
INDIA . . . . .	Opium . . . . . Morphia . . . . .	363,600 120	363,600 1,200	36,360 120	319,075	113 981 0 370	1 1398 0 0037	0 11398 0 00037	114 351	1.1435	For ordinary consumption "including mixtures as well as simple alkaloids". Not an actual estimate but based on imports and issues.
SWEDEN . . . . .	Opium (raw and medicinal) Morphine and Salts of Morphine . . . . . Heroin . . . . .	2,000 170 5	2,000 1,700 39	200 170 3 600	5,903	33 900 28 800 0 661	0 3390 0 2880 0 0066	0 03390 0 02880 0 00066	63. 361	0 6336	
ROUMANIA . . . . .	Extract of Opium Opium in powder Morphine . . . . . Heroin . . . . . Dionne . . . . . Codeine . . . . .	6 707 259 925 12 747 6 174 11 017 35 294	13 414 259 925 127 470 48 147 93 644 352 940	1 341 25 992 12 747 4 445 8 393 31 058	17,393	0 078 1 502 0 730 0 278 0 541 2 040	0.0007 0 0150 0 0073 0 0027 0 0054 0 0204	0 00007 0 00150 0.00073 0 00027 0 00054 0 00204	5 169	0 0516	
DANZIG . . . . .	Opium . . . . . Morphine . . . . . Heroin . . . . . Codem. . . . . Opium alkaloids NSE	34 600 11 900 1 830 1 —	34 600 119 14 274 10 74 450	3. 460 11 900 1 317 0 880 7 445	340	10 176 35. 000 4 100 2 942 21. 900	0.1017 0 3500 0 0410 0 0294 0 2190	0 01017 0 3500 0 00410 0 00294 0 02190	74 118	0 7411	
SWITZERLAND . . . . .	Opium . . . . . Extract of Opium Morphine . . . . . Heroin . . . . . Dionne . . . . . Opium alkaloids NSE	520 109 234 174 18 —	520 218 2,340 1,357 200 153 75	52 21 800 234 125 280 13 840 7 500	3,880	13 402 5 608 60 300 35 715 4 026 1 970	0 1340 0 0560 0 6030 0 3571 0.0402 0 0197	0 01340 0 00560 0 06030 0 03571 0 00402 0 00197	121. 021	1.2102	Including 1,909 kg. of raw opium for Ceylon.
BRITISH COLONIES * . . . . .	Opium . . . . . Solid Extract of Opium Liquid Extract of Opium . . . . . Tincture of Opium Morphine and Salts of Morphine . . . . . Heroin . . . . . Morphine Preparat. Codeine . . . . . Opium alkaloid NSE.	2,190 40 4 134 145 700 60 100 134 60 —	2,190 80 0 400 13 400 1,457 515. 580 1,340 600 670	219 8 0 040 1 340 145 700 47 592 134 52 800 67	45,439	4 801 0 176 — 0 029 3 200 1 135 2 940 1 321 1 470	0 0480 0 0017 — 0 0002 0 0320 0 0113 0 0294 0 0132 0 0147	0 00480 0 00017 — 0 00002 0 00320 0 00113 0 00294 0 00132 0 00147	15 072	0.1507	Per capita consumption considered negligible

\* Fiji, Federated Malay States, Gambia, Basutoland, Bechuanaland, Swaziland, Gold Coast, Nyassaland, Mauritius, St Vincent, Cyprus, Seychelles, Unfederated Malay States, Straits Settlements, Yucca, Tanganyika, Windward Isles, Virgin Isles, Dominica Island, Zanzibar, British West Indies (Grenada), Somaliland, Gibraltar, Nigeria, Bahamas, Ceylon, Kenya, Malta, Northern

### III. MORPHINE AND SALTS OF MORPHINE

*(Calculated as 100% Morphine)*

1	2	3	4	5	6	7	8
Country	Estimated annual requirements in kilos	Estimated raw opium equivalent in kilos	Estimated morphine requirements per 100,000 inhab in kilos	Estimated population in thousands	Estimated morphine requirements per capita in grammes	System adopted for establishing estimated requirements	Remarks
	Kg grs 1	Kg grs 10	Kg grs 0 011				
SIAM . . . . .				9,121	0 00011		
POLAND . . . . .	505	5,050	1 863	27,160	0 01863		Approximately
GREAT BRITAIN . . . . .	1,387	13,870	2 951	47,000	0 0295		
DENMARK . . . . .	170	1,700	3 344	3,289	0 0334		
AUSTRIA . . . . .	250	2,500	4 078	6,131	0 0408		
AUSTRALIA . . . . .	294	2,940	5 444	5,426	0 05444		
CANADA . . . . .	269	2,690	2 988	9,030	0 02988		
CZECHOSLOVAKIA . . . . .	242, 134	2,421, 340	1 793	13,595	0 01793		
LUXEMBURG . . . . .	7	70	2 692	263	0 02692		
HUNGARY . . . . .	120	1,200	1 538	7,840	0 01538		
GERMANY . . . . .	1,300	13,000	2 170	59,857	0 02170		
ITALY . . . . .	500	5,000	1 288	38,835	0 01288		
ALBANIA . . . . .	6	60	0 428	1,400	0 00428		
ESTHONIA . . . . .	20	200	1 142	1,750	0 01142		
HAITI . . . . .	1, 500	15	0 060	2,500	0 00060		
INDIA . . . . .	120	1,200	0 037	319075	0 00037		
SWEDEN . . . . .	170	1,700	2 880	5,903	0 02880		
ROUMANIA . . . . .	12 747	127 470	0 073	17,393	0 00073		
DANZIG . . . . .	11 900	119	3 500	340	0 03500		
SWITZERLAND . . . . .	234	2,340	6 030	3,880	0 06030		
BRITISH COLONIES* . . . . .	145 700	1,457	0 320	45,459	0 00320		
BELGIUM . . . . .	79, 791	797, 910	1 063	7 500	0 01063		

\* Fiji, Federated Malay States, Gambia, Basutoland, Bechuanaland, Swaziland, Gold Coast, Nyassaland, Mauritius, Cyprus, Seychelles, Unfederated Malay States, Straits Settlements, Bermuda, Sierra Leone, Tanganyika, Windward Isles, Virgin Isles, Dominica Island, Zanzibar, British West Indies (Grenada), Somaliland, Gibraltar, Nigeria, Bahamas, Ceylon, Kenya, Malta, Northern Rhodesia, Southern Rhodesia, Sudan.

### IV. HEROIN AND SALTS OF HEROIN

*(Calculated on the basis of 100 kilos of Heroin and Salts of Heroin = 72 kilos of Morphine and = 780 kilos of Raw Opium)*

1	2	3	4	5	6	7	8	9
Country	Estimated annual requirements in kilos	Estimated morphine equivalent in kilos	Estimated raw opium equivalent in kilos	Estimated heroin requirements per 100,000 inhab. in kilos	Estimated Population in thousands	Estimated heroin requirements per capita in grammes	System adopted for establishing estimated requirements	Remarks
BRITISH NORTH BORNEO . . .	Kg grs 65	Kg grs 46 800	Kg grs 507	Kg grs 32 500	208	0 325		
POLAND . . .	65. 500	47 160	510 900	0. 241	27,160	0 0024		
GREAT BRITAIN .	131	94. 320	1,021 800	0 278	47,000	0 00278		
DENMARK . . .	20	14 400	156	0 625	3,289	0 00625		
AUSTRIA . . .	5	3 600	39	0 078	6,131	0 00078		
AUSTRALIA . . .	41	29 520	319 800	0 759	5,426	0 00759		
CANADA . . .	42	30 240	327 600	0 466	9,030	0 00466		
FINLAND . . .	16	10	124 800	0. 483	3,335	0 00483		
CZECHOSLOVAKIA	6 614	4 762	51 599	0. 048	13,595	0 00048		
LUXEMBURG . . .	0 401	0 288	3 127	0 154	263	0 00154		
HUNGARY . . .	40	28 800	312	0 512	7,840	0 00512		
GERMANY . . .	40	28 800	312	0 066	59,857	0 00066		
ITALY . . .	185	133 200	1,443	0. 476	38,835	0 00476		
BELGIUM . . .	30 667	22 080	239 202	0 409	7,500	0 00409		
ALBANIA . . .	3	2 160	23 400	0 214	1,400	0 00214		
ESTHONIA . . .	2	1 440	15 600	0 111	1,750	0 00111		
HAITI . . .	0 600	0 432	4 680	0 024	2,500	0 00024		
SWEDEN . . .	5	3 600	39	0. 084	5,903	0 00084		
ROUMANIA . . .	6 174	4 445	48 147	0. 035	17,393	0 00035		
DANZIG . . .	1 830	1 317	14 274	0 538	340	0 00538		
SWITZERLAND .	174	125 280	1,357 200	4 579	3,880	0 04579		
BRITISH COLONIES*	66. 100	47 592	515 480	0. 145	45,459	0 00145		

\* Fiji, Federated Malay States, Gambia, Basutoland, Bechuanaland, Swaziland, Gold Coast, Nyassaland, Mauritius, Cyprus, Seychelles, Unfederated Malay States, Straits Settlements, Bermuda, Sierra Leone, Tanganyika, Windward Isles, Virgin Isles, Dominica Island, Zanzibar, British West Indies (Grenada), Somaliland, Gibraltar, Nigeria, Bahamas, Ceylon, Kenya, Malta, Northern Rhodesia, Southern Rhodesia, Sudan

**V. DIONINE**

*(Calculated on a basis of 100 kilos Dronine = 850 kilos Raw Opium and = 78 kilos Morphine)*

1	2	3	4	5	6	7	8	9
Country	Estimated annual requirements in kilos	Estimated morphine equivalent in kilos	Estimated raw opium equivalent in kilos	Estimated dionine requirements per 100,000 inhab in kilos	Estimated population in thousands	Estimated dionine requirements per capita in grammes	System adopted for establishing estimated requirements	Remarks
	Kg grs	Kg grs	Kg grs	Kg grs				
CANADA	3	2 340	25 500	0 033	9,030	0 00033		Finnish Government estimated morphine equivalent was 10 kg 64
FINLAND	18	14 040	153	0 545	3,335	0 00545		
CZECHOSLOVAKIA	3	2 340	25 500	0 022	13,595	0 00022		
HUNGARY	40	31 200	340	0 512	7,840	0 00512		
ITALY	60	46 800	510	0 154	38,835	0 00154		
ALBANIA	6	4 680	51	0 428	1,400	0 00428		
HAÏTI	0 300	0 234	2 550	0 012	2,500	0 00012		
ROUMANIA	11 017	8 593	93 644	0 063	17,393	0 00063		
SWITZERLAND	18	13 840	153	0 473	3,880	0 00473		

**VI. CODEIN AND SALTS OF CODEIN**

*(Calculated on a basis of 100 kilos Codein = 1,000 kilos Raw Opium and = 88 kilos Morphine)*

1	2	3	4	5	6	7	8	9
Country	Estimated annual requirements in kilos	Estimated morphine equivalent in kilos	Estimated raw opium equivalent in kilos	Estimated codeine requirements per 100,000 inhab in kilos	Estimated population in thousands	Estimated codeine requirements per capita in grammes	System adopted for establishing estimated requirements	Remarks
	Kg grs	Kg grs	Kg grs	Kg grs				
POLAND	1,500	1,125	15,000	5 535	27,160	0 05535		No special registers kept by chemists to record sales of drugs covered by Convention other than cocaine The Polish Government's estimated requirements of raw opium for the manufacture of 1,500 kilos of codeine was 25,000 kilos This estimate was considered excessive and calculations as to estimated amount of opium required based on the proportions of 100 kg codein = 1,000 kg raw opium
AUSTRALIA	15	13 200	150	0 277	5,426	0 00277		
CANADA	142	124 960	1,420	1 577	9,030	0 01577		
FINLAND	92	80 960	920	2 787	3,335	0 02787		
CZECHOSLOVAKIA	165 313	145 475	1,653 130	1 224	13,595	0 01224		
ALBANIA	6	5 280	60	0 428	1,400	0 00428		
HAÏTI	3 500	3 080	35	0 140	2,500	0 00140		
ROUMANIA	35 294	31 058	352 940	0 204	17,393	0 00204		
DANZIG	1	0 880	10	0 294	340	0 00294		
BRITISH COLONIES*	60	52 800	600	0 132	45,459	0 00132		

\* Fiji, Federated Malay States, Gambia, Basutoland, Bechuanaland, Swaziland, Gold Coast, Nyassaland, Mauritius, yprus, Seychelles, Unfederated Malay States, Straits Settlements, Bermuda, Sierra Leone, Tanganyika, Windward Isles, Virgin Isles, Jomnica Island, Zanzibar, British West Indies (Grenada), Somaliland, Gibraltar, Nigeria, Bahamas, Ceylon, Kenya, Malta, Northern Rhodesia, Southern Rhodesia, Sudan

**TABLE COMPILED FROM ESTIMATES OF PRESENT REQUIREMENTS COMMUNICATED BY GOVERNMENTS TO THE SECRETARIAT OF THE LEAGUE OF NATIONS**

1 Country	2 Total estimated Raw Opium equivalent requirements in Kilos	3 Population	4 Estimated average requirement per capita in grammes
	Kg		
INDIA . . . . .	364,800	319,075,000	1.14354
UNITED STATES OF AMERICA . . . . .	61,818	110,000,000	0.5619
POLAND . . . . .	24,371	27,160,000	0.8992
GREAT BRITAIN . . . . .	25,503	47,000,000	0.5426
GERMANY . . . . .	16,312	59,857,000	0.2723
ITALY . . . . .	9,853	38,835,000	0.2538
BRITISH COLONIES . . . . .	6,860	45,459,000	0.1507
CZECHOSLOVAKIA . . . . .	5,854	13,595,000	0.4336
SWEDEN . . . . .	3,739	5,903,000	0.6336
CANADA . . . . .	5,258	9,030,000	0.5842
AUSTRIA . . . . .	5,039	6,131,000	0.8218
SWITZERLAND . . . . .	4,663	3,880,000	1.2102
AUSTRALIA . . . . .	4,285	5,426,000	0.7937
HUNGARY . . . . .	3,052	7,840,000	0.3912
DENMARK . . . . .	2,956	3,289,000	0.8984
BELGIUM . . . . .	1,867	7,500,000	0.2482
FINLAND . . . . .	2,152	3,364,000	0.6522
ROMANIA . . . . .	896	17,393,000	0.0516
NEW ZEALAND . . . . .	623	1,218,000	0.5192
UNION OF SOUTH AFRICA . . . . .	580	6,928,000	0.0842
ESTHONIA . . . . .	415	1,750,000	0.2377
DANZIG . . . . .	252	340,000	0.7411
ALBANIA . . . . .	211	1,400,000	0.1509
HAITI . . . . .	87	2,500,000	0.0348
LUXEMBURG . . . . .	102	263,000	0.3915
	552,548	745,136,000	

Oct. 22nd 1924.CONFERENCE ON OPIUM-SMOKING

Two international conferences have been summoned by the League of Nations to discuss the opium question during the month of November in Geneva. The first of these, to be held on Nov. 3rd, will deal with the prevention of opium-smoking in the Far East; the second, on Nov. 17th, with the limitation to medical and scientific needs of manufactured narcotics and the raw materials exported for the purpose. (1)

The first conference has for its object the gradual suppression of the use of prepared opium as provided under the Hague Opium Convention of 1912. By prepared opium is meant the product of raw opium, commonly known as charu, which is specially prepared for smoking, and the term includes the dross that remains when opium has been smoked. Under Chapter II of the Opium Convention the contracting Powers promise to take measures for the gradual and effective suppression of the manufacture in, internal trade in, and use of, prepared opium, to prohibit its import and gradually to bring about the complete suppression of its export. This Convention has been signed and ratified by all the Powers holding territory in the Far East where opium-smoking is practised, namely the British Empire, China, France, Holland, Japan, Portugal and Siam. China has further undertaken entirely to abolish the production and consumption of opium.

The supervision of the execution of the Opium Convention was entrusted to the League of Nations during its first Assembly in 1920 in conformity with Article 23 of the Covenant. Since then the Advisory Committee on Opium has collected and examined the figures for the consumption of prepared opium in the

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(1) A further statement on the second Conference will be issued later by the Information Section.

European possessions and other countries in the Far East and it has come to the conclusion that sufficient results have not been obtained in the gradual reduction that is provided for under Chapter II of the Convention. Connected with this question is the problem of the illegal revival of production and consumption of opium in China. In the Far Eastern possessions of European powers the efforts at control tend to be frustrated by the large amount of Chinese opium which is smuggled over the frontier, while, on the other hand, the Chinese talk of abolishing the use of opium altogether has been made more difficult by the legalised smoking that is still carried on under the Convention in other territories on the Pacific.

At its fifth session, in May 1923, the Advisory Committee on Opium discussed the continuance of the practice of opium-smoking and decided to recommend the Council to invite the powers concerned, including India, where much of the raw opium for smoking purposes is produced, to meet in conference and consider what measures might be taken to hasten the complete suppression of the practice. The Council and Assembly both agreed to this step and the Conference was convened for November 3rd, 1924, the following countries being invited to send representatives: the British Empire, China, France, Holland, India, Japan, Portugal, Siam.

The text of the Assembly resolution on the subject was as follows:-

"The Assembly approves the proposal of the Advisory Committee that the Governments concerned should be invited immediately to enter into negotiations with a view to the conclusion of an agreement as to the measures for giving effective application in the Far Eastern territories to Part II of the Convention and as to a reduction of the amount of raw opium to be imported for the purpose of smoking in those territories where it is temporarily continued, and as to the measures which should be taken by the Government of the Republic of China to bring about the suppression of the illegal production and use of opium in China and requests the Council to invite those Governments to send representatives with plenipotentiary powers to a conference for the purpose and to report to the Council at the earliest possible date."

In the draft programme prepared by a Committee specially appointed for the purpose reference is made to certain proposed measures for reducing opium-smoking approved by the Advisory Committee last year. The Conference is asked to consider the suggestions that the farm system should be abolished, that the opium business should be made a Government monopoly, that a uniform maximum limit according to the adult Chinese male population should be fixed for the amount of opium sold for consumption, that the advantages or disadvantages of the system of registration and licensing should be examined and that an endeavour should be made to standardize prices and penalties for the infraction of opium laws. It is further recommended that the Powers in the Far East should conclude an agreement among themselves to apply these measures and that the whole situation should be periodically reviewed in order that further reductions might be made in the maximum limit of consumption.

The draft programme also includes the consideration of the present situation in China, where a large quantity of opium is reported to be produced and used. Statements by the Chinese Government and the Anti-Opium Association will be laid before the Conference, the members of which are asked to consider measures which might be suggested to the Chinese Government for completely suppressing the illegal production and consumption of opium.

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LEAGUE OF NATIONS.

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

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

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has the honour to submit to the Council of the League of Nations the following report on the proceedings of its sixth session, which was held at Geneva from August 4th to 14th, 1924.

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

COMPOSITION OF THE COMMITTEE

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

The following is a list of the members present:

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

*Assessors*

M. BRENIER  
Sir JOHN JORDAN  
Mrs. HAMILTON WRIGHT

*Secretary:*

Dame Rachel CROWDY.

PUBLICITY OF MEETINGS

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

PROGRESS REPORT BY THE SECRETARY.

The report was discussed *seriatim*.

*Heroin.*

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

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

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

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

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

#### REPORT OF THE PREPARATORY COMMITTEE.

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

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

The Committee finally adopted the following resolution:

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

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

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

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

#### ISSUE OF IMPORT CERTIFICATES BY TELEGRAPHIC INSTRUCTIONS.

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

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

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

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

#### SITUATION IN CHINA.

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

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

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

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

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

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

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

#### INDIAN HEMP

The Committee decided to adopt the following resolution:

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

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

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

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

#### SIMPLIFICATION OF STATISTICS.

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

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

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

#### ANNUAL REPORTS.

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

MISCELLANEOUS.

The Advisory Committee decided to adopt the following resolution:

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

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

CONCLUSION

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

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Resolutions.

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

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

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

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

Annex 1.

A 32 (a) 1924 XI  
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GENEVA, August 15th, 1924

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

PART I.

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

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

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

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

4. The Governments agree to send to the Central Board

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

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

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

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

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

PART II.

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

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

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

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

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

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

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

(IV) Article 5 shall be omitted.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### PART III

The Conference makes the following recommendations

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

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

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

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

Annex 2.

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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### Annex 3.

O C 194

## REPORTS FROM THE CHINESE HIGH COMMISSIONERS

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### KAN-SUH PROVINCE

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

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

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

### HSIN-CHIANG PROVINCE

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

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

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

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

Dated August 6th, 1923

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

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

#### SHEN-SI PROVINCE.

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

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

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

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

#### HUPEH PROVINCE.

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

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

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

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

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

#### AN-HUI PROVINCE

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

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

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

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

#### SUI-YUAN.

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

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

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

#### JEHOL

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

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

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

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

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

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#### Annex 4.

### OPIMUM CULTIVATION AND TRAFFIC IN CHINA

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

*Peking, May 1924.*

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

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

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

#### Hunan.

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

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

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

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

#### Kuangtung.

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

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

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

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

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

#### Kwangsi.

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

Anyone can buy small quantities without questions being asked. Present price for a hundred Chinese ounces is \$80 33 $\frac{1}{2}$  per cent tax is paid to the military commander to keep the troops going. If shipped down river, a further tax is imposed at Wuchow, where this Government has

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

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

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

Another correspondent writes from Luichow, Kwangsi, January 12th, 1924.

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

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

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

#### Chekiang.

Chekiang province is similar to Shansi. No poppy is grown, and the Governor has made a reputation by his attempts to keep his province clean, but with excessive cultivation in surrounding provinces it is next to impossible to prevent smuggling. A correspondent writes in February 1924.

"In spite of the fact that Chekiang has adopted strict measures to suppress opium, the habit is reviving and the traffic is extending secretly. Opium is sold secretly in every large and small village throughout the province." Through the Head of the Provincial Police, it was recently learnt that a military combine was endeavouring to introduce \$20,000,000 worth of Fukien opium into the province through a village seaport north of Ningpo and petitions both Chinese and foreign were sent to the Peking Government to prevent it. Fukien produced so much opium in 1923 that it is a glut in the market, and hence the endeavour to introduce it into Chekiang.

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

#### Fukien.

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

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

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

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

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

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

#### Yunnan.

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

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

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

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

#### Szechuan.

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

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

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

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

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

#### Kueichow.

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

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

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

#### Kiangsi.

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

The Civil Governor has established an "Opium Suppression Bureau" in the capital under the chief directorship of his brother with the Chief of the Military Staff, the Director of the Police Department, the Tungling of the Gendarmes, and others as assistant directors. Branches are

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

#### Kiangsu.

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

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

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

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

#### Hupeh.

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

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

1. 40 premises raided and 150 to 200 lbs of opium confiscated by the military, not for destruction but sale.

2. The lighter Wu Sheng No. 1 from Itu had 150 coolie loads of opium, the general commanding the troops accompanying the stuff with an escort. Total weight between 6 and 7 tons. It was being transported to Wuchang to pay for military stores.

3. A few steamer seizures made in June 1923:

S S Wanshen	1,021 lbs
S S Hsin Hsing	622 lbs
S S Morien	1,596 lbs
S S Alice Dollar	1,197 lbs

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

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

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

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

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

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

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

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

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

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

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

#### Kansu.

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

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

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

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

#### Anhui.

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

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



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

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

#### Shensi.

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

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

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

Another correspondent writes from Sian as follows:

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

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

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

Foodstuffs are dear owing to extensive poppy cultivation.

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

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

#### Shantung.

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

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

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

### Honan.

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

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

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

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

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

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

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

### Shansi.

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

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

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

### Manchuria.

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

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

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

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

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

### Chihli.

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

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

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

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

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

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

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

#### Jehol.

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

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

#### Suiyuan.

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

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

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

#### Sinkiang.

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

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

CHINESE MARITIME CUSTOMS REPORTS DURING 1923.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

For the International Anti-Opium Association, Peking

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

Annex 5.

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

RESOLUTIONS.

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

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

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

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

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

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

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

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

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

Ethylbenzoyllecgonin or ethylic coca,  
Propylbenzoyllecgonin,  
Butylbenzoyllecgonin,  
Cinnamylecocaine.

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

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

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

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

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

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

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

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

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

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LEAGUE OF NATIONS

GENEVA, September 1st, 1924

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM.**

REPORT ON THE WORK OF THE SIXTH SESSION

EXTRACT FROM THE MINUTES OF THE THIRTIETH SESSION OF THE COUNCIL.

(Second meeting held on August 29th, 1924)

M BRANTING read the following report .

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has issued a report on the work of its sixth session, which report is now under consideration. As the Committee itself has pointed out, this session has been particularly important, in view of the fact that the Committee had to consider the report of the Preparatory Committee charged with the preparation of a draft programme for the Conferences which are to be held in November next. As the Council is aware, the Preparatory Committee has submitted to the Governments invited to attend these Conferences five draft agreements. The Advisory Committee examined these drafts and decided to endeavour to prepare from them a text mentioning a series of measures which in its opinion might furnish a satisfactory basis for the work of the Conference.

It will be seen from its report that the Committee succeeded in reaching an agreement and passed the following resolution .

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

I think that my colleagues will join with me in congratulating the Advisory Committee on this satisfactory result.

The Advisory Committee discussed at considerable length the situation in China in regard to the production of opium. The members of the Committee had before them the reports of certain of the High Commissioners appointed to investigate the cultivation of the pium poppy in various Chinese provinces. In view of the fact that these reports were unsatisfactory, even in the opinion of the Chinese Government itself, and that they constitute the only material which the Committee has obtained from the Chinese Government after two years, the Committee considered that the measures at its disposal to deal with the situation had been exhausted, and has reported to that effect to the Council. I do not propose to lay before my colleagues any definite measures to meet the situation, since the first Conference is to be held in two months' time and is to consider whether " with a view to giving the fullest possible effect to the Convention of 1912, agreements could not now be reached . . . to the measures which should be taken by the Government of the Republic of China to bring about a suppression of the illegal production and use of opium in China " .

With regard to the drug trade carried on by nationals of the Powers possessing extra-territorial rights in China, the Committee decided to recommend that .

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

This would appear to be a very fair proposal to which no justifiable objections can be raised, and I am sure that the Council as a whole will approve this recommendation exactly as it stands, and instruct the Secretary-General to communicate with the Governments concerned in the manner proposed.

The only other recommendation of the Advisory Committee which, in my opinion, requires any action or approval on the part of the Council is the following :

" With reference to the proposal of the Government of the Union of South Africa that Indian hemp (*cannabis indica* or *cannabis sativa*) should be treated as one of the habit-forming drugs, the Advisory Committee recommends that the

<sup>1</sup> See Document A. 32. 1924. XI.



Council, in the first instance, should invite the Governments to furnish to the League information as to the production and use of and traffic in this substance in their territories, together with their observations on the proposal of the Government of the Union of South Africa. The Committee further recommends that the question should be considered at the annual session of the Advisory Committee to be held in 1925."

With regard to this decision, I have the honour to propose the adoption of the following draft resolution :

" The Council of the League of Nations instructs the Secretary-General to request the Governments of the States Members of the League and parties to the Hague Convention to furnish the Secretariat with information on the production, use of and traffic in Indian hemp (*cannabis indica* or *cannabis sativa*) in their territories, and to ask for their observations on the proposal of the Government of the Union of South Africa that this substance be treated as one of the habit-forming drugs."

I note that the Advisory Committee has considered several other questions on which it is not proposed to take any other measures than those already provided for in the draft which is to form the basis of discussion for the second Conference. Among these questions is Resolution 2 of the Assembly of 1922, in regard to which the Advisory Committee passed the following resolution :

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

In the present report I have not referred in any detail to the most important part of the work of the Advisory Committee, viz, that which deals with the programme of the forthcoming Conferences. Since all the interested Governments will be represented at those Conferences, I feel sure that my colleagues will agree with me that it would be superfluous for us to enter at this stage into a discussion of that part of the report before us

I conclude, therefore, by simply inviting my colleagues to approve the report of the sixth session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs

As two Conferences are being held in November to consider the best way of limiting the production of opium, heroin and cocaine and of the raw materials to be exported for such manufacture, and of putting an end to the illicit traffic in the drugs themselves, any question of importance should, in my opinion, be examined by these Conferences, at which all the interested Governments will be represented. I make this suggestion without any hesitation, since the first Conference will begin its work in two months' time and the second Conference will follow immediately after.

*The Council adopted the resolution regarding Indian hemp and approved the report of the sixth session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs.*

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LEAGUE OF NATIONS

Mixed Sub-Committee of the Health Committee and  
of the Advisory Committee on Traffic in Opium/

**MINUTES OF THE SECOND SESSION**

FIRST MEETING

*Held at Geneva, on Wednesday, September 5th, 1923, at 2.30 p m.*

LIST OF MEMBERS

Dr. CARRIÈRE, Chairman (Health Committee)  
Dr CHODZKO (Health Committee)  
Dr. ANSELMINO (Advisory Committee on Traffic in Opium)  
Mr. CAMPBELL (Advisory Committee on Traffic in Opium)

*Secretary*: Mr. BLANCO, Member of the Opium Section of the Secretariat of the League of Nations.

*The following were also present*:

Dr RAJCHMAN, Medical Director of the Health Section of the Secretariat of the League of Nations.  
Professor KNAFFL-LENZ, Member of the Health Section of the Secretariat of the League of Nations.

**1. Opening Speech of the Chairman.**

The CHAIRMAN regretted the absence of Dr Santoliquido

He stated that, at its first session held in January, 1923, the Mixed Committee had studied the question of an investigation into the requirements in regard to narcotic products mentioned in the Hague Convention, and had adopted a decision concerning the principle involved to the effect that by legitimate requirements should be understood solely the amounts necessary for the practice of medicine and for certain scientific purposes

Mr. Campbell had made reservations on the subject of this decision.

The Sub-Committee had considered the proposed methods of enquiry which had been submitted to Professor Knaffl-Lenz. The speaker thanked Professor Knaffl-Lenz for the study which he had made of these methods, and which is given in the document.

The Chairman added that he thought it well to examine, about a week before, with Dr. Chodzko and Dr. Santoliquido, the question of the agenda of the present session, and that the views set forth by the Chairman in the document are in accordance with the views of his two colleagues

Professor Knaffl-Lenz had given in his report (Annex) a summary of the causes of the abuse of narcotics and the means adopted to combat them.

**2. Approval of the Minutes of the First Session.**

The Minutes of the First Session (Document C. 79 M. 33. 1923. XI) were approved

**3. Action taken by the Opium Committee on the Resolutions of the Sub-Committee.**

Dr. CHODZKO asked what action had been taken on the resolutions of the Sub-Committee concerning the definition of the legitimate requirements in opium, and the methods of enquiry proposed.

Dr. ANSELMINO explained that the First Session of the Sub-Committee had been followed in January by the Fourth Session of the Opium Committee, and that the Minutes of this Fourth Session mentioned the resolutions in question. At the Fourth Session Mr. Campbell had commented upon the report of the resolutions of the Sub-Committee.

Mr. CAMPBELL confirmed Dr Anselmino's statements. The Opium Committee had considered the report of the Sub-Committee and had declared itself in agreement with the methods of enquiry proposed by the latter. He himself, however, as well as M. van Wettum, the Netherlands Delegate, had made reservations.

The report of the Sub-Committee had also been mentioned in the Minutes of the May-June session. The speaker added that the United States Delegate and Sir John Jordan had considered that legitimate use should be regarded as strictly limited to medicinal and scientific requirements, but the Chairman of the Committee had stated that this definition would be contrary to the Hague Convention and to the decisions previously adopted by the Council and the Assembly of the League of Nations.

Mr. Campbell was of opinion that the Sub-Committee should deal only with the methods of an enquiry to determine the extent of the legitimate requirements and not with the definition of these requirements themselves. Moreover, the question of the methods themselves ought not to be solved too hastily.

The Council and the Assembly apparently considered that the use of opium in India should be regarded as legitimate and had given no final decision as regards the definition of legitimate use. This was a question which should not be considered as within the competence of the Sub-Committee or of the League of Nations in general. It was necessary, of course, to have a basis for the enquiry; the speaker did not think that the basis adopted, although it was unsatisfactory, would present serious difficulties as far as Europe and the United States were concerned.

Dr. RAJCHMAN apologised on behalf of the Secretariat because the Minutes of the Opium Committee had not been distributed to the Members of the Sub-Committee.

#### 4. Appointment of Professor Knaffl-Lenz as Expert on the Sub-Committee.

The CHAIRMAN presented the following draft resolution:

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

#### 5. Discussion of the Conclusions drawn from the Available Figures relating to the Determination of Annual Legitimate Requirements. Discussion of a Proposed Enquiry to obtain exact information concerning the Figures for Legitimate Consumption.

The CHAIRMAN stated that Dr. Knaffl-Lenz's investigations had resulted in the conclusions summarised in the document. It had appeared desirable, in preparing the ground, to study with Dr. Knaffl-Lenz the conclusions to which his work had led him. He would accordingly open the discussion on the question of the enquiries.

At its first session the Sub-Committee had recognised three principal forms of enquiry: The first was based on a comparison of imports and exports, but it failed to give the results required. The second was based on information obtained directly from hospitals, pharmacists, physicians, dentists and veterinary surgeons. The third rested on a different basis; it took the figures for disease in a country according to the calculations of life insurance companies and the use of narcotic drugs in certain specified hospitals, and combined these two figures so as to obtain the total consumption of a country.

There was a fourth line of enquiry which was not mentioned in the summary, namely, that based on licences granted by the manufacturing States for the import and export of narcotics. In view of the fact that the system of licences had not so far been applied in a very complete manner, it had been thought inopportune to consider more than the first three methods for the present.

Dr. KNAFFL-LENZ stated that he had investigated the first and the second methods. The second method was based on the figures furnished by the chemists, physicians and the hospitals. The figures furnished by Switzerland according to this method were not accurate; they were too high, for the following reason: the chemists had perhaps thought that the enquiry in question would lead to a rationing of opium for the pharmacies. He therefore proposed to change the method employed and suggested that Governments should be asked to require that prescriptions for narcotic drugs should be made on special forms, the colours being different in the case of opium, cocaine, etc., and that these prescriptions should be kept in the pharmacies. The pharmacist should be required to write in a corner of the prescription the quantity of morphine or of cocaine prescribed. It would then be easy to determine the figures for the legitimate amounts prescribed by physicians. The system was being studied in Switzerland and Italy. The third method, which was based on statistics of diseases, was inapplicable: a new definition of morbidity would be necessary. The speaker said that he had tried to obtain morbidity figures, but he had been informed that even in the future it would be impossible to give them. He had therefore tried to obtain from the different hospitals the amounts necessary for the patients.

Up to the present they had received information from hospitals of similar standing in Vienna, Graz, Basle and Germany. These figures were divided by departments and they showed that opium requirements varied largely according to the different diseases. The quantities of opium used per patient varied widely in different hospitals; thus, as compared with Vienna, Graz used less opium, Basle twice as much, and the German hospitals three times as much. The quantity

used depended on the gravity of the case and on the length of time it remained under treatment. They could not therefore compare the quantities employed per patient, but they could compare the average daily quantities, and it would be seen that the figures thus obtained were very similar.

The Vienna Government Officials' Insurance Fund, which had about 400,000 members, had stated the quantities of opium prescribed for its members by doctors, but these figures did not indicate the total requirements, as they did not include quantities used in the hospitals for the treatment of insured persons. These quantities could, however, be easily calculated by counting the number of insured persons treated in the hospitals and the number of days they were under treatment.

The quantities of opiates used per inhabitant, calculated on the basis of the figures supplied by the Government, ought to correspond approximately with the quantities used for insured persons. The former would be rather higher, as the official figures included the amounts used for scientific and veterinary purposes.

In any case, it was necessary to calculate the requirements in opium per diem and per head in order to obtain a basis for comparison. The total requirements of a sick person could not be compared with those of an average member of the population, as the quantity employed per patient was only spread over the period of the illness, whereas that used per head of the population referred to the whole year.

A further difficulty which arose when comparing the figures supplied was that in many cases no information was given as to requirements of codein. Thanks, however, to the complete figures supplied by some countries, the relation between the quantities of codein and opium employed could be approximately calculated, though this relation varied, because the use of codein depended on its price and on the economic situation of the country in question. Codein was more expensive, as it had to be used in larger quantities than morphine.

If, with these considerations in view, the average requirements of countries with a well-developed medical organisation were calculated, it would be found that the requirements per diem and per head amounted to about  $1\frac{1}{4}$  milligrammes.

The Vienna Insurance Funds, however, used only  $\frac{1}{4}$  milligramme. Even if the economic conditions of Austria, which demanded strict economy in the use of expensive medicaments, were taken into account, this figure had to be considered as too low, and the figure of  $1\frac{1}{4}$  milligrammes quoted above could be regarded as sufficiently accurate.

The requirements per hospital patient per diem amounted to about 70-80 milligrammes. The average requirements in opium of countries with a well-developed medical organisation should therefore be 450 milligrammes of raw opium per head per annum. But this figure could not be taken as a basis in calculating the medical needs of the whole world, as countries with an undeveloped embryonic medical organisation only used a fraction of this amount, and it had to be remembered that those countries constituted the majority. If, therefore, they took half the figure quoted above as the average of the world's requirements, they would get about 350,000 kilogrammes of raw opium for medical and scientific purposes. This figure represented about  $1/10$ th of the present world production. The latter could therefore be reduced by half in the next few years and could later undergo a further reduction of similar proportions.

The figures for raw opium had been calculated on the basis of the quantities of morphine theoretically necessary for the manufacture of codein and heroin. The fact that a certain loss occurred in the process of manufacture had to be taken into account. The resulting difference was compensated for by the fact that the quantity of raw opium had been determined on the assumption that it contained 10% of morphine, whereas Turkish and Persian opium contained at least 12%.

The requirements in cocaine were calculated in the same way. There were great differences between countries, whereas in England only about 4 milligrammes per head per annum were employed and only 8 milligrammes in Germany, the quantity employed in Denmark and Sweden amounted to about 27 milligrammes.

It should be pointed out that in surgery, cocaine could nearly always be replaced by novocain. There was therefore a relation between the consumption of cocaine and novocain, and this relation depended largely on the difference in price. When cocaine was cheaper, more of it was used, and *vice versa*. The quantities of cocaine thus utilised varied very widely. On the basis of the principles which had just been explained, they would get an average consumption of approximately 15 milligrammes per head per annum, which came to 24,000 kilogrammes for world requirements. This figure was clearly too high for medical needs, as cocaine was only indispensable for operations on the eyes and nose. In the majority of countries whose medical organisation was little developed, the use of cocaine for medical purposes was negligible.

The production of cocaine in Germany, Switzerland, Japan and the United States of America amounted to about 12,000 kilogrammes. The production in other countries such as the Netherlands, France, etc., which was not to be neglected, was not known at present. In consequence, the figures at their disposal could not serve as a basis for definite conclusions.

Mr. CAMPBELL thought that this percentage was accurate enough for the purpose of calculating the estimated requirements.

The CHAIRMAN thanked Dr Knaffl-Lenz for his explanation and opened the discussion on his statement.

Mr. CAMPBELL pointed out that he had not yet had time to study the documents handed to him. Nevertheless, he thought that there were two omissions. The first concerned the amount of opium required for veterinary purposes, he asked if Dr Knaffl-Lenz had taken account of these

figures. There were in India 180 million head of cattle, and in view of the climatic conditions of that country the inhabitants needed opium in considerable quantities for their animals. These same climatic conditions appeared to exist in a part of America. The speaker also pointed out that there were large firms, for example, Burroughs & Wellcome, etc., which required a large amount of opium for the preparation of drugs which could be sold and used without medical prescription. Had Dr. Knaffl-Lenz taken into consideration the amount necessary for the preparation of these drugs?

Dr. KNAFFL-LENZ replied that the figures furnished by the various Governments took into account the requirements of veterinary surgeons and the requirements for the preparation of drugs.

Mr. CAMPBELL asked whether the figures submitted by Governments generally corresponded fairly accurately with the figures worked out by Dr. Knaffl-Lenz.

Dr. KNAFFL-LENZ stated that by taking half a milligramme per day for insured persons and multiplying this figure by 365, an average was obtained which was very close to the figures furnished by the Governments. The figures of the insurance societies served as a check on the figures given by hospitals.

Dr. ANSELMINO pointed out that at a previous session the annual consumption per head had been estimated at 0.9 grammes of raw opium. Dr. Knaffl-Lenz's figures showed that only half of this amount was required. The speaker therefore did not feel sure that the requirements of a country could be obtained from the average world consumption. For example, in the United States 540 milligrammes were required, whereas in Finland 300 milligrammes were sufficient. The difference was great. What was to be done with these figures? Was it intended to calculate the requirements of the whole world, or of individual countries?

The CHAIRMAN said that he thought the different questions should not be confused. Two questions were before the Sub-Committee in order to continue the work imposed by the Convention, that is to say, to reduce the production of opium and of morphine, the Sub-Committee must first of all know the production and the requirements of the whole world. The first thing which it had to do was to establish a method of enquiry for the class known as "civilised" countries. On the basis of the results for the civilised countries, it would try to determine the requirements of the "semi-civilised" countries. On the basis of all these figures the total requirements of the entire world would be determined, and the total production would be made dependent upon these requirements.

Dr. ANSELMINO asked whether codein was included in the figures for Great Britain, that is, 540 milligrammes (opium, morphine and heroin).

The CHAIRMAN replied that codein was not included.

Mr. CAMPBELL, in reply to a question by Dr. Knaffl-Lenz, explained that in England codein was, he believed, extracted from opium, and also manufactured by synthesis from morphine.

Dr. ANSELMINO stated that, if codein and morphine converted into codein were included in the figures for Great Britain, then Austria, Canada, the United States, New Zealand and Germany had the same figures for opium, *i. e.*, about 550 milligrammes per head annually. For Germany the figure for opium, morphine and heroin was 265 milligrammes of raw opium. That figure must be increased by 100% in calculating the consumption of raw opium in the form of codein; in this way 530 milligrammes were obtained. This was the same figure as for the countries mentioned above.

Dr. CHODZKO said that he wished to know whether the figure of 940 milligrammes for Switzerland had been given by the Government.

The CHAIRMAN replied that these figures were based on a direct enquiry among pharmacists, physicians and hospitals. Dr. Knaffl-Lenz had already explained that he considered this figure too high. It seemed to him that the agreement between the figures obtained for a certain number of countries indicated that these enquiries had a certain value.

The question to which they came back was that of an enquiry to ascertain whether the results corresponded to the actual facts. Dr. Knaffl-Lenz had explained in his memorandum the advantages and disadvantages of these enquiries. It would now be well to find out which method of enquiry the Sub-Committee wanted to adopt.

The method proposed in the first resolution was, in short, the second method, which was based on information obtained direct from pharmacists in the first place, then from physicians and hospitals, and, if necessary, from the veterinary surgeons and dentists. It was a question whether dentists ought to be included in the enquiry.

The Chairman proposed the following resolution:

"1. The Mixed Sub-Committee on Opium, after having examined the various methods recommended for the purpose of determining the "legitimate requirements" of the various countries in regard to opium, opium derivatives and cocaine, has ascertained that these methods could not furnish figures representing real needs and capable of being compared with each other.

"It considers, however, that the method based on information furnished direct by pharmacists, hospitals and physicians might give figures capable of being used, provided that narcotic drugs are prescribed on special forms issued to physicians by the State; pharmacists would keep these forms for the purpose of supervision, after indicating

on each of them the amount of medicinal opium or of cocaine contained in the drugs prescribed, and would return them periodically to the competent authority. By adding the figures for hospital consumption to the figures obtained in this way, a total amount would be obtained, which would correspond as accurately as may be required in such a matter to the legitimate requirements of the population.

"Furthermore, for the purpose of supervision, it would be desirable to determine the amount used per patient per day in the case of members of sick insurance funds treated at home or in hospital. The figures thus obtained for insured persons ought to correspond as a general rule to those obtained for the population as a whole.

"Codein is a derivative of opium, which, though very widely used, does not come under the provisions of the Hague Convention. The Mixed Sub-Committee considers that it would be indispensable to take it into account in determining legitimate requirements, and it consequently requests the persons entrusted with the conduct of the enquiries to have regard to this recommendation."

By comparing the figures thus obtained with those yielded by the general enquiry relating to physicians, pharmacists and hospitals, a second figure would be obtained which would serve as a check on the first. It would be interesting to see whether an enquiry conducted on these lines would confirm the similarity of results shown by the figures submitted by Dr Knaffl-Lenz.

Dr ANSELMINO thought that that was a very difficult and very expensive method. Germany, for instance, would not be able to employ it.

The CHAIRMAN pointed out that the Sub-Committee already had figures for Germany. If the German Government considered these figures as representing the facts, it was at liberty not to undertake any further enquiry.

Mr CAMPBELL wished to read the documents before taking a decision in regard to the first resolution. The correspondence of certain figures already obtained for various countries seemed to show that a figure had been reached in practice which was not far from the truth. He thought that perhaps the Sub-Committee might be able to dispense with putting into practice the system advocated by Dr Knaffl-Lenz. If that were so, the enquiries to be undertaken in the different countries could perhaps be limited as much as possible. There was reason to believe that the figures submitted by Great Britain, Germany and the United States in particular — and probably those for several other countries as well — were accurate enough for the present purpose.

The CHAIRMAN proposed that, in view of the desire expressed by Mr Campbell, the Sub-Committee should postpone its decision on the question of method until its next meeting.

Dr CHODZKO pointed out that, according to the Minutes of the Fifth Session of the Advisory Committee (page 78), Mr Campbell had obtained an almost accurate figure as regards the opium requirements of the whole world without having had recourse to enquiries. He had estimated this maximum figure at from 10 to 12 grains. Sir John Jordan had then asked that this figure should be taken and that a limit of 15 grains per head should be established. The speaker asked whether this figure included only medicinal and scientific requirements or still other requirements.

Mr CAMPBELL thought that it would be of the greatest advantage for the Sub-Committee to come to a decision as quickly as possible if they could in fact do so. Dr Chodzko had pointed out that the figure of 10 grains had been accepted by Sir John Jordan, who was also prepared to agree to an addition of 50 %, bringing the amount up to 15 grains, if that would secure a universally acceptable upper limit. In suggesting 10 grains, Mr Campbell had only wished to give the Sub-Committee an opportunity to express an opinion. Possibly the Sub-Committee might feel able to accept the figure of 15 grains, as a maximum limit, at once and to suggest that a periodical revision of this figure — every five years, for example — should be provided for.

Dr CHODZKO said that he considered Mr. Campbell's statement of great importance; it brought the Sub-Committee nearer to its goal without necessitating further complicated and costly enquiries, which would perhaps not be carried out by all the countries.

Dr. KNAFFL-LENZ pointed out that 10 grains corresponded to 600 milligrammes. There was no country in which the requirements reached this figure; the highest was 530 milligrammes.

Mr. CAMPBELL thought that 15 grains might be fixed as a maximum; he agreed that it erred on the side of excess, but clearly a safe figure was required.

Dr CHODZKO proposed that the examination of this question should be entrusted to a Sub-Committee composed of Dr. Knaffl-Lenz, Mr Campbell and the Chairman. This Sub-Committee would draft its proposals, which it would then submit to the Sub-Committee.

• *This proposal was adopted.*

## 6. Discussion of the Question whether it would be advisable to Suppress the Manufacture of Heroin.

The CHAIRMAN explained that the Sub-Committee here dealt with the text of the Hague Convention. At present the provisions of the Hague Convention were not applicable to preparations containing less than 0.2 % of opium and less than 0.1 % of morphine and cocaine. In proposing the above recommendation, which was not in accordance with the text of the Convention

in certain respects, the Chairman had thought that only the expression of a technical opinion was intended. He asked his colleagues whether they wished to take up the question of the prohibition of the manufacture of diacetyl-morphine.

*The Sub-Committee decided to take up the question.*

Dr. KNAFFL-LENZ explained that heroin had been produced because it was believed that this morphine derivative was not a drug of addiction, but after one or two years it was found that heroin was a drug of addiction like morphine, and to an even greater degree. Professors of pharmacology in Germany and in Austria had always taught their students that heroin was not necessary, that it was too toxic, more toxic even than morphine. For five or six years past heroin had been taken in the form of snuff in America, and it was stated in American publications that 50 % of the heroin addicts were also cocaine addicts. Consequently, heroin was much more dangerous than morphine. Moreover, the effect of a given amount of morphine could be produced by a third or a half of the amount of heroin. This encouraged smuggling, because it was easier to send heroin than morphine. Heroin possessed the single advantage of not causing constipation. Heroin was not necessary for the treatment of patients. From the medical point of view, it might be said that the suppression of the manufacture of heroin would produce no inconvenience to therapeutics. He therefore proposed that the production of heroin should be forbidden.

The CHAIRMAN thanked Dr. Knaffl-Lenz for his statement, which was summarised as follows in the second resolution:

"2. Heroin or diacetyl-morphine is a very dangerous drug, still more toxic than morphine, and still more dangerous as regards the forming of a drug habit. Since many pharmacologists and clinical practitioners admit that heroin can be dispensed with in therapeutics, the Mixed Sub-Committee proposes to prohibit its manufacture."

Dr. ANSELMINO considered that the recommendation proposed to the Mixed Sub-Committee went further than the third resolution of the Advisory Committee (Minutes of the Fifth Session, page 209):

"The Advisory Committee asks the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin or of its limitation to the minimum amount required."

The CHAIRMAN said that it did, in fact, go further since it omitted the second part of the recommendation. They ought to take the word of the specialists who said that heroin was not necessary. Moreover, since it was still more dangerous than morphine, its suppression seemed advisable.

Dr. CHODZKO thought that this resolution ought to be submitted to the Assembly. It would then be difficult for the Sub-Committee to change the vote of the Assembly. It would be very desirable to modify this resolution, if feasible, before it was submitted to the Assembly; but that seemed impossible at present. The Fifth Committee might be asked to modify this resolution, for it had, doubtless, the right to do so.

Dr. ANSELMINO was also of the opinion that heroin or diacetyl-morphine was more dangerous than morphine and that it should be prohibited, but the difficulty was in the Hague Convention, under the terms of which the manufacture of heroin could not be forbidden.

The CHAIRMAN said that he believed that his colleagues agreed that Governments should be asked to prohibit the manufacture of heroin, but it was evident that the Sub-Committee could not prohibit such manufacture, nor the Fifth Committee, nor even the Council. The Sub-Committee could only formulate a suggestion to be submitted to the Governments. This suggestion might be expressed as follows: "The Sub-Committee decides to ask the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin".

After a discussion, in which Dr. CHODZKO, Mr. CAMPBELL and the CHAIRMAN took part, the Sub-Committee decided to adopt the following resolution:

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

*and to draft the report of the Sub-Committee in the following terms.*

"In view of the fact that a question is being raised as to the possibility of prohibiting the manufacture of heroin, the Sub-Committee thought it might give its opinion from the medical point of view and might state that the Mixed Sub-Committee, composed of technical experts, agrees, having regard to the small therapeutic value and the harmful effects of diacetyl-morphine, to advocate the prohibition of its manufacture".

That opinion would be a means of persuasion which might strengthen the effect of the letter to be sent to all Governments, and thus would show the latter that there already existed upon this subject a scientific opinion expressed by qualified experts of the League of Nations. This would enable them to know the opinion of experts entitled to express a scientific opinion on this question.

The CHAIRMAN and Dr CHODZKO expressed full approval.

Dr. RAJCHMAN said that under these circumstances it seemed to him better to leave the third resolution as it then stood. The Advisory Committee on Opium could take note of the Sub-Committee's report and resolution, and could transmit them to the Council as the opinion of its experts. The Council in its turn would transmit them to the Fifth Committee, so that the latter would be acquainted with the Sub-Committee's wishes, while at the same time the administrative position of the Advisory Committee would be safeguarded.

The CHAIRMAN then asked if his colleagues wished to submit to these two bodies a suggestion for the complete suppression of the manufacture of diacetyl-morphine. If they agreed, they would take such action. It seemed to him that the second resolution for the suppression of the manufacture of heroin was, *ipso facto*, adopted.

He then asked if the members wished the second resolution to be communicated to these two bodies as drafted.

*The two resolutions were adopted as drafted.*

After a discussion, in which the CHAIRMAN, Dr CHODZKO, Dr RULOT, Dr. RAJCHMAN, Mr. CAMPBELL and the SECRETARY took part, *the Sub-Committee decided to transmit these resolutions simultaneously to the Health Committee and to the Advisory Committee.*

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## SECOND MEETING

*Held at Geneva, on Thursday, September 6th, 1923, at 3 p m.*

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Dr. CARRIÈRE, Chairman.

There were present all the Members of the Sub-Committee, and Dr KNAFFL-LENZ as expert. Dr. RULOT, Member of the Health Section, was also present.

### 7. Result of the Deliberations of the Committee appointed to examine the Question of Enquiries.

The CHAIRMAN stated that the Committee appointed at the previous meeting to examine the question of enquiries had achieved the following results.

After studying the figures resulting from the enquiries made in various countries, and those collected by Dr Knaffl-Lenz, it came to the conclusion that the legitimate requirements of a country in opium and its derivatives represented an average figure per head per annum of ten English grains (about 600 milligrammes), the term "average" being understood, however, as indicating a maximum. This figure should be communicated to the Governments to give them some indication as to the lines on which the regulation of the traffic in opium and its derivatives should be carried out. But it was evident that, if they proposed forthwith to ration the States, this figure could not be imposed on them at the outset. They ought to leave the States the option of accepting a limiting figure only after they had proceeded to such enquiries in their own country as they thought necessary.

In consequence, the Committee added a second part to the resolution to be submitted to the Advisory Committee referring to enquiries which might be made in the future. In regard to these enquiries, the Committee returned to system 2, completed by Dr. Knaffl-Lenz's proposal regarding the prescription of narcotic drugs on special forms. The text proposed by the Committee was as follows:

"(1) For the purpose of determining the legitimate needs of the various countries as regards narcotic drugs, the Mixed Sub-Committee, after having examined the figures which have been submitted to it, resulting from a certain number of enquiries conducted by various Governments, gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure representing the legitimate needs of the different countries being fixed forthwith. This figure of 600 milligrammes (10 English grains) per head per year should, however, be considered as a maximum.

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



Dr. CHODZKO, referring to the phrase "... gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure being fixed forthwith... ", asked what this figure was, and whether it referred to cocaine or opium.

The CHAIRMAN replied that the figures referred to requirements in opium and its derivatives in terms of raw opium. It would be advisable to indicate this in the text of the resolution.

Dr. KNAFFL-LENZ thought that "including codein" should be added.

Dr. CHODZKO considered that the phrase "... representing the legitimate needs of the various countries" was of great importance. At its first meeting the Mixed Sub-Committee had clearly defined these needs. Article 9 of the Hague Convention said.

"The Contracting Powers shall enact laws to limit exclusively to medical and legitimate purposes the manufacture . . ."

If the resolution used the phrase "legitimate needs" in the same sense as the Convention, it might be thought that the figure referred only to needs other than medical needs in the sense of the Convention. The words "for medical purposes" might be added to the resolution. In this way the text would be in conformity with that of the Convention.

Was codein included in the figure of 600 milligrammes ?

The CHAIRMAN replied that this figure represented opium and all its derivatives, including codein, in terms of raw opium. A further figure would, of course, have to be added for cocaine if the information already received made it possible to fix it. As regards the "legitimate purposes", the resolution should be understood in the sense of the decision of the Sub-Committee, which regarded medical and scientific purposes only as legitimate. They might therefore say "... representing the medical and scientific needs of the countries". The Chairman asked Dr. Knaffl-Lenz if he thought it possible to indicate now a figure for cocaine.

Dr. KNAFFL-LENZ replied that the Secretariat had not received many figures in regard to cocaine. The figures supplied by Austria were very high, and probably inaccurate. Taking the average of the figures so far received, they would find that it amounted to 15 milligrammes per person per year. The total quantity of cocaine required to satisfy the requirements of the whole world could not, however, be calculated on the basis of these figures, since cocaine is indispensable only to ophthalmologists and laryngologists, who exist only in a limited number of countries and are lacking in by far the greater part of the world. It would be advisable to wait until further information had been received from hospitals and insurance offices.

Dr. CHODZKO pointed out that Great Britain asked for 3 milligrammes and the CHAIRMAN added that Germany asked for 6 or 7 milligrammes.

Dr. KNAFFL-LENZ pointed out that if they took the figure of 15 milligrammes they would find that the whole world production was little in excess of this figure.

The CHAIRMAN considered that in view of the inadequate information at the disposal of the Sub-Committee, it would be premature to decide immediately on a figure for the consumption of cocaine, which would perhaps be greater than the production. If Dr. Knaffl-Lenz considered that the present figures were too incomplete to allow them to come to a definite conclusion, it would be better to confine the resolution to opium and its derivatives, with perhaps an addition to the effect that it would only be possible to fix a figure for cocaine later.

Dr. ANSELMINO said that 600 milligrammes represented raw opium whatever the method of its manufacture. They should distinguish between legitimate needs in respect of raw opium and the drugs referred to in Chapter III of the Hague Convention. The draft certificate of importation made a distinction between raw opium for legitimate needs and drugs for medical and scientific needs. Raw opium was used not only for medical but for other legitimate purposes, since it was used in the preparation of opium for smoking in countries where this practice was legitimate. The 10 grains did not, therefore, constitute the maximum quantity of raw opium for legitimate purposes, but only for medical and scientific purposes. They could not interpret the word "legitimate" in any other sense than that given to it by the Hague Convention.

The CHAIRMAN considered that they could not reopen the discussion on a point which had been settled. The enquiries had been made on the basis of needs described by the Sub-Committee as "legitimate", and they should accept this definition.

Dr. ANSELMINO said that the 600 milligrammes referred only to medical and scientific needs.

Mr. CAMPBELL said that he did not wish to complicate the discussion, he approved of the insertion of the words "medical and scientific purposes", provided that the reservation he had previously formulated was, as far as he was concerned, read into the resolution. The Sub-Committee had adopted a resolution which was not in accordance either with the Hague Convention, the decision of the Advisory Committee, or the decision of the Assembly.

The CHAIRMAN said that Mr. Campbell's reservation was maintained and it would, of course, be again embodied in the Sub-Committee's report to the Advisory Committee on Opium. As regards cocaine, a third paragraph would be added stating that the data at the disposal of the Sub-Committee were too incomplete to serve as a basis for a resolution. In regard to the enquiries which might subsequently be made in certain countries to obtain exact information, they could suggest that such enquiries should be conducted according to method 2, as proposed by Dr. Knaffl-Lenz. The resolution would also have three paragraphs, the first referring to legitimate needs of opium and its derivatives, the second to cocaine, and the third to the enquiries.

## 8. Prohibition of Heroin.

Mr CAMPBELL considered that the Sub-Committee had gone a little too far in saying that heroin ought to be suppressed, for the manufacture of heroin was permitted by the Hague Convention. In his opinion the result would be the same — and at the same time they would be acting more in conformity with the Convention — if the sentence were turned round. Instead of imposing a decision by making an assertion, the sentence might be put in the form of a question, since the Advisory Committee had already raised this point and was probably going to ask the Governments whether they did not consider that the manufacture of heroin should be abolished.

The CHAIRMAN said that the Sub-Committee was a technical organisation which confined itself to expressing an opinion which, in this case, was that, according to the almost unanimous view of specialists, heroin was a very dangerous drug and could be dispensed with.

The Sub-Committee used the word "should" and not "shall", this word "should" was by no means imperative; it only implied that the question ought to be considered.

Dr. ANSELMINO considered that it was for the Health Committee to decide whether a drug was dangerous or not. The Rapporteur submitted the decision of the Sub-Committee to the Advisory Committee and added the reasons on which the Sub-Committee had based its decision. The Advisory Committee would raise no objections on the point as to whether a drug was dangerous or not, since the decision of the Members of the Health Committee was based on their special experience in this matter. The Advisory Committee would then examine in what manner the recommendation of the Mixed Sub-Committee could be applied, whether the Hague Convention supplied the means of applying it, and whether it was necessary to propose new regulations to the Governments either within the scope of the Hague Convention or otherwise. The next point to be considered would be whether the aim of such regulations should be to control the traffic only in the country itself or to control the international traffic with a view to avoiding the international danger which might result from illicit exportation and importation.

The CHAIRMAN considered that the questions which Dr Anselmino had just raised did not come within the competence of the Sub-Committee, but rather within that of the Advisory Committee, which had already discussed them.

Mr CAMPBELL said that he found himself in a somewhat delicate position. The Sub-Committee was about to express an opinion based solely on technical and pharmaceutical knowledge which he did not possess. He desired to emphasise that there were objections from the administrative and legal points of view, and he realised that his position was the more delicate as no attention was being paid to these difficulties. In these circumstances it was difficult for him to support the purely technical opinions of the Sub-Committee. He considered that it would have been preferable for the Advisory Committee to be represented on the Sub-Committee by a doctor rather than by himself.

Dr CHODZKO thought that if this principle were accepted, it would usually be impossible to form mixed sub-committees, and he drew attention to the work of another Mixed Committee, the Mixed Committee on Waterways, which was composed of members of the Health Committee and the Committee on Communications and Transit.

In regard to heroin, the same opinion had been supported not only by Dr Knaff-Lenz but by Americans, it had also been expressed at the Fifth Session of the Advisory Committee on Opium. They could therefore be sure that the present proposal was satisfactory from the scientific and from the social point of view. The legal and technical difficulties would have to be dealt with by the Advisory Committee. If the Sub-Committee thought that heroin was a highly dangerous poison, it ought to say so in the most definite manner. If Mr. Campbell had doubts on the subject, he could make reservations, but Dr Chodzko thought that all the members of the Sub-Committee were in agreement on the point.

Mr. CAMPBELL thought that, as far as he was concerned, the best solution would be to make certain reservations which would provide him with an opportunity of discussing the question later on when it came before the Advisory Committee. He thought it would be imprudent to commit themselves before they had received the opinions of the Governments — for which the Advisory Committee proposed to ask later — and even before they knew the opinion of the Health Committee *quod* Health Committee, or whether new points of view would be raised at subsequent discussions.

The CHAIRMAN considered that, notwithstanding all the explanations given in the course of the discussion, Mr Campbell was naturally entitled to make reservations, and perfectly free to do so.

## 9. Restriction of the Sale of Cocaine.

The CHAIRMAN explained that they would next consider the recommendations it was proposed to submit to the Governments in regard to internal regulations of the use of cocaine. They had considered it advisable to submit these recommendations to the Advisory Committee to give it an opportunity of pronouncing on the subject.

Dr. KNAFFL-LENZ stated that the Opium Section had asked whether cocaine was indispensable for therapeutics. It could be said that cocaine was still indispensable. It was certainly

necessary in some cases, for instance, for anaesthesia of the eyes, throat and nose. Cocaine would be needed as long as no other preparation could be found combining anaesthetic and amnesic properties. But cocaine was necessary only in these cases, and not for other operations. In nearly every country surgeons employed cocaine very rarely, in view of its toxic character. It could not therefore be said that the sale and production of cocaine could be suppressed at present, since it was absolutely necessary in certain cases. They could perhaps recommend that the use of cocaine should be confined to these cases, and they could ask that cocaine should not be sold to dentists or to technicians, for it was in this way that it became possible to sell the product as contraband. Another point was that there were many preparations containing cocaine, which were sold without a prescription. For instance, certain kinds of snuff contained cocaine and were a cause of the cocaine habit. It would therefore be advisable to forbid the sale of these preparations, to reserve cocaine solely for the use of doctors, and never to supply patients with any preparation containing cocaine. The drug was indispensable in a few operations only. In order to avoid contraband, it would perhaps be possible to sell cocaine in sterilised solutions, as was already done in the case of morphine and other preparations. Contraband would thereby be rendered much more difficult, and supervision would be easier.

After this statement the CHAIRMAN read the text of the following resolution, reminding the Sub-Committee once more that the question was a practical one which it seemed advisable to submit to the Governments through the Advisory Committee. The latter would deal with it as it thought fit:

"In the present stage of our knowledge of therapeutics, cocaine cannot always be replaced by its substitutes, but the Mixed Sub-Committee is of opinion that its use should be limited to those branches of medicine where it is indispensable, namely, laryngology and ophthalmology, and that in particular the possibility of its prohibition in the practice of dentistry should be considered.

"Furthermore, the Mixed Sub-Committee is of opinion that cocaine should only be available for the use of practitioners, and should never be used by the patients themselves. It also considers that the sale of patent medicines containing cocaine should be prohibited.

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

*The resolution was adopted*

The CHAIRMAN added that questions of some delicacy were also raised by Article 14 (b) and (c) of the Hague Convention, which provided that products containing less than 0.2 % of morphine or 0.1 % of heroin or cocaine were not subject to the Convention.

Dr. KNAFFL-LENZ pointed out in this connection that it would be sufficient to procure these products, which were usually to be had in liquid form, and to evaporate them, in order to recover considerable amounts of morphine, heroin and cocaine, which, having been put on the market under supervision, would thus escape all subsequent supervision. Dr. Knaffl-Lenz concluded that this would constitute an encouragement to contraband and illicit trade.

Dr. Knaffl-Lenz thought they might say "calls the attention of the Governments to the fact that the existence of this paragraph was liable to lead to contraband" and recommend that the Governments should draw up a regulation in order to prevent contraband.

The CHAIRMAN did not know what exactly were the intentions underlying this measure, or why the persons who had drafted the Convention had introduced it into the text. He thought that, in order not to expose the Sub-Committee to the reproach of wishing to modify the Convention, it would be sufficient to draw the attention of the Advisory Committee to the disadvantages of this provision, leaving it to that body to act on the Sub-Committee's suggestion should it think fit.

Mr. CAMPBELL said that the Advisory Committee had already submitted the question to the Governments. The relevant Article of the Convention had been drafted with a view to allowing unrestricted dealings in recognised preparations, containing any small quantities in combination with other drugs.

The CHAIRMAN observed that these products were hardly of a dangerous character for the patient. As Dr. Knaffl-Lenz had pointed out, it was only from the point of view of contraband and illicit trade that they should be considered and brought to the attention of the Advisory Committee.

Mr. CAMPBELL observed that the dangers, if any, appeared to be of a domestic character. •

The CHAIRMAN said that this was why the Sub-Committee thought it advisable to draw the attention of the Advisory Committee on Opium to the matter, as that body had perhaps not foreseen this particular point and would be able to take any action which it thought fit.

Dr. ANSELMINO considered that each country should be allowed to settle this question for itself.

The CHAIRMAN said that this was the sense in which he understood the proposed resolution. It was purely a recommendation to the Advisory Committee, which would transmit it to the Governments if it thought fit and in any form which it considered suitable.

*The resolution was adopted by the Sub-Committee in the following form*

"At present the provisions of the Hague Convention are not applicable to preparations containing less than 2/100ths per cent of opium and less than 1/10th per cent of morphine or cocaine

"The Sub-Committee considers that these preparations should also be brought under the provisions of the Convention, first, in order that the legitimate needs of a country as regards narcotic drugs may be ascertained with the necessary accuracy, and, secondly, in order to preclude the possibility of these preparations being distilled when they are in solution and considerable quantities of alkaloids being recovered in this way and thus escaping all supervision. It believes that the measure referred to above constitutes an encouragement to illicit traffic by indicating a method of evading the Convention."

The last question to be dealt with was that of the list of drugs which were liable to produce the same injurious effects as morphine and heroin, and which might have to be brought under the Convention. Article 14 of the Convention lays down that its measures shall apply to all new derivatives of morphine, of cocaine, or of their respective salts, and of every other alkaloid of opium which might be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like ill effects

At the beginning of 1922, the Council of the League had adopted the following resolution on this subject.

"The Advisory Committee on Traffic in Opium should be requested to extend its investigations to include not only the drugs mentioned in the Convention of 1912, but also all dangerous drugs of whatever origin which produce similar effects, and to advise it (the Council) as to the desirability of convoking a further international conference of States which are Parties to the Convention, as well as States Members of the League of Nations, with a view to drawing up a Convention for the suppression of the abuse of such drugs."

In conformity with the resolution, the French Government has submitted to the League of Nations a list of drugs (Document O. C. 27) which, in its opinion, produce the same effects as opium, morphine and cocaine, and which ought, therefore, to be brought within the scope of the Convention

This list had been submitted to other Governments, and the Advisory Committee on Traffic in Opium at one of its recent meetings had decided to lay the question before the Mixed Sub-Committee. The Chairman thought, therefore, that the Sub-Committee had authority to examine the value of the French Government's proposals, but he anticipated that the results of such an examination would be largely negative

The list had already been submitted to the Governments as stated and some of them had already replied, either accepting it or formulating objections

The Swiss Government had pointed out that, since the list had first to be submitted to the Mixed Sub-Committee, it would be desirable to await the latter's decision before pronouncing on the matter.

The Chairman proposed that the Sub-Committee should examine the list, and asked Dr. KNAFFL-LENZ to state the conclusions he had reached

Dr. KNAFFL-LENZ pointed out that the list first enumerated the products which had effects similar to those of morphine (such as ethylmorphine chlorhydrate)

Among the products having effects very similar to cocaine, dionine and peronine must be mentioned. Up to the present time, there was no record of any case of abuse of these drugs. Apomorphine, on the other hand, was not a narcotic, but an emetic. The products should, therefore, not be included among the products falling under the provisions of the Convention. Artificial cocaine, however, had exactly the same action as natural cocaine.

Mr. CAMPBELL asked if artificial cocaine had the same chemical formula as natural cocaine.

Dr. KNAFFL-LENZ replied in the affirmative. Novocain and all the preparations mentioned in the list had an anæsthetic action similar to that of cocaine, but somewhat weaker, they did not act so strongly on the central nervous system and had the advantage of not leading to abuse of these drugs. Their toxicity was, indeed, of a different nature and degree from that of cocaine. Among the products mentioned in the list, artificial cocaine and its derivatives, eggonin and its derivatives, and similar substances containing eggonin, should be retained on that list

Mr. CAMPBELL reminded them that the Advisory Committee on Opium had decided that, in accordance with the Convention, cocaine was defined by its chemical formula. This was a point which the Sub-Committee should examine. According to this decision, artificial cocaine already came under the Convention, as it was defined by the same chemical formula as natural cocaine

Dr. KNAFFL-LENZ said that there were other preparations of eggonin which had the same formula and which also produced cerebral excitation

The CHAIRMAN, summing up the discussion, said that the question was settled as regards artificial cocaine which, owing to its chemical formula, already came under the Convention. But, in addition to artificial cocaine properly so-called, there was a whole series of products derived like it from eggonin, which had a different formula but presented the same dangers as cocaine. It was true that these products, as Dr. Knaffl-Lenz had pointed out, were not at present of great

The CHAIRMAN said that the resolution was directed against retail sale. It did not apply to wholesale trade. It would perhaps be enough to say "retail sale".

After some discussion, in which the CHAIRMAN, Dr KNAFFL-LENZ, and Mr. CAMPBELL took part, the last paragraph of the third resolution was adopted in the following form:

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

*The resolution was adopted as a whole*

*Fourth Resolution:*

"The provisions of the Hague Convention are only applicable at present to preparations containing less than 0.2 % of opium and less than 0.1 % of morphine or cocaine

"The Mixed Sub-Committee believes that this provision may to a certain extent facilitate illicit traffic in narcotics on account of the fact that it will always be possible to distil a pure solution of one of these narcotics, and thereby to recover a considerable quantity of the drug, which would escape any measure of supervision. The Sub-Committee calls the attention of the Advisory Committee on Opium to this fact."

The CHAIRMAN explained that this resolution had been drawn up in terms of the greatest possible tact. It did not criticise the provisions of the Convention or propose any change, but it merely drew the Advisory Committee's attention to a fact which the Sub-Committee had noted in the course of its investigations.

*The fourth resolution was adopted.*

*Fifth Resolution:*

"The French Government, in accordance with the decision of the Second Assembly of the League of Nations, has submitted to the Secretariat a list of morphine and cocaine derivatives which, in its opinion, have the same harmful effects as the drugs mentioned in the Hague Convention. Having noted this communication, the Mixed Sub-Committee is of opinion that the provisions of the Convention should not be applied to these products, with the exception of those derived from ecgonin, viz.:

"ethylbenzoylecgonin or ethylic coca,  
"propylbenzoylecgonin,  
"butylbenzoylecgonin,  
"cinnamylecocaine

"Dionine and peronine are products not widely used which have an effect similar to that of codein and which, so far as experience has shown, do not produce the condition of euphoria which leads to the formation of a habit. There is, therefore, no reason to fear their abuse. Apomorphine and eupomorphine are not narcotics, but powerful emetics

"As regards artificial cocaine, the Mixed Sub-Committee has taken note of the decision adopted by the Advisory Committee in the course of its third session, according to which cocaine should be defined by its chemical formula, not by its origin, with the result that artificial cocaine falls within the provisions of the Convention.

"As regards the substitutes for cocaine enumerated in the schedule, they have nothing in common with cocaine except their anæsthetic action, and do not stimulate the central nervous system and thereby lead to abuse. With the exception of novocain, which has rendered the use of cocaine for local anæsthesia almost superfluous, the other products mentioned are hardly ever used, owing to their injurious subsidiary effects on the patient"

*The fifth resolution was adopted*

*Sixth Resolution:*

"The Mixed Sub-Committee considers it necessary that the States should forward periodically to the Secretariat of the League of Nations a schedule of the new opium and cocaine derivatives which in their opinion may have the same injurious effects as the products mentioned in the Hague Convention, and should consequently be brought within its provisions"

The CHAIRMAN explained that the object of this recommendation was to induce the States to notify without undue delay products possessing the same action as opium and cocaine. The names of these products should also be communicated to the members of the Mixed Sub-Committee and to the Secretariat.

This recommendation would be noted in the Minutes.

*The sixth resolution was adopted.*

Mr. CAMPBELL had no objections to raise to the resolutions of the Sub-Committee, on the understanding that he was free to discuss the questions raised and to adopt such attitude as he might deem proper when the matter came up for discussion before the Advisory Committee.

The Sub-Committee had based its resolutions solely on medical and pharmacological considerations as to which he (Mr. Campbell) was not competent to give an opinion

The Sub-Committee noted Mr. Campbell's reservations.

*Seventh Resolution :*

"The Advisory Committee on Traffic in Opium and the Health Committee having appointed a Mixed Sub-Committee to investigate certain problems of a medical nature relative to narcotic drugs, it would be advantageous if this Sub-Committee should meet during the sessions of the Advisory Committee in order that the latter might be able to consult it on questions within its competence

"The Sub-Committee therefore requests its Chairman to take the necessary steps to give effect to this recommendation "

*Eighth Resolution :*

"The Mixed Sub-Committee desires to appoint Professor Knaffl-Lenz to a seat on the Sub-Committee as expert."

*These two resolutions were adopted*

*The Sub-Committee also adopted a questionnaire addressed to the hospitals.*

**11. Statement by Dr. Knaffl-Lenz on the Causes of the Abuse of Narcotics.**

Dr. KNAFFL-LENZ considered it essential to enquire first of all into the causes of two habits which were becoming more and more widespread, morphinomania and cocainomania. Excessive production of these drugs was not the only cause. There were others which he had traced and examined

One of the chief causes was undoubtedly the war. During the war, patients had been treated in all the hospitals with large quantities of morphine, even considerably more than was necessary. The result was that the nurses and the patients themselves had found that morphine was very agreeable. Doctors had dispensed these drugs on a large scale, and people had come to the conclusion that they were not at all dangerous. Large numbers of patients had been treated with morphine in all countries, and many of them had remained morphinomaniacs

There was also the bad example which morphinomaniacs set for other people

Another cause was to be found in the fact that opiomaniacs and smugglers used all possible means to induce others to become addicts. Among the chief causes might also be mentioned the desire of certain people to experience immoral sensations, and the widespread notion among young people that morphine caused sexual excitement. This notion was only true in certain cases

If these were actually the chief causes, there should be no delay in starting a widespread propaganda among doctors and medical students for the purpose of discouraging the use of such quantities of morphine as were administered during the war. They should be taught that morphine was extremely dangerous, and that in many cases codain or other preparations could be used as substitutes.

On the other hand, the production of heroin should be made illegal, as people were addicted to taking it as snuff, especially in America. An examination of the statistics for America would show that approximately 50 per cent of opiomaniacs took the drug as snuff.

He dwelt on the necessity for propaganda not only among doctors and medical students but also among the general public, because the public did not know what morphinomania was. Morphinomania was not only a bad habit, but a very definite disease, as long as the morphinomaniac was not cured, the only possible medicine to give him was morphine which combated the symptoms in such a way as to maintain the patient's mental and physical balance, the result was that the morphinomaniac recovered his capacity for work

Morphinomaniacs were scarcely ever to be found in the hospitals. Medical students and doctors had very seldom any opportunity of seeing the disease or of learning how to treat it. It was nearly always treated in private sanatoria. It was absolutely essential that special departments should be established in the hospitals for the treatment of morphinomaniacs in order to enable doctors and students to make a thorough investigation of the disease, especially as the method of treating it had not yet been perfected.

Propaganda among the public was essential. People should be told that morphinomania was not invariably an evil habit, and that people addicted to it were not necessarily immoral; people who were suffering from the opium habit would then be more willing to go for treatment to a hospital or a doctor; as it was, they were frequently held back by shame. If it could be so arranged that morphinomaniacs had always to go to a doctor to obtain the dose of morphine necessary for them, illicit traffic in the drug would gradually disappear through lack of customers

This had proved to be the case in America, at Los Angeles among other places. The morphinomaniacs had been given the necessary dose of morphine at a hospital, and after three or four months there were no more smugglers in the town, as they had no longer enough customers. Such a method was practical.

Dr. RULOT stated that he wished to support what Dr. Knaffl-Lenz had just said with regard to this mentality and to smugglers. In Belgium doctors had been permitted to prescribe anti-venereal medicaments, and quack doctors who had previously treated venereal diseases with

various kinds of remedies had disappeared, as the patients could obtain medicaments, such as salvarsan, free of charge.

Dr. CHODZKO thought that that was a somewhat different matter.

The CHAIRMAN remarked that the principle was the same: to suppress illicit traffic by giving people sufficient quantities to meet their requirements.

Dr. CHODZKO said that in that case it would be necessary to register all morphinomaniacs, for if morphine was to be dispensed indiscriminately, non-morphinomaniacs would also apply for it on the pretext that they were morphinomaniacs.

Dr. KNAFFL-LENZ observed that it was possible to distinguish whether a subject was a morphinomaniac or not by injecting morphine. The reaction in the case of a morphinomaniac was quite different from that produced on a healthy subject.

Mr. CAMPBELL enquired what kind of reaction such injections produced.

Dr. KNAFFL-LENZ explained that the reaction took the form of a slight inflammation if an intracutaneous injection was made. Inflammation was only produced in a healthy subject and not in a morphinomaniac. It was possible to distinguish by means of administering varying doses whether a subject was addicted to morphine or not. This method had only been discovered two or three years previously and had not yet been perfected. It was still the subject of research.

The CHAIRMAN did not consider that this reaction established definite proof, but it was interesting to know that there was a specific reaction for this disease.

Dr. KNAFFL-LENZ gave some explanations regarding the introduction of special forms to be used in prescribing opium and its derivatives. Doctors would dislike using special forms for these prescriptions, and this led one to the conclusion that doctors would rather prescribe other preparations for which special forms were not essential.

For the purpose of compiling statistics it might, at the outset, be made compulsory that codem should also be prescribed on special forms, but this measure would be quite unnecessary if statistics already existed.

The CHAIRMAN considered that this measure should be introduced with great caution, to avoid opposition from the medical profession.

Dr. KNAFFL-LENZ added that, as an alternative method, the annual production of opium and cocaine could be restricted, but this could not be done suddenly, it would be necessary to reduce the production from 10 per cent to 20 per cent per annum until only such quantities as were strictly essential to medical requirements were being produced.

He considered it advisable to organise the propaganda in the form of newspaper articles. Experts might be invited to write popular articles and to send them to different countries. Possibly the Information Section of the League of Nations might be able to centralise this service.

The CHAIRMAN thanked Dr. Knaffl-Lenz for his interesting statement. He considered that it would be difficult to discuss it in detail, and suggested that the members of the Sub-Committee might give their general views on the practical value of the ideas which it contained and intimate whether they considered it advisable to take further action with regard to this matter; for example, by communicating the statement to the Advisory Committee on Traffic in Opium and to the Health Committee.

Dr. CHODZKO thought that as Dr. Knaffl-Lenz's work was to be given a certain amount of publicity, there was still a somewhat important gap to be bridged. No mention had been made of opium dens. Dr. Knaffl-Lenz had only considered Europe and the United States of America, and had not dealt with the important question of Asia. As the League of Nations was a world organisation, the memorandum should, in addition, emphasise the danger of opium dens in Asia and suggest suitable methods of combating such abuses. Dr. Knaffl-Lenz would find useful material in the Minutes of the Advisory Committee on Traffic in Opium. For example, in China and Japan (Minutes of the Fifth Meeting), in Formosa there were approximately 3,000,000 inhabitants. Licences were only granted to opium dens; there was a system by which the individual smokers could obtain licences, each smoker being registered. Thus 50,000 licences had been issued in Formosa, and M. Uchino had stated that the mortality amongst smokers amounted to 4,000 per annum, that is, 80 per 1,000, whereas the ordinary mortality of the country did not exceed 20 or 25 per 1,000. It was for this reason that Dr. Chodzko requested that this memorandum should not be considered in detail until it had been completed.

Dr. KNAFFL-LENZ explained that he had drawn up this memorandum, not with the intention of publishing it, but purely for the purposes of the Sub-Committee.

The CHAIRMAN stated that it would accordingly be assumed that the memorandum was not to be published except as an annex to the Minutes, but he considered it would be advisable to communicate it to the Health Committee so that the Committee might examine it and express its opinion upon it. Should the Health Committee desire the work to be completed, it could ask Dr. Knaffl-Lenz or some other person to undertake the task.

The Chairman asked his colleagues whether they approved on the whole of the ideas expressed by Dr. Knaffl-Lenz in his memorandum. It included suggestions upon which action might be taken almost immediately, for example, those concerning the question of propaganda. He recalled the opinion expressed by one of the members of the Sub-Committee, Dr. Santoliquido, who had considered that the question of propaganda was the most important matter, and that no coercive measures could be effective unless they were accompanied or preceded by intelligent propaganda.

M ANSELMINO stated that German experts were of opinion that official propaganda against morphine had the effect of spreading the abuse of morphine

Mr. CAMPBELL added that there was evidence to show that in Oriental countries official propaganda or propaganda officially inspired was usually unsuccessful in other fields of action. When, for example, the true cause of plague was discovered and certain measures were advocated, the population persisted in refusing to adopt them.

The CHAIRMAN was of opinion that it should not be assumed that this line of argument always held good. For example, in the matter of tuberculosis, which for a long time was looked upon as a disgrace, the prejudices which had opposed the campaign against tuberculosis had been dispelled by intelligent propaganda. The same applied to venereal diseases. Less than 20 years ago, no one would have dared to mention venereal diseases even in a small Sub-Committee like theirs, which was not entirely composed of medical men, now they were freely spoken of, and the public readily submitted to any measures which were prescribed against them. The same probably applied to opomania and morphinomania.

Dr. RULOT was of opinion that intelligent propaganda such as the Chairman had just mentioned confirmed what Drs Knaffl-Lenz and Anselmino had said, namely, that official propaganda had a bad effect. Propaganda from a specific group alone could produce any useful result. That was the essential point on which Dr. Knaffl-Lenz would do well to insist when speaking on the question of propaganda.

Mr. CAMPBELL wondered whether propaganda by unofficial associations published at the instigation of the Governments would produce the same effect.

Dr. RULOT thought that propaganda should come from some special organisation.

The CHAIRMAN shared the opinion that propaganda should come from a strictly private source as apart from public enterprise.

In the propaganda against alcoholism, venereal diseases and tuberculosis, the Swiss authorities, to take a concrete example, had remained perfectly neutral. They had sometimes granted funds to support the movement but they had never interfered directly. The same procedure should be adopted in the matter of propaganda against narcotics. But clearly the propaganda would have to be adopted to the mentality and customs of the country concerned.

The Chairman was of opinion that Dr Knaffl-Lenz's suggestion regarding propaganda should be discussed.

*The Chairman was requested to submit Dr. Knaffl-Lenz's memorandum to the Health Committee.*

*Dr. Anselmino was appointed Rapporteur, and it was decided that his report should be submitted to the Health Committee and to the Advisory Committee.*

The CHAIRMAN thanked the members of the Sub-Committee and especially Dr Knaffl-Lenz, who was returning to Vienna. His work, which he had carried out with remarkable competence and praiseworthy conscientiousness, had been very much appreciated by the Sub-Committee, which was glad to think that it could rely on his further co-operation.

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Annex.

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THE THERAPEUTIC VALUE OF HEROIN

by

Dr. KNAFFL-LENZ.

In estimating the value of morphine derivatives, the chief question to consider is to what extent they create a desire for habitual use analogous to that produced by morphine and which of the therapeutically important properties are developed in a specially high degree.

The most important effect of small doses of morphine is the reduction of sensibility to pain and the simultaneous suppression of other unpleasant feelings, such as fatigue, hunger and physical discomfort. This cerebral action produces a euphoric condition and provides the incitement to the abuse of morphine. In addition to this reduction of the sensibility to pain, morphia exercises a tranquillising action upon the breathing which is of the greatest importance in treating pulmonary diseases. The calming of the intestines is an undesirable subsidiary effect when morphia is employed for the suppression of pain or of coughing, since it leads to constipation.

Attempts were made by the pharmaceutical industry to manufacture morphine derivatives in which these pacific cerebral actions, which provide the incitement to abuse and which can lead to chronic disease, should give way to the other effects. One of these preparations, diacetylmorphine or heroin, which was first manufactured in 1898, appeared in the first instance to satisfy these requirements, since it calmed the breathing centre when given in much smaller doses than morphia and exercised no paralysing action upon the intestines.

Experimental research showed, however, that it is also incomparably more poisonous than morphia and that the therapeutic dose is not appreciably smaller than the toxic dose. For this reason, German pharmacologists warned persons from the beginning against the use of this medicament and pronounced it to be not indispensable.

A few years' practical experience has proved that heroin causes euphoria just in the same way as morphia and is therefore suitable for abuse; its prolonged use can lead to chronic heroinism, which produces physical collapse more rapidly than morphinism. Heroin has therefore never been employed on a large scale in Germany and Austria. It is hardly used at all in nursing-homes and public hospitals.

It may be concluded from these facts that heroin is not an irreplaceable medicament and that it can be dispensed with without harm to sick persons. The use of heroin by practising doctors cannot be regarded as evidence of its value, since practising doctors must often have regard to the wishes of patients and can seldom observe the action of a remedy in the same way as hospital doctors.

The apparent advantages of heroin, which consist in its having no constipating effect and in the fact that even very small doses exercise a tranquillising influence on the breathing, are counterbalanced both by the higher degree of poisonousness which it possesses and more especially by the fact that it is much more suitable for abuse than morphine and is chiefly used by young persons.

Heroin causes cheerful excitement even in small doses, which morphine does not do. Moreover, unlike morphine, it is absorbed by the mucous membrane of the nose and therefore does not require to be injected but can be snuffed like cocaine. It is also effective in much smaller quantities — a matter of considerable importance from the point of view of smuggling — and the quantity does not need to be increased to the same extent as in the case of morphine. The employment of heroin as snuff also leads very easily to the use of cocaine, as is shown by some American statistics, according to which 50 % of heroin addicts are also cocaine addicts.

To sum up, it may be stated that heroin does not possess any of the more valuable therapeutic properties of morphine and can certainly be dispensed with as a medicinal remedy, but that, on account of its stronger action and consequently of the fact that it can be snuffed, it is much more suitable for abuse and much more dangerous than morphine.

If the manufacture of diacetylmorphine or heroin were prohibited, suffering humanity would not be deprived of any valuable and irreplaceable medicament, but a drug would be got rid of which leads in consequence of abuse to grave and chronic disorders.

*Therapeutic Uses of Cocaine.*

The importance of cocaine in practical medicine lies in the fact that it possesses two valuable properties:

1. The property when applied locally of paralysing the sensitive nerve endings and, consequently, of producing complete insensibility of the tissues.
2. The property of causing the blood-vessels to contract and, consequently, of causing anæmia of the tissues — a matter of the greatest importance in operations on the nose and eye.

Apart from these valuable therapeutic properties, cocaine, when it passes into the circulation, exercises a stimulating action on the central nervous system, which in the case of high doses becomes a cause of paralysis and death.

This undesirable subsidiary action which makes cocaine suitable for misuse as a means of enjoyment is the reason why the pharmaceutical industry has for many years manufactured preparations which do not contain the toxic property in question.

Success has so far only been partially attained. A number of preparations exist, of which novocain is the most valuable. While its toxic strength is only one-thirtieth part of the toxic strength of cocaine, its anæsthetic action is equal to one-fourth. By combination with adrenalin, its action can be so strengthened that it constitutes a perfectly good substitute for cocaine for purposes of local anæsthesia. It is therefore used more or less exclusively by surgeons in practically all countries.

Novocain, however, in common with the other substitute preparations, exercises no vaso-constrictor action; many of the preparations indeed dilate the vessels. They are therefore not suited for the anæsthesiation of the mucous membrane of the nose as a measure preparatory to operations, since it is often only possible to carry out an operation when anæmia and contraction of the tissues have been established.

To sum up, it may be said that cocaine can be replaced by novocain in all cases of anæsthesia by infiltration, but that it cannot yet be dispensed with for purposes of rhinology and ophthalmology. In any case the use of cocaine in dentistry, which still prevails to a large extent, is quite unnecessary.

If the use of cocaine were only permitted in the future for purposes of rhinology and ophthalmology, no prejudice would be caused to therapeutics so far as other diseases are concerned.

Since doctors in all countries are free to use every poison according to their own scientific views, it is impossible at present, without passing special laws, to prohibit the use of cocaine for other than the above-mentioned purposes.

As cocaine is never used in its natural state as a powder, but only in the form of a solution, it might be considered whether the sale of cocaine by the manufacturers should not be prohibited except in the form of sterile solutions. By this means, smuggling could at any rate be kept within narrower limits.

The gradual decomposition of cocaine when in the form of a liquid solution can be considerably checked by the addition of certain harmless substances. Before any regulation is issued whereby cocaine would only be allowed to be sold in the form of a solution, further experiments should be carried out to see how far the decomposition can be prevented.

In conclusion, it should be realised that the use of cocaine, even in the restricted limits referred to above, cannot be finally abolished until such time as a substitute preparation is obtained having not only the strong anæsthetic action of cocaine, but *also* its valuable vaso-constrictor action.

June 27th, 1923.

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LEAGUE OF NATIONS

Geneva, September 15th, 1924.

**TRAFFIC IN OPIUM**

REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY.

*Rapporteur Mlle BONNEVIE (Norway)*

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has submitted to the Council of the League of Nations its report (Document A 32 1924) on the work of its sixth session, which was held at Geneva in August this year. This report, approved by the Council (see Document A 45) at its meeting on August 29th, was laid before the Fifth Committee.

The Report of the Advisory Committee proves that the past year has been of special importance to the opium question. As a result of resolutions passed by the Fourth Assembly on September 27th, 1923, the Council, on December 13th, 1923, decided that two international Conferences should be held in November of this year. The first Conference, which will deal especially with the Far Eastern territories, will open on the first Monday in November, while the second and more general Conference, to which all Members of the League and Parties to the Convention of 1912 have been invited, will meet two weeks later.

The Council also appointed a Preparatory Committee to work out a draft programme for the Second Conference.

The Preparatory Committee had presented a report without, however, having been able to agree upon one general plan. The question of a draft programme for the Second Conference was therefore again examined by the Advisory Committee with the very satisfactory result that the Committee succeeded in reaching an agreement, deciding to transmit to the Council and to the Governments concerned, as a supplement to the report of the Preparatory Committee, "a series of measures which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement". These "measures" are specified in Annex 1 of Document A. 32, while Annex 2 contains an explanatory note on the document.

The Fifth Committee did not feel competent to examine these measures; they will all be thoroughly treated by the experts of the Conference. It could only congratulate the Advisory Committee on having reached such an agreement, adopt its report and join in the hope expressed in the conclusion of its report that the result of the work of the Advisory Committee will lead to the solution of the great and difficult problems which the International Conferences will be called upon to consider (Resolutions 1 and 2).

Our Committee also agreed to the resolution of the Advisory Committee to postpone until next year, when the Second International Conference has finished its work, the further consideration of the second resolution adopted by the Assembly of 1922, with regard to an extension of the import certificate system.

The report of the Advisory Committee deals with many other matters of great interest and touches upon some serious difficulties lying in the way of its work.

The report in several points bears witness to the *general progress* of the application of the Opium Convention, the Advisory Committee has had, for instance, during its last session, for the first time the benefit of the active assistance of a representative of the *Kingdom of the Serbs, Croats and Slovenes*.

During the last year six countries have *ratified* the Convention, while three have signed the Protocol respecting the putting it into force.

In *Switzerland*, in full agreement with the intention expressed by the Swiss delegation before the Assembly last year, a law agreeing to ratification of the Convention was passed in the spring of 1924 by the National Council and by the Council of States. A Federal Law on drugs for the purpose of enforcing the Convention in Switzerland has been discussed in both Councils and the final vote will be passed very soon. The deposit of the instruments of ratification may therefore be expected to follow shortly.

The Fifth Committee has congratulated the Swiss delegation on the step which has now been taken and the Advisory Committee on thereby securing the co-operation of one of the most important manufacturing countries. On the initiative of the British delegate, a resolution was passed, expressing the hope that the Council of the League would invite the Federal Council to nominate a representative to sit on the Advisory Committee as soon as the Opium Convention has been ratified and put into actual effect (Resolution 3).

During the last year, the *Import Certificate System* has been accepted and put into force by ten more countries. In order to facilitate the application of this system, the Advisory Committee has decided that it would be legitimate for these certificates to be issued, on

telegraphic instructions from his Government, by a diplomatic or consular officer of the importing country stationed in the exporting country. This decision meets several objections which have been raised against the certificate system.

It has also been decided by the Advisory Committee to make the *statistics* as simple and uniform as possible, and the Secretariat has been instructed to do the preliminary work of obtaining this result.

Under the heading of general progress should be mentioned also the communication made to the Fifth Committee by the Persian delegate that measures have recently been taken by the Persian Government to control and gradually reduce the cultivation of opium in that country, and that his Government was prepared to ratify the Hague Convention subject to certain conditions, which would be stated before the forthcoming International Conference.

The Advisory Committee, referring to a proposal of the Union of South Africa, has adopted a resolution recommending that an investigation should be instituted with regard to the production, use, etc. of *Indian Hemp* (*Cannabis indica* or *Cannabis sativa*), and as to whether it should be treated as one of the habit-forming drugs, and that this question should be considered at the annual session of the Advisory Committee to be held in 1925.

The campaign against opium cultivation and against the abuse of narcotic drugs in the *Far East* meets, especially in *China*, with very serious difficulties.

In order to suppress the clandestine traffic, the Advisory Committee recommends that " Powers having extra-territorial rights in China should, if they have not already done so, make regulations, the breach of which shall be punishable by adequate penalties, to control the carrying out by their nationals in China of any trade in the drugs to which Chapter III of the Convention applies ", and also " that copies of such regulations be communicated to the Secretariat of the League ".

The general situation in China was considered by the Advisory Committee as being very grave, the cultivation of opium having in many provinces increased to an enormous extent. The enquiry undertaken by the Chinese Government on the recommendation of the Advisory Committee in 1922 has given no satisfactory results, and the production of opium in China is now hampering in a high degree the control of the opium traffic throughout the *Far East*.

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

The Fifth Committee has read with great concern the documents laid before it in Annexes 3 and 4 of the report of the Advisory Committee, and on the initiative of the South African delegate, passed a resolution emphasising its sense of the gravity of the situation (Resolution 4).

The Polish delegate drew attention to the importance of suppressing not only the production of, but also the demand for, narcotic drugs. Where there was a demand there would always be a supply, and therefore the illicit traffic ought to be met by a suitable propaganda to instruct the population in the terrible consequences of the abuse.

A similar method had been proposed in 1922 for his country by the Persian delegate, and the Fifth Committee has unanimously passed a resolution asking the Advisory Committee to consider the desirability of, and the measures required for, a general propaganda against the abuse of narcotic drugs (Resolution 5).

A proposal by the delegate of Uruguay offering the assistance of Latin-American nations to the work of the Advisory Committee was, by a majority of 23 votes to 3, passed by the Fifth Committee.

The Fifth Committee invites the Assembly to adopt the following resolutions :

#### *Resolutions.*

" 1 The Assembly expresses its deep appreciation of the very valuable work done by the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and adopts its report together with the resolutions embodied therein.

" 2. The Assembly expresses its satisfaction that the Advisory Committee has been able to work out a series of measures which, although they have not each of them received the approval of all of its members, were considered by the Committee to furnish a satisfactory basis for the work of the Second International Conference, and to prepare the way for a final agreement, and expresses the hope that the result of the work of the International Conferences will lead to a solution of the great and difficult problems which each Conference, according to the resolutions of the Fourth Assembly, will be called upon to consider.

" 3. The Assembly, taking note of the measures adopted by the Federal Council and legislative powers for ratifying and giving effect to the provisions of the Hague Convention, and bearing in mind the importance of Switzerland as a manufacturer of the drugs to which Chapter III of the Convention applies, expresses the hope that, as soon as the necessary steps have been taken to put into actual

effect in Switzerland the provisions of the Convention, the Council will invite the Federal Council to nominate a representative to take part in the work of the Advisory Committee.

" 4. The Assembly regrets to note that the more thorough investigations which the Chinese Government undertook in 1922 to carry out with regard to the cultivation of the poppy in China have not, even in the opinion of the Chinese Government itself, yielded adequate and satisfactory reports ; and views with the utmost concern the continued production of opium which is now going on in China. The Assembly records its sense of the unsatisfactory character of the official investigations which have been made and of the official reports which have been furnished to the League, and approves of the recommendation of the Advisory Committee that the aid of public opinion should be enlisted through the medium of the Far Eastern Press in an endeavour to solve this grave problem.

" 5. The Assembly requests the Council to be good enough to ask the Advisory Committee on Traffic in Opium whether it considers it desirable and expedient that the work undertaken by the League of Nations in connection with the Traffic in Opium, under Article 23 of the Covenant, should be completed by the preparation of a scheme of propaganda to acquaint the masses with the terrible consequences resulting from the use of dangerous drugs, and thereby to restrict the consumption of such drugs. Should the Advisory Committee be of opinion that it is desirable and expedient to prepare such a scheme, the Assembly of the League of Nations requests the Council to submit the scheme to it at its next session, and to indicate what measures are required in order to carry it into effect.

" 6. The Assembly, in the interest of the work of the Advisory Committee on the Traffic in Opium and in order to make this work more effective, expresses a wish that the Council may take the necessary steps to ensure that a member belonging to one of the Latin-American countries be appointed to this Committee "

## The International Opium Conference.

### STATEMENT ON BEHALF OF FRIENDS

At the Opium Conference now being held at Geneva under the auspices of the League of Nations, and attended by the representatives of most Governments belonging to the League, and also official representatives of the United States, Germany, Turkey, Egypt and other States, a session was set apart for statements to be made on the Opium and Drug problem by representatives of societies interested in the suppression of the vice. The following statement was made by Horace G Alexander, as the representative of the Meeting for Sufferings

**T**HE Society of Friends (or Quakers) in Great Britain, although it cannot claim to speak with the authority of a large membership, has carefully followed the developments regarding the opium and drug trade during the past eighty years. My father, J. G. Alexander, who visited India with the Opium Commission of 1894, and twice visited China in connection with the opium traffic, represented the Society of Friends at the Hague Opium Conference in 1912. The Executive Committee of this Society has sent me to Geneva to place before the members of this Conference proposals which, we venture to hope, may commend themselves as essentially reasonable and practicable.

In summarised form our proposals are two first, that this Conference should agree to a Convention limiting the use of opium and other drugs within a specified period to strictly medical and scientific requirements, secondly, that all Governments in whose territory opium and other drug producing plants are grown should agree to a policy of strict control and gradual reduction in the growth of these plants, the proportion finally to be allowed in each country to be fixed by agreement, and the limit of the period of reduction to be specified.

The former of these proposals is clearly anticipated in the agenda of this Conference, and was emphasised in the President's speech. The latter does not seem to be quite so clearly indicated, but it is, in our view, more fundamental. We are alive to the difficulties which stand in the way of this policy. We believe they can be overcome as soon as goodwill and the desire for mutual assistance take the place of mutual suspicion. With regard to the first proposal we conceive that it is the duty of every civilised Government to provide for an adequate medical service throughout its territories. By adequate we do not necessarily mean a medical service entirely composed of university graduates.

As to the second proposal, it seems clear that no other policy can ever be really successful in rooting out the evils of drug addiction. The excessive precautions found necessary by some Governments at the present day in their efforts to check the illicit drug traffic could be modified, to the convenience of the medical profession and the benefit of many sufferers, if the excess of opium production were cut away. The nations of East and West would alike benefit if production of opium were reduced to medical and scientific needs alone. It would mean the sacrifice of an important source of revenue. Various authorities have admitted, however, that alternative sources of revenue can be found. Welcome evidence of this is to be seen in the sacrifice by the Indian Government of £5,000,000 worth of revenue formerly derived from the trade with China. This has also shown that the land upon which opium is grown can be used for crops that are of greater benefit to man. The added physical and moral welfare of all the nations consequent

upon such a change is a still more important asset.

As British citizens, the members of the Society of Friends have naturally given most attention to the policy of the British Government, and, where opium production is concerned, to India. We are glad to note that the Government of India is the one producing Government in the world which has given real effect to the Hague Convention of 1912, if the other producing Governments had acted with equal vigour, the position which faces this Conference would, we believe, be far more hopeful than it is now. Nevertheless we are not wholly satisfied with the position in India, nor with the policy of the British Colonial Office, which continues to allow the colonial Governments, for which it is responsible in the East, to import quantities of Indian opium which is notoriously used for addiction. According to the figures published by the League of Nations, the Indian Government, for whose policy we cannot escape our share of responsibility, still grows far more poppy than is necessary for legitimate needs, even according to its own interpretation of the word 'legitimate', there is evidence of serious opium addiction among adults in Assam and some other provinces, it is notorious that thousands of babies of factory workers are doped in the great cities, and as we have already pointed out, quantities of opium are exported under the certificate system to other countries of the East where it is known it will be used for smoking.

It may be claimed that most of these criticisms affect matters of purely domestic concern. To this we would reply that the present unhappy situation in China goes far to prove that any over-production of opium must lead to illicit trafficking, moreover, in our view, the League of Nations, as in the case of the traffic in women and children, has the duty to assist in the protection of all peoples from social evils.

There is evidence of a rising tide of opinion in India in opposition to the policy hitherto pursued by the Indian Government. The All India Congress Committee, consisting of some sixty national leaders, unanimously adopted last June a resolution condemning the opium policy of the Government as "contrary to the moral welfare of the people of India and other countries."

Mr. Gandhi and Dr. Rabindranath Tagore have made clear in public statements that they hold a similar view. Since I entered the room this afternoon I have received the following telegram from Mr. Gandhi: "Please tell Convention all India wants complete stoppage opium traffic save for medical purposes. Gandhi." Proposals have been approved by some of the Provincial Councils of India, showing their desire for a further reduction of the revenue derived from opium. Although these Councils, under the new Indian constitution, have some authority over internal opium policy, it is not clear whether their desires will be placed before this Conference.

Decrease of production in India was proposed by British official representatives in the Far East as the one effective cure for the abuse of drugs as long ago as 1835 (Sir G. Robinson) and 1837 (Captain Elliot). We believe it is still the one effective cure. We trust that the Government of India will declare its readiness to accept some scale of reduction of poppy cultivation, in the hope that other countries will be ready to act with it. And in any case the Indian Government might still consider—we hope it will consider—whether wise statesmanship and Christian principle do not demand from it a further lead in this direction.

*[Communiqué au Conseil  
et aux Membres de la Société]*

**C. 88. M. 44.** 1925. XI.  
[O D C 106 (3), O D C 7 (2),  
O D C 130 (1)]

SOCIÉTÉ DES NATIONS

GENÈVE, le 23 février 1925.

DEUXIÈME CONFÉRENCE DE L'OPIUM

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**CONVENTION  
PROTOCOLE  
ACTE FINAL**

Signés à Genève le 19 février 1925

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LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

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**CONVENTION  
PROTOCOL  
FINAL ACT**

Signed at Geneva on February 19th, 1925.

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## DEUXIÈME CONFÉRENCE DE L'OPIUM

# CONVENTION

Considérant que l'application des dispositions de la Convention de La Haye du 23 janvier 1912 par les Parties contractantes a eu des résultats de grande importance, mais que la contrebande et l'abus des substances visées par la Convention continuent encore sur une grande échelle,

Convaincues que la contrebande et l'abus de ces substances ne peuvent être supprimés effectivement qu'en réduisant d'une façon plus efficace la production et la fabrication de ces substances et en exerçant sur le commerce international un contrôle et une surveillance plus étroits que ceux prévus dans ladite Convention ;

Désireuses de prendre de nouvelles mesures en vue d'atteindre le but visé par ladite Convention et de compléter et de renforcer ses dispositions ;

Conscientes que cette réduction et ce contrôle exigent la coopération de toutes les Parties contractantes ;

Confiantes que cet effort humanitaire recevra l'adhésion unanime des pays intéressés. Les Hautes Parties contractantes ont décidé de conclure une Convention à cet effet et ont désigné pour leurs plénipotentiaires .

[Suivent les noms des Chefs d'Etats et de leurs plénipotentiaires.]

qui, après s'être communiqué leurs pleins pouvoirs, trouvés en bonne et due forme, sont convenus des dispositions suivantes :

### CHAPITRE I. — DÉFINITIONS.

#### *Article 1<sup>er</sup> .*

Aux fins de la présente Convention, les Parties contractantes conviennent d'accepter les définitions suivantes .

*Opium brut* — Par « opium brut », on entend le suc, coagulé spontanément, obtenu des capsules du pavot somnifère (*Papaver somniferum L.*) et n'ayant subi que les manipulations nécessaires à son emballage et à son transport, quelle que soit sa teneur en morphine.

*Opium médicinal* — Par « opium médicinal », on entend l'opium qui a subi les préparations nécessaires pour son adaptation à l'usage médical, soit en poudre ou granulé, soit en forme de mélange avec des matières neutres, selon les exigences de la pharmacopée.

*Morphine*. — Par « morphine », on entend le principal alcaloïde de l'opium ayant la formule chimique  $C_{17}H_{19}NO_3$ .

*Diacétylmorphine* — Par « diacétylmorphine », on entend la diacétylmorphine (diamorphine, héroïne) ayant la formule  $C_{21}H_{27}NO_5$ .

*Feuille de coca*. — Par « feuille de coca », on entend la feuille de l'*Erythroxylon Coca Lamarck*, de l'*Erythroxylon novo-granatense* (Morris) Hieronymus et de leurs variétés, de la famille des erythroxyliacées et la feuille d'autres espèces de ce genre dont la cocaïne pourrait être extraite directement ou obtenue par transformation chimique.

*Cocaïne brute*. — Par « cocaïne brute », on entend tous produits extraits de la feuille de coca qui peuvent, directement ou indirectement, servir à la préparation de la cocaïne.

*Cocaïne*. — Par « cocaïne », on entend l'éther méthylique de la benzoylécgonine lévogyre ( $[\alpha]_{D20} = - 16^{\circ}4$ ) en solution chloroformique à 20 % ayant la formule  $C_{17}H_{21}NO_4$ .

*Ecgonine* — Par « ecgonine », on entend l'ecgonine lévogyre ( $[\alpha]_{D20} = - 45^{\circ}6$  en solution aqueuse à 5 %) ayant la formule  $C_8H_{15}NO_3 \cdot H_2O$ , et tous les dérivés de cette ecgonine qui pourraient servir industriellement à sa régénération.

*Chanvre indien*. — Par « chanvre indien », on entend la sommité séchée, fleurie ou fructifère, des pieds femelles du *Cannabis sativa L.* de laquelle la résine n'a pas été extraite, sous quelque dénomination qu'elle soit présentée dans le commerce.



## SECOND OPIUM CONFERENCE

# CONVENTION

Taking note of the fact that the application of the provisions of the Hague Convention of January 23rd, 1912, by the Contracting Parties has produced results of great value, but that the contraband trade in and abuse of the substances to which the Convention applies still continue on a great scale,

Convinced that the contraband trade in and abuse of these substances cannot be effectually suppressed except by bringing about a more effective limitation of the production or manufacture of the substances, and by exercising a closer control and supervision of the international trade, than are provided for in the said Convention,

Desirous therefore of taking further measures to carry out the objects aimed at by the said Convention and to complete and strengthen its provisions;

Realising that such limitation and control require the close co-operation of all the Contracting Parties;

Confident that this humanitarian effort will meet with the unanimous adhesion of the nations concerned.

Have decided to conclude a Convention for this purpose

The High Contracting Parties have accordingly appointed as their Plenipotentiaries

[Here follow the names of heads of States and their Plenipotentiaries]

who, after communicating their full powers, found in good and due form, have agreed as follows.

### CHAPTER I — DEFINITIONS

#### Article I

The Contracting Parties agree to adopt the following definitions for the purposes of the present Convention

*Raw Opium* — "Raw opium" means the spontaneously coagulated juice obtained from the capsules of the *Papaver somniferum L.*, which has only been submitted to the necessary manipulations for packing and transport, whatever its content of morphine.

*Medicinal Opium*. — "Medicinal opium" means raw opium which has undergone the processes necessary to adapt it for medicinal use in accordance with the requirements of the national pharmacopœia, whether in powder form or granulated or otherwise or mixed with neutral materials.

*Morphine*. — "Morphine" means the principal alkaloid of opium having the chemical formula  $C_{17}H_{19}NO_3$ .

*Diacetylmorphine* — "Diacetylmorphine" means diacetylmorphine (diamorphine, heroin) having the formula  $C_{21}H_{23}NO_5$ .

*Coca Leaf* — "Coca leaf" means the leaf of the *Erythroxylon Coca Lamarck* and the *Erythroxylon novo-granatense* (Morris) Hieronymus and their varieties, belonging to the family of Erythroxylaceæ and the leaf of other species of this genus from which it may be found possible to extract cocaine either directly or by chemical transformation

*Crude Cocaine*. — "Crude cocaine" means any extract of the coca leaf which can be used directly or indirectly for the manufacture of cocaine

*Cocaine*. — "Cocaine" means methyl-benzoyl lævo-ecgonine ( $[\alpha]_{D20} = -16.4$ ) in 20 per cent solution of chloroform, of which the formula is  $C_{17}H_{21}NO_4$ .

*Ecgonine*. — "Ecgonine" means lævo-ecgonine ( $[\alpha]_{D20} = -45.6$  in 5 per cent solution of water), of which the formula is  $C_8H_{14}NO_3$ ,  $H_2O$ , and all the derivatives of lævo-ecgonine which might serve industrially for its recovery

*Indian Hemp* — "Indian hemp" means the dried flowering or fruiting tops of the pistillate plant *Cannabis sativa L.* from which the resin has not been extracted, under whatever name they may be designated in commerce.

## CHAPITRE II. — CONTROLE INTÉRIEUR DE L'OPIMUM BRUT ET DES FEUILLES DE COCA.

### Article 2

Les Parties contractantes s'engagent à édicter des lois et règlements, si cela n'a pas encore été fait, pour assurer un contrôle efficace de la production, de la distribution et de l'exportation de l'opium brut ; elles s'engagent également à réviser périodiquement et à renforcer, dans la mesure où cela sera nécessaire, les lois et règlements sur la matière qu'elles auront édictés en vertu de l'article 1<sup>er</sup> de la Convention de La Haye de 1912 ou de la présente Convention

### Article 3

Les Parties contractantes limiteront, en tenant compte des différences de leurs conditions commerciales, le nombre des villes, ports ou autres localités par lesquels l'exportation ou l'importation de l'opium brut ou de feuilles de coca sera permise.

## CHAPITRE III. — CONTROLE INTÉRIEUR DES DROGUES MANUFACTURÉES

### Article 4.

Les dispositions du présent chapitre s'appliquent aux substances suivantes :

- a) A l'opium médicinal ;
- b) A la cocaïne brute et à l'ecgonine ;
- c) A la morphine, diacétylmorphine, cocaïne et leurs sels respectifs ;
- d) A toutes les préparations officinales et non officinales (y compris les remèdes dits anti-opium) contenant plus de 0,2 % de morphine ou plus de 0,1 % de cocaïne ;
- e) A toutes les préparations contenant de la diacétylmorphine ;
- f) Aux préparations galéniques (extrait et teinture) de chanvre indien ;
- g) A tout autre stupéfiant auquel la présente Convention peut s'appliquer, conformément à l'article 10.

### Article 5

Les Parties contractantes édicteront des lois ou des règlements efficaces de façon à limiter exclusivement aux usages médicaux et scientifiques la fabrication, l'importation, la vente, la distribution, l'exportation et l'emploi des substances auxquelles s'applique le présent chapitre. Elles coopéreront entre elles afin d'empêcher l'usage de ces substances pour tout autre objet.

### Article 6.

Les Parties contractantes contrôleront tous ceux qui fabriquent, importent, vendent, distribuent ou exportent les substances auxquelles s'applique le présent chapitre, ainsi que les bâtiments où ces personnes exercent cette industrie ou ce commerce.

A cet effet, les Parties contractantes devront :

- a) Limiter aux seuls établissements et locaux pour lesquels une autorisation existe à cet effet la fabrication des substances visées par l'article 4 b), c), g) ;
- b) Exiger que tous ceux qui fabriquent, importent, vendent, distribuent ou exportent lesdites substances, soient munis d'une autorisation ou d'un permis pour se livrer à ces opérations,
- c) Exiger de ces personnes la consignation sur leurs livres des quantités fabriquées, des importations, exportations, ventes et tous autres modes de cession desdites substances. Cette règle ne s'appliquera pas nécessairement aux quantités dispensées par les médecins, non plus qu'aux ventes faites sur ordonnance médicale par des pharmaciens dûment autorisés, si les ordonnances sont, dans chaque cas, dûment conservées par le médecin ou le pharmacien.

CHAPTER II. — INTERNAL CONTROL OF RAW OPIUM AND COCA LEAVES.

*Article 2*

The Contracting Parties undertake to enact laws and regulations to ensure the effective control of the production, distribution and export of raw opium, unless laws and regulations on the subject are already in existence; they also undertake to review periodically, and to strengthen as required, the laws and regulations on the subject which they have enacted in virtue of Article 1 of the Hague Convention of 1912 or of the present Convention.

*Article 3*

Due regard being had to the differences in their commercial conditions, the Contracting Parties shall limit the number of towns, ports or other localities through which the export or import of raw opium or coca leaves shall be permitted.

CHAPTER III — INTERNAL CONTROL OF MANUFACTURED DRUGS.

*Article 4*

The provisions of the present Chapter apply to the following substances .

- (a) Medicinal opium ;
- (b) Crude cocaine and ecgonine ;
- (c) Morphine, diacetylmorphine, cocaine and their respective salts ,
- (d) All preparations officinal and non-officinal (including the so-called anti-opium remedies) containing more than 0.2 per cent of morphine or more than 0.1 per cent of cocaine ;
- (e) All preparations containing diacetylmorphine ,
- (f) Galenical preparations (extract and tincture) of Indian hemp ,
- (g) Any other narcotic drug to which the present Convention may be applied in accordance with Article 10.

*Article 5.*

The Contracting Parties shall enact effective laws or regulations to limit exclusively to medical and scientific purposes the manufacture, import, sale, distribution, export and use of the substances to which this Chapter applies. They shall co-operate with one another to prevent the use of these substances for any other purposes.

*Article 6*

The Contracting Parties shall control all persons manufacturing, importing, selling, distributing or exporting the substances to which this Chapter applies, as well as the buildings in which these persons carry on such industry or trade

With this object, the Contracting Parties shall :

- (a) Confine the manufacture of the substances referred to in Article 4 (b), (c) and (g) to those establishments and premises alone which have been licensed for the purpose.
- (b) Require that all persons engaged in the manufacture, import, sale, distribution, or export of the said substances shall obtain a licence or permit to engage in these operations ;
- (c) Require that such persons shall enter in their books the quantities manufactured, imports, exports, sales and all other distribution of the said substances. This requirement shall not necessarily apply either to supplies dispensed by medical practitioners or to sales by duly authorised chemists on medical prescriptions, provided in each case that the medical prescriptions are filed and preserved by the medical practitioner or chemist,

*Article 7.*

Les Parties contractantes prendront des mesures pour prohiber, dans leur commerce intérieur, toute cession à des personnes non autorisées ou toute détention par ces personnes des substances auxquelles s'applique le présent chapitre

*Article 8*

Lorsque le Comité d'hygiène de la Société des Nations, après avoir soumis la question au Comité permanent de l'Office international d'hygiène publique de Paris pour en recevoir avis et rapport, aura constaté que certaines préparations contenant les stupéfiants visés dans le présent chapitre ne peuvent donner lieu à la toxicomanie, en raison de la nature des substances médicamenteuses avec lesquelles ces stupéfiants sont associés et qui empêchent de les récupérer pratiquement, le Comité d'hygiène avisera de cette constatation le Conseil de la Société des Nations. Le Conseil communiquera cette constatation aux Parties contractantes, ce qui aura pour effet de soustraire au régime de la présente Convention les préparations en question.

*Article 9.*

Toute Partie contractante peut autoriser les pharmaciens à délivrer au public, de leur propre chef et à titre de médicaments pour l'usage immédiat en cas d'urgence, les préparations officielles opiacées suivantes : teinture d'opium, laudanum de Sydenham, poudre de Dover ; toutefois, la dose maximum qui peut, dans ce cas, être délivrée, ne doit pas contenir plus de 0,25 gr. d'opium officinal, et le pharmacien devra faire figurer dans ses livres, conformément à l'article 6 c), les quantités fournies.

*Article 10*

Lorsque le Comité d'hygiène de la Société des Nations, après avoir soumis la question au Comité permanent de l'Office international d'hygiène publique de Paris pour en recevoir avis et rapport, aura constaté que tout stupéfiant auquel la présente Convention ne s'applique pas est susceptible de donner lieu à des abus analogues et de produire des effets aussi nuisibles que les substances visées par ce chapitre de la Convention, le Comité d'hygiène informera le Conseil de la Société des Nations et lui recommandera que les dispositions de la présente Convention soient appliquées à cette substance

Le Conseil de la Société des Nations communiquera cette recommandation aux Parties contractantes. Toute Partie contractante qui accepte la recommandation signifiera son acceptation au Secrétaire général de la Société des Nations, qui en avisera les autres Parties contractantes

Les dispositions de la présente Convention deviendront immédiatement applicables à la substance en question dans les relations entre les Parties contractantes qui auront accepté la recommandation visée par les paragraphes précédents.

CHAPITRE IV. — CHANVRE INDIEN

*Article 11*

1. En addition aux dispositions du chapitre V de la présente Convention, qui s'appliqueront au chanvre indien et à la résine qui en est extraite, les Parties contractantes s'engagent :

a) A interdire l'exportation de la résine obtenue du chanvre indien et les préparations usuelles dont la résine est la base (telles que hachich, esrar, chura et djamba) à destination de pays qui en ont interdit l'usage et, lorsque l'exportation en est autorisée, à exiger la production d'un certificat d'importation spécial délivré par le gouvernement du pays importateur et attestant que l'importation est approuvée pour les fins spécifiées dans le certificat et que la résine ou les dites préparations ne seront pas réexportées ;

b) A exiger, avant de délivrer, pour du chanvre indien, le permis d'exportation visé à l'article 13 de la présente Convention, la production d'un certificat d'importation spécial délivré par le gouvernement du pays importateur et attestant que l'importation est approuvée et est destinée exclusivement à des usages médicaux ou scientifiques ;

2 Les Parties contractantes exerceront un contrôle efficace de nature à empêcher le trafic international illicite du chanvre indien et, en particulier, de la résine.

*Article 7*

The Contracting Parties shall take measures to prohibit, as regards their internal trade, the delivery to or possession by any unauthorised persons of the substances to which this Chapter applies.

*Article 8*

In the event of the Health Committee of the League of Nations, after having submitted the question for advice and report to the Permanent Committee of the Office international d'Hygiène publique in Paris, finding that any preparation containing any of the narcotic drugs referred to in the present Chapter cannot give rise to the drug habit on account of the medicaments with which the said drugs are compounded and which in practice preclude the recovery of the said drugs, the Health Committee shall communicate this finding to the Council of the League of Nations. The Council will communicate the finding to the Contracting Parties, and thereupon the provisions of the present Convention will not be applicable to the preparation concerned.

*Article 9*

Any Contracting Party may authorise the supply to the public by chemists, at their own discretion, as medicines, for immediate use in urgent cases, of the following opiate official preparations: tincture of opium, Sydenham laudanum and Dover powder. The maximum dose, however, which may be supplied in such cases must not contain more than 25 centigrammes of official opium, and the chemist must enter in his books the quantities supplied, as provided in Article 6 (c).

*Article 10*

In the event of the Health Committee of the League of Nations, after having submitted the question for advice and report to the Permanent Committee of the Office international d'Hygiène publique in Paris, finding that any narcotic drug to which the present Convention does not apply is liable to similar abuse and productive of similar ill-effects as the substances to which this Chapter of the Convention applies, the Health Committee shall inform the Council of the League accordingly and recommend that the provisions of the present Convention shall be applied to such drug.

The Council of the League shall communicate the said recommendation to the Contracting Parties. Any Contracting Party which is prepared to accept the recommendation shall notify the Secretary-General of the League, who will inform the other Contracting Parties.

The provisions of the present Convention shall thereupon apply to the substance in question as between the Contracting Parties who have accepted the recommendation referred to above.

CHAPTER IV — INDIAN HEMP

*Article 11*

1. In addition to the provisions of Chapter V of the present Convention, which shall apply to Indian hemp and the resin prepared from it, the Contracting Parties undertake.

(a) To prohibit the export of the resin obtained from Indian hemp and the ordinary preparations of which the resin forms the base (such as hashish, esrar, churas, djamba) to countries which have prohibited their use, and, in cases where export is permitted, to require the production of a special import certificate issued by the Government of the importing country stating that the importation is approved for the purposes specified in the certificate and that the resin or preparations will not be re-exported.

(b) Before issuing an export authorisation under Article 13 of the present Convention, in respect of Indian hemp, to require the production of a special import certificate issued by the Government of the importing country and stating that the importation is approved and is required exclusively for medical or scientific purposes.

2. The Contracting Parties shall exercise an effective control of such a nature as to prevent the illicit international traffic in Indian hemp and especially in the resin.

## CHAPITRE V. — CONTROLE DU COMMERCE INTERNATIONAL.

### *Article 12.*

Chaque Partie contractante exigera qu'une autorisation d'importation distincte soit obtenue pour chaque exportation de l'une quelconque des substances auxquelles s'applique la présente Convention. Cette autorisation indiquera la quantité à importer, le nom et l'adresse de l'importateur, ainsi que le nom et l'adresse de l'exportateur.

L'autorisation d'importation spécifiera le délai dans lequel devra être effectuée l'importation ; elle pourra admettre l'importation en plusieurs envois.

### *Article 13.*

1. Chaque Partie contractante exigera qu'une autorisation d'exportation distincte soit obtenue pour chaque exportation de l'une quelconque des substances auxquelles s'applique la présente Convention. Cette autorisation indiquera la quantité à exporter, le nom et l'adresse de l'exportateur, ainsi que le nom et l'adresse de l'importateur.

2. La Partie contractante exigera, avant de délivrer cette autorisation d'exportation, qu'un certificat d'importation, délivré par le gouvernement du pays importateur et attestant que l'importation est approuvée, soit produit par la personne ou la maison qui demande l'autorisation d'exportation.

Chaque Partie contractante s'engage à adopter, dans la mesure du possible, le certificat d'importation dont le modèle est annexé à la présente Convention.

3. L'autorisation d'exportation spécifiera le délai dans lequel doit être effectuée l'exportation et mentionnera le numéro et la date du certificat d'importation, ainsi que l'autorité qui l'a délivré.

4. Une copie de l'autorisation d'exportation accompagnera l'envoi et le gouvernement qui délivre l'autorisation d'exportation en enverra copie au gouvernement du pays importateur.

5. Lorsque l'importation aura été effectuée, ou lorsque le délai fixé pour l'importation sera expiré, le gouvernement du pays importateur renverra l'autorisation d'exportation endossée à cet effet au gouvernement du pays exportateur. L'endos spécifiera la quantité effectivement importée.

6. Si la quantité effectivement exportée est inférieure à celle qui est spécifiée dans l'autorisation d'exportation, mention de cette quantité sera faite par les autorités compétentes sur l'autorisation d'exportation et sur toute copie officielle de cette autorisation.

7. Si la demande d'exportation concerne un envoi destiné à être déposé dans un entrepôt de douane du pays importateur, l'autorité compétente du pays exportateur pourra accepter, au lieu du certificat d'importation prévu ci-dessus, un certificat spécial par lequel l'autorité compétente du pays importateur attestera qu'elle approuve l'importation de l'envoi dans les conditions susmentionnées. En pareil cas, l'autorisation d'exportation précisera que l'envoi est exporté pour être déposé dans un entrepôt de douane.

### *Article 14.*

En vue d'assurer dans les ports-francs et dans les zones franches l'application et l'exécution intégrale des dispositions de la présente Convention, les Parties contractantes s'engagent à appliquer les lois et règlements en vigueur dans le pays, aux ports-francs et aux zones franches situés sur leurs territoires et à y exercer la même surveillance et le même contrôle que dans les autres parties de leurs territoires, en ce qui concerne les substances visées par ladite Convention.

Toutefois, cet article n'empêche pas une des Parties contractantes d'appliquer aux dites substances des dispositions plus énergiques dans les ports-francs et les zones franches que dans les autres parties de son territoire.

### *Article 15.*

1. Aucun envoi de l'une quelconque des substances visées par la présente Convention, si cet envoi est exporté d'un pays à destination d'un autre pays, ne sera autorisé à traverser un troisième pays — que cet envoi soit, ou non, transbordé du navire ou du véhicule utilisé — à moins que la copie de l'autorisation d'exportation (ou le certificat de déroutement, si ce certificat a été délivré conformément au paragraphe suivant) qui accompagne l'envoi ne soit soumis aux autorités compétentes de ce pays.

CHAPTER V. — CONTROL OF INTERNATIONAL TRADE

*Article 12*

Each Contracting Party shall require a separate import authorisation to be obtained for each importation of any of the substances to which the present Convention applies. Such authorisation shall state the quantity to be imported, the name and address of the importer and the name and address of the exporter.

The import authorisation shall specify the period within which the importation must be effected and may allow the importation in more than one consignment

*Article 13*

1. Each Contracting Party shall require a separate export authorisation to be obtained for each exportation of any of the substances to which the present Convention applies. Such authorisation shall state the quantity to be exported, the name and address of the exporter and the name and address of the importer

2. The Contracting Party, before issuing such export authorisation, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person or establishment applying for the export authorisation.

Each Contracting Party agrees to adopt, so far as possible, the form of import certificate annexed to the present Convention.

3. The export authorisation shall specify the period within which the exportation must be effected, and shall state the number and date of the import certificate and the authority by whom it has been issued

4. A copy of the export authorisation shall accompany the consignment, and the Government issuing the export authorisation shall send a copy to the Government of the importing country

5. The Government of the importing country, when the importation has been effected, or when the period fixed for the importation has expired, shall return the export authorisation, with an endorsement to that effect, to the Government of the exporting country. The endorsement shall specify the amount actually imported.

6. If a less quantity than that specified in the export authorisation is actually exported, the quantity actually exported shall be noted by the competent authorities on the export authorisation and on any official copy thereof

7. In the case of an application to export a consignment to any country for the purpose of being placed in a bonded warehouse in that country, a special certificate from the Government of that country, certifying that it has approved the introduction of the consignment for the said purpose, may be accepted by the Government of the exporting country in place of the import certificate provided for above. In such a case, the export authorisation shall specify that the consignment is exported for the purpose of being placed in a bonded warehouse

*Article 14.*

For the purpose of ensuring the full application and enforcement of the provisions of the present Convention in free ports and free zones, the Contracting Parties undertake to apply in free ports and free zones situated within their territories the same laws and regulations, and to exercise therein the same supervision and control, in respect of the substances covered by the said Convention, as in other parts of their territories.

This Article does not, however, prevent any Contracting Party from applying, in respect of the said substances, more drastic provisions in its free ports and free zones than in other parts of its territories.

*Article 15.*

1. No consignment of any of the substances covered by the present Convention which is exported from one country to another country shall be permitted to pass through a third country, whether or not it is removed from the ship or conveyance in which it is being conveyed, unless the copy of the export authorisation (or the diversion certificate, if such a certificate has been issued in pursuance of the following paragraph) which accompanies the consignment is produced to the competent authorities of that country.

2 Les autorités compétentes d'un pays par lequel un envoi de l'une quelconque des substances visées par la présente Convention est autorisé à passer prendront toutes les mesures nécessaires pour empêcher le détournement dudit envoi vers une destination autre que celle qui figure sur la copie de l'autorisation d'exportation (ou sur le certificat de détournement) qui accompagne cet envoi, à moins que le gouvernement de ce pays n'ait autorisé ce détournement au moyen d'un *certificat spécial de détournement*. Un *certificat de détournement* ne sera délivré qu'après réception d'un *certificat d'importation*, conformément aux dispositions de l'article 13, et émanant du gouvernement du pays à destination duquel on se propose de détourner ledit envoi ; ce *certificat* contiendra les mêmes renseignements que ceux qui, selon l'article 13, doivent être mentionnés dans l'autorisation d'exportation, ainsi que le nom du pays d'où cet envoi a été primitivement exporté. Toutes les dispositions de l'article 13 qui sont applicables à une autorisation d'exportation s'appliqueront également aux *certificats de détournement*.

En outre, le gouvernement du pays autorisant le détournement de l'envoi devra conserver la copie de l'autorisation primitive d'exportation (ou le *certificat de détournement*) qui accompagnait ledit envoi au moment de son arrivée sur le territoire dudit pays et le retourner au gouvernement qui l'a délivré en notifiant en même temps à celui-ci le nom du pays à destination duquel le détournement a été autorisé.

3 Dans les cas où le transport est effectué par la voie aérienne, les dispositions précédentes du présent article ne seront pas applicables si l'aéronef survole le territoire du tiers pays sans atterrir. Si l'aéronef atterrit sur le territoire dudit pays, lesdites dispositions seront appliquées dans la mesure où les circonstances le permettront.

4. Les alinéas 1 à 3 du présent article ne préjudicient pas aux dispositions de tout accord international limitant le contrôle qui peut être exercé par l'une des Parties contractantes sur les substances visées par la présente Convention, lorsqu'elles seront expédiées en transit direct.

5. Les dispositions du présent article ne s'appliqueront pas au transport de substances par la poste.

#### *Article 16.*

Si un envoi de l'une des substances visées par la présente Convention, est débarqué sur le territoire d'une Partie contractante et déposé dans un entrepôt de douane, il ne pourra être retiré de cet entrepôt sans qu'un *certificat d'importation*, délivré par le gouvernement du pays de destination et certifiant que l'importation est approuvée, soit présenté à l'autorité dont dépend l'entrepôt de douane. Une autorisation spéciale sera délivrée par cette autorité, pour chaque envoi ainsi retiré, et remplacera l'autorisation d'exportation visée aux articles 13, 14 et 15.

#### *Article 17*

Lorsque les substances visées par la présente Convention traverseront en transit les territoires d'une Partie contractante, ou y seront déposées en entrepôt de douane, elles ne pourront être soumises à aucune opération qui modifierait, soit leur nature, soit, sauf permission de l'autorité compétente, leur emballage.

#### *Article 18*

Si l'une des Parties contractantes estime impossible de faire application de l'une quelconque des dispositions du présent chapitre à son commerce avec un autre pays, en raison du fait que ce dernier n'est pas partie à la présente Convention, cette Partie contractante ne sera obligée d'appliquer les dispositions du présent chapitre que dans la mesure où les circonstances le permettent

### CHAPITRE VI. — COMITÉ CENTRAL PERMANENT

#### *Article 19.*

Un Comité central permanent sera nommé, dans les trois mois qui suivront l'entrée en vigueur de la présente Convention

Le Comité central comprendra huit personnes qui, par leur compétence technique, leur impartialité et leur indépendance inspireront une confiance universelle

Les membres du Comité central seront nommés par le Conseil de la Société des Nations. Les Etats-Unis d'Amérique et l'Allemagne seront invités à désigner chacun une personne pour participer à ces nominations

En procédant à ces nominations, on prendra en considération l'importance qu'il y a à faire figurer dans le Comité central, en proportion équitable, des personnes ayant une connaissance de la question des stupéfiants, dans les pays producteurs et manufacturiers, d'une part, et dans les pays consommateurs, d'autre part, et appartenant à ces pays.

Les membres du Comité central n'exerceront pas des fonctions qui les mettent dans une position de dépendance directe de leurs gouvernements

Les membres du Comité exerceront un mandat d'une durée de cinq ans et seront rééligibles

Le Comité élira son président et fixera son règlement intérieur

Le quorum fixé pour les réunions du Comité sera de quatre membres.

Les décisions du Comité relatives aux articles 24 et 26 devront être prises à la majorité absolue de tous les membres du Comité



2 The competent authorities of any country through which a consignment of any of the substances covered by the present Convention is permitted to pass shall take all due measures to prevent the diversion of the consignment to a destination other than that named in the copy of the export authorisation (or the diversion certificate) which accompanies it, unless the Government of that country has authorised that diversion by means of a special diversion certificate. A diversion certificate shall only be issued after the receipt of an import certificate, in accordance with Article 13, from the Government of the country to which it is proposed to divert the consignment, and shall contain the same particulars as are required by Article 13 to be stated in an export authorisation, together with the name of the country from which the consignment was originally exported. All the provisions of Article 13 which are applicable to an export authorisation shall be applicable equally to the diversion certificate.

Further, the Government of the country authorising the diversion of the consignment shall detain the copy of the original export authorisation (or diversion certificate) which accompanied the consignment on arrival in its territory, and shall return it to the Government which issued it, at the same time notifying the name of the country to which the diversion has been authorised.

3 In cases where the transport is being effected by air, the preceding provisions of this Article shall not be applicable if the aircraft passes over the territory of the third country without landing. If the aircraft lands in the territory of the said country, the said provisions shall be applied so far as the circumstances permit.

4 Paragraphs 1 to 3 of this Article are without prejudice to the provisions of any international agreement which limits the control which may be exercised by any of the Contracting Parties over the substances to which the present Convention applies when in direct transit.

5 The provisions of this Article shall not apply to transport of the substances by post.

#### *Article 16*

A consignment of any of the substances covered by the present Convention which is landed in the territory of any Contracting Party and placed in a bonded warehouse shall not be withdrawn from the bonded warehouse unless an import certificate, issued by the Government of the country of destination and certifying that the importation is approved, is produced to the authorities having jurisdiction over the bonded warehouse. A special authorisation shall be issued by the said authorities in respect of each consignment so withdrawn, and shall take the place of the export authorisation for the purpose of Articles 13, 14 and 15 above.

#### *Article 17*

No consignment of the substances covered by the present Convention while passing in transit through the territories of any Contracting Party or whilst being stored there in a bonded warehouse may be subjected to any process which would alter the nature of the substances in question or, without the permission of the competent authorities, the packing.

#### *Article 18*

If any Contracting Party finds it impossible to apply any provision of this Chapter to trade with another country by reason of the fact that such country is not a party to the present Convention, such Contracting Party will only be bound to apply the provisions of this Chapter so far as the circumstances permit.

### CHAPTER VI. — PERMANENT CENTRAL BOARD

#### *Article 19*

A Permanent Central Board shall be appointed, within three months from the coming into force of the present Convention.

The Central Board shall consist of eight persons who, by their technical competence, impartiality and disinterestedness, will command general confidence.

The members of the Central Board shall be appointed by the Council of the League of Nations.

The United States of America and Germany shall be invited each to nominate one person to participate in these appointments.

In making the appointments, consideration shall be given to the importance of including on the Central Board, in equitable proportion, persons possessing a knowledge of the drug situation, both in the producing and manufacturing countries on the one hand and in the consuming countries on the other hand, and connected with such countries.

The members of the Central Board shall not hold any office which puts them in a position of direct dependence on their Governments.

The members shall be appointed for a term of five years, and they will be eligible for re-appointment.

The Central Board shall elect its own President and shall settle its rules of procedure.

At meetings of the Board, four members shall form a quorum.

The decisions of the Board relative to Articles 24 and 26 shall be taken by an absolute majority of the whole number of the Board.

Article 20.

Le Conseil de la Société des Nations, d'accord avec le Comité, prendra les dispositions nécessaires pour l'organisation et le fonctionnement du Comité, en vue de garantir la pleine indépendance de cet organisme dans l'exécution de ses fonctions techniques, conformément à la présente Convention, et d'assurer, par le Secrétaire général, le fonctionnement des services administratifs du Comité.

Le Secrétaire général nommera le secrétaire et les fonctionnaires du Comité central, sur la désignation dudit Comité et sous réserve de l'approbation du Conseil.

Article 21.

Les Parties contractantes conviennent d'envoyer chaque année, avant le 31 décembre, au Comité central permanent prévu à l'article 19, les évaluations des quantités de chacune des substances visées par la Convention à importer sur leurs territoires, en vue de leur consommation intérieure au cours de l'année suivante pour des fins médicales, scientifiques et autres.

Ces chiffres ne doivent pas être considérés comme ayant, pour le gouvernement intéressé, un caractère obligatoire, mais seront donnés au Comité central à titre d'indication pour l'exercice de son mandat.

Dans le cas où des circonstances obligeraient un pays à modifier, au cours de l'année, ses évaluations, ce pays communiquera au Comité central les chiffres révisés.

Article 22.

1. Les Parties contractantes conviennent d'envoyer chaque année au Comité central, trois mois (dans les cas prévus au paragraphe c) cinq mois) au plus tard après la fin de l'année, et de la manière qui sera indiquée par le Comité, des statistiques aussi complètes et exactes que possible, relatives à l'année précédente :

a) De la production d'opium brut et de feuilles de coca ;

b) De la fabrication des substances visées au chapitre III, article 4 b) c) g), de la présente Convention et des matières premières employées pour cette fabrication. La quantité de ces substances, employée à la fabrication d'autres dérivés non visés par la Convention, sera déclarée séparément ;

c) Des stocks de substances visées par les chapitres II et III de la présente Convention, détenus par les négociants en gros ou par l'Etat, en vue de la consommation dans le pays, pour des besoins autres que les besoins de l'Etat ;

d) De la consommation, en dehors des besoins de l'Etat, des substances visées aux chapitres II et III de la présente Convention ;

e) Des quantités des substances visées par la présente Convention qui auront été confisquées à la suite d'importations et d'exportations illicites ; ces statistiques indiqueront la manière dont on aura disposé des substances confisquées, ainsi que tous autres renseignements utiles relatifs à la confiscation et à l'emploi fait des substances confisquées.

Les statistiques visées *sub litteris a, b, c, d, e*, seront communiquées par le Comité central aux Parties contractantes.

2. Les Parties contractantes conviennent d'envoyer au Comité central, de la manière qui sera prescrite par celui-ci, dans les quatre semaines qui suivront la fin de chaque période de trois mois, et pour chacune des substances visées par la présente Convention, les statistiques de leurs importations et de leurs exportations, en provenance et à destination de chaque pays au cours des trois mois précédents. Ces statistiques seront, dans les cas qui pourront être déterminés par le Comité, envoyées par télégramme, sauf si les quantités descendent au-dessous d'un minimum qui sera fixé pour chaque substance par le Comité central.

3. En fournissant les statistiques, conformément au présent article, les gouvernements indiqueront séparément les quantités importées ou achetées en vue des besoins de l'Etat, afin qu'il soit possible de déterminer les quantités requises dans le pays pour les besoins généraux de la médecine et de la science. Le Comité central n'aura aucun pouvoir de poser des questions ou d'exprimer une opinion quelconque quant aux quantités importées ou achetées en vue des besoins de l'Etat ou quant à l'usage qui en sera fait.

4. Au sens du présent article, les substances détenues, importées ou achetées par l'Etat en vue d'une vente éventuelle, ne sont pas considérées comme véritablement détenues, importées ou achetées pour les besoins de l'Etat.

*Article 20*

The Council of the League of Nations shall, in consultation with the Board, make the necessary arrangements for the organisation and working of the Board, with the object of assuring the full technical independence of the Board in carrying out its duties under the present Convention, while providing for the control of the staff in administrative matters by the Secretary-General.

The Secretary-General shall appoint the secretary and staff of the Board on the nomination of the Board and subject to the approval of the Council.

*Article 21*

The Contracting Parties agree to send in annually before December 31st, to the Permanent Central Board set up under Article 19, estimates of the quantities of each of the substances covered by the Convention to be imported into their territory for internal consumption during the following year for medical, scientific and other purposes.

These estimates are not to be regarded as binding on the Government concerned, but will be for the purpose of serving as a guide to the Central Board in the discharge of its duties.

Should circumstances make it necessary for any country, in the course of the year, to modify its estimates, the country in question shall communicate the revised figures to the Central Board.

*Article 22.*

1 The Contracting Parties agree to send annually to the Central Board, in a manner to be indicated by the Board, within three (in the case of paragraph (c), five) months after the end of the year, as complete and accurate statistics as possible relative to the preceding year, showing .

(a) Production of raw opium and coca leaves ,

(b) Manufacture of the substances covered by Chapter III, Article 4 (b) (c) and (g) of the present Convention and the raw material used for such manufacture. The amount of such substances used for the manufacture of other derivatives not covered by the Convention shall be separately stated ;

(c) Stocks of the substances covered by Chapters II and III of the present Convention in the hands of wholesalers or held by the Government for consumption in the country for other than Government purposes ,

(d) Consumption, other than for Government purposes, of the substances covered by Chapters II and III of the present Convention ;

(e) Amounts of each of the substances covered by the present Convention which have been confiscated on account of illicit import or export , the manner in which the confiscated substances have been disposed of shall be stated, together with such other information as may be useful in regard to such confiscation and disposal.

The statistics referred to in paragraphs (a) to (e) above shall be communicated by the Central Board to the Contracting Parties.

2. The Contracting Parties agree to forward to the Central Board, in a manner to be prescribed by the Board, within four weeks after the end of each period of three months, the statistics of their imports from and exports to each country of each of the substances covered by the present Convention during the preceding three months. These statistics will, in such cases as may be prescribed by the Board, be sent by telegram, except when the quantities fall below a minimum amount which shall be fixed in the case of each substance by the Board.

3. In furnishing the statistics in pursuance of this Article, the Governments shall state separately the amounts imported or purchased for Government purposes, in order to enable the amounts required in the country for general medical and scientific purposes to be ascertained. It shall not be within the competence of the Central Board to question or to express any opinion on the amounts imported or purchased for Government purposes or the use thereof.

4. For the purposes of this Article, substances which are held, imported, or purchased by the Government for eventual sale are not regarded as held, imported or purchased for Government purposes.

*Article 23.*

Afin de compléter les renseignements fournis au Comité central au sujet de l'affectation définitive donnée à la quantité totale d'opium existant dans le monde entier, les gouvernements des pays où l'usage de l'opium préparé est temporairement autorisé fourniront chaque année au Comité, de la manière qui sera prescrite par celui-ci, outre les statistiques prévues à l'article 22, trois mois au plus après la fin de l'année, des statistiques aussi complètes et exactes que possible, relatives à l'année précédente :

- 1) De la fabrication d'opium préparé et des matières premières employées à cette fabrication ;
- 2) De la consommation d'opium préparé

Il est entendu que le Comité n'aura aucun pouvoir de poser des questions ou d'exprimer une opinion quelconque au sujet de ces statistiques et que les dispositions de l'article 24 ne seront pas applicables en ce qui touche aux questions visées par le présent article, sauf si le Comité vient à constater l'existence, dans une mesure appréciable, de transactions internationales illicites.

*Article 24.*

1. Le Comité central surveillera d'une façon constante le mouvement du marché international. Si les renseignements dont il dispose le portent à conclure qu'un pays donné accumule des quantités exagérées d'une substance visée par la présente Convention et risque ainsi de devenir un centre de trafic illicite, il aura le droit de demander des explications au pays en question par l'entremise du Secrétaire général de la Société des Nations.

2. S'il n'est fourni aucune explication dans un délai raisonnable, ou si les explications données ne sont pas satisfaisantes, le Comité central aura le droit d'attirer, sur ce point, l'attention des gouvernements de toutes les Parties contractantes ainsi que celle du Conseil de la Société des Nations, et de recommander qu'aucune nouvelle exportation des substances auxquelles s'applique la présente Convention, ou de l'une quelconque d'entre elles, ne soit effectuée, à destination du pays en question, jusqu'à ce que le Comité ait signalé qu'il a obtenu tous les apaisements quant à la situation dans ce pays en ce qui concerne lesdites substances. Le Comité central notifiera en même temps au gouvernement du pays intéressé la recommandation qu'il a faite.

3. Le pays intéressé pourra porter la question devant le Conseil de la Société des Nations.

4. Tout gouvernement d'un pays exportateur qui ne sera pas disposé à agir selon la recommandation du Comité central pourra également porter la question devant le Conseil de la Société des Nations.

S'il ne croit pas devoir le faire, il informera immédiatement le Comité central qu'il n'est pas disposé à se conformer à la recommandation du Conseil, en donnant, si possible, ses raisons.

5. Le Comité central aura le droit de publier un rapport sur la question et de le communiquer au Conseil, qui le transmettra aux gouvernements des Parties contractantes.

6. Si, dans un cas quelconque, la décision du Comité central n'est pas prise à l'unanimité, les avis de la minorité devront également être exposés.

7. Tout pays sera invité à se faire représenter aux séances du Comité central au cours desquelles est examinée une question l'intéressant directement.

*Article 25.*

Toutes les Parties contractantes auront le droit, à titre amical, d'appeler l'attention du Comité sur toute question qui leur paraîtra nécessiter un examen. Toutefois, le présent article ne pourra être interprété comme étendant les pouvoirs du Comité.

*Article 26.*

En ce qui concerne les pays qui ne sont pas parties à la présente Convention, le Comité central pourra prendre les mesures spécifiées à l'article 24 dans le cas où les renseignements dont il dispose le portent à conclure qu'un pays donné risque de devenir un centre de trafic illicite ; dans ce cas, le Comité prendra les mesures indiquées dans l'article en question en ce qui concerne la notification au pays intéressé.

Les alinéas 3, 4 et 7 de l'article 24 s'appliqueront dans ce cas.

*Article 27.*

Le Comité central présentera chaque année au Conseil de la Société des Nations un rapport sur ses travaux. Ce rapport sera publié et communiqué à toutes les Parties contractantes.

Le Comité central prendra toutes les mesures nécessaires pour que les évaluations, statistiques, renseignements et explications dont il dispose, conformément aux articles 21, 22, 23, 24, 25 ou 26 de la présente Convention, ne soient pas rendus publics d'une manière qui pourrait faciliter les opérations des spéculateurs ou porter atteinte au commerce légitime de l'une quelconque des Parties contractantes.

*Article 23*

In order to complete the information of the Board as to the disposal of the world's supply of raw opium, the Governments of the countries where the use of prepared opium is temporarily authorised shall, in a manner to be prescribed by the Board, in addition to the statistics provided for in Article 22, forward annually to the Board, within three months after the end of the year, as complete and accurate statistics as possible relative to the preceding year showing

- (1) The manufacture of prepared opium, and the raw material used for such manufacture ;
- (2) The consumption of prepared opium

It is understood that it shall not be within the competence of the Board to question or to express any opinion upon these statistics, and that the provisions of Article 24 are not applicable to the matters dealt with in this Article, except in cases where the Board may find that illicit international transactions are taking place on an appreciable scale

*Article 24*

1 The Central Board shall continuously watch the course of the international trade. If the information at its disposal leads the Board to conclude that excessive quantities of any substance covered by the present Convention are accumulating in any country, or that there is a danger of that country becoming a centre of the illicit traffic, the Board shall have the right to ask, through the Secretary-General of the League, for explanations from the country in question

2 If no explanation is given within a reasonable time or the explanation is unsatisfactory, the Central Board shall have the right to call the attention of the Governments of all the Contracting Parties and of the Council of the League of Nations to the matter, and to recommend that no further exports of the substances covered by the present Convention or any of them shall be made to the country concerned until the Board reports that it is satisfied as to the situation in that country in regard to the said substances. The Board shall at the same time notify the Government of the country concerned of the recommendation made by it.

3 The country concerned shall be entitled to bring the matter before the Council of the League.

4 The Government of any exporting country which is not prepared to act on the recommendation of the Central Board shall also be entitled to bring the matter before the Council of the League

If it does not do so, it shall immediately inform the Board that it is not prepared to act on the recommendation, explaining, if possible, why it is not prepared to do so

5 The Central Board shall have the right to publish a report on the matter and communicate it to the Council, which shall thereupon forward it to the Governments of all the Contracting Parties

6. If in any case the decision of the Central Board is not unanimous, the views of the minority shall also be stated

7 Any country shall be invited to be represented at a meeting of the Central Board at which a question directly interesting it is considered

*Article 25*

It shall be the friendly right of any of the Contracting Parties to draw the attention of the Board to any matter which appears to it to require investigation, provided that this Article shall not be construed as in any way extending the powers of the Board

*Article 26*

In the case of a country which is not a party to the present Convention, the Central Board may take the same measures as are specified in Article 24, if the information at the disposal of the Board leads it to conclude that there is a danger of the country becoming a centre of the illicit traffic ; in that case the Board shall take the action indicated in the said Article as regards notification to the country concerned

Paragraphs 3, 4 and 7 of Article 24 shall apply in any such case

*Article 27.*

The Central Board shall present an annual report on its work to the Council of the League. This report shall be published and communicated to all the Contracting Parties.

The Central Board shall take all necessary measures to ensure that the estimates, statistics, information and explanations which it receives under Articles 21, 22, 23, 24, 25 or 26 of the present Convention shall not be made public in such a manner as to facilitate the operations of speculators or injure the legitimate commerce of any Contracting Party

## CHAPITRE VII — DISPOSITIONS GÉNÉRALES

### *Article 28.*

Chacune des Parties contractantes s'engage à rendre passibles de sanctions pénales adéquates, y compris, le cas échéant, la confiscation des substances, objet du délit, les infractions aux lois et règlements relatifs à l'application des dispositions de la présente Convention.

### *Article 29.*

Les Parties contractantes examineront dans l'esprit le plus favorable la possibilité de prendre des mesures législatives pour punir des actes commis dans le ressort de leur juridiction en vue d'aider ou d'assister à la perpétration, en tout lieu situé hors de leur juridiction, d'un acte constituant une infraction aux lois en vigueur en ce lieu et ayant trait aux objets visés par la présente Convention

### *Article 30.*

Les Parties contractantes se communiqueront, par l'intermédiaire du Secrétaire général de la Société des Nations, si elles ne l'ont déjà fait, leurs lois et règlements concernant les matières visées par la présente Convention, de même que les lois et règlements qui seraient promulgués pour la mettre en vigueur

### *Article 31.*

La présente Convention remplace, entre les Parties contractantes, les dispositions des chapitres I, III et V de la Convention signée à La Haye le 23 janvier 1912. Ces dispositions resteront en vigueur entre les Parties contractantes et tout Etat partie à la Convention de La Haye, et qui ne serait pas partie à la présente Convention.

### *Article 32.*

1. Afin de régler, autant que possible, à l'amiable les différends qui s'élèveraient entre les Parties contractantes au sujet de l'interprétation ou de l'exécution de la présente Convention et qui n'auraient pu être résolus par la voie diplomatique, les Parties en litige pourront, préalablement à toute procédure judiciaire ou arbitrale, soumettre ces différends, pour avis consultatif, à l'organisme technique que le Conseil de la Société des Nations désignerait à cet effet.

2. L'avis consultatif devra être formulé dans les six mois à compter du jour où l'organisme dont il s'agit aura été saisi du différend, à moins que, d'un commun accord, les Parties en litige ne décident de proroger ce délai. Cet organisme fixera le délai dans lequel les Parties auront à se prononcer à l'égard de son avis.

3. L'avis consultatif ne liera pas les Parties en litige, à moins qu'il ne soit accepté par chacune d'elles

4. Les différends qui n'auraient pu être réglés ni directement, ni, le cas échéant, sur la base de l'avis de l'organisme technique susvisé, seront portés, à la demande d'une des Parties au litige, devant la Cour permanente de Justice internationale, à moins que, par application d'une convention existante ou en vertu d'un accord spécial à conclure, il ne soit procédé au règlement du différend par voie d'arbitrage ou de toute autre manière.

5. Le recours à la Cour de Justice sera formé ainsi qu'il est prévu à l'article 40 du Statut\* de la Cour.

6. La décision prise par les Parties au litige de le soumettre, pour avis consultatif, à l'organisme technique désigné par le Conseil de la Société des Nations, ou de recourir à l'arbitrage, sera communiquée au Secrétaire général de la Société et, par ses soins, aux autres Parties contractantes, qui auront le droit d'intervenir dans la procédure.

7. Les Parties au litige devront porter devant la Cour permanente de Justice internationale tout point de droit international ou toute question d'interprétation de la présente Convention qui pourra surgir au cours de la procédure devant l'organisme technique ou le tribunal arbitral dont cet organisme ou ce tribunal estimerait, sur demande d'une des Parties, que la solution préalable par la Cour est indispensable pour le règlement du différend.

## CHAPTER VII. — GENERAL PROVISIONS

### *Article 28.*

Each of the Contracting Parties agrees that breaches of its laws or regulations by which the provisions of the present Convention are enforced shall be punishable by adequate penalties, including in appropriate cases the confiscation of the substances concerned.

### *Article 29*

The Contracting Parties will examine in the most favourable spirit the possibility of taking legislative measures to render punishable acts committed within their jurisdiction for the purpose of procuring or assisting the commission in any place outside their jurisdiction of any act which constitutes an offence against the laws of that place relating to the matters dealt with in the present Convention.

### *Article 30*

The Contracting Parties shall communicate to one another, through the Secretary-General of the League of Nations, their existing laws and regulations respecting the matters referred to in the present Convention, so far as this has not already been done, as well as those promulgated in order to give effect to the said Convention

### *Article 31.*

The present Convention replaces, as between the Contracting Parties, the provisions of Chapters I, III and V of the Convention signed at The Hague on January 23rd, 1912, which provisions remain in force as between the Contracting Parties and any States Parties to the said Convention which are not Parties to the present Convention

### *Article 32.*

1. In order as far as possible to settle in a friendly manner disputes arising between the Contracting Parties in regard to the interpretation or application of the present Convention which they have not been able to settle through diplomatic channels, the parties to such a dispute may, before resorting to any proceedings for judicial settlement or arbitration, submit the dispute for an advisory opinion to such technical body as the Council of the League of Nations may appoint for this purpose

2. The advisory opinion shall be given within six months commencing from the day on which the dispute has been submitted to the technical body, unless this period is prolonged by mutual agreement between the parties to the dispute. The technical body shall fix the period within which the parties are to decide whether they will accept the advisory opinion given by it

3. The advisory opinion shall not be binding upon the parties to the dispute unless it is accepted by each of them.

4. Disputes which it has not been found possible to settle either directly or on the basis of the advice of the above-mentioned technical body shall, at the request of any one of the parties thereto, be brought before the Permanent Court of International Justice, unless a settlement is attained by way of arbitration or otherwise by application of some existing convention or in virtue of an arrangement specially concluded

5. Proceedings shall be opened before the Permanent Court of International Justice in the manner laid down in Article 40 of the Statute of the Court.

6. A decision of the parties to a dispute to submit it for an advisory opinion to the technical body appointed by the Council of the League of Nations, or to resort to arbitration, shall be communicated to the Secretary-General of the League of Nations and by him to the other Contracting Parties, which shall have the right to intervene in the proceedings.

7. The parties to a dispute shall bring before the Permanent Court of International Justice any question of international law or question as to the interpretation of the present Convention arising during proceedings before the technical body or arbitral tribunal, decision of which by the Court is, on the demand of one of the parties, declared by the technical body or arbitral tribunal to be necessary for the settlement of the dispute

*Article 33.*

La présente Convention, dont les textes français et anglais feront également foi, portera la date de ce jour et sera, jusqu'au 30 septembre 1925, ouverte à la signature de tout Etat représenté à la Conférence où fut élaborée la présente Convention, de tout Membre de la Société des Nations et de tout Etat à qui le Conseil de la Société des Nations aura, à cet effet, communiqué un exemplaire de la présente Convention

*Article 34.*

La présente Convention est sujette à ratification. Les instruments de ratification seront déposés auprès du Secrétaire général de la Société des Nations, qui en notifiera le dépôt aux Membres de la Société des Nations signataires de la Convention, ainsi qu'aux autres Etats signataires.

*Article 35.*

A partir du 30 septembre 1925, tout Etat représenté à la Conférence où fut élaborée la présente Convention et non signataire de celle-ci, tout Membre de la Société des Nations et tout Etat auquel le Conseil de la Société des Nations en aura, à cet effet, communiqué un exemplaire, pourra adhérer à la présente Convention

Cette adhésion s'effectuera au moyen d'un instrument communiqué au Secrétaire général de la Société des Nations, et qui sera déposé dans les archives du Secrétariat. Le Secrétaire général notifiera immédiatement ce dépôt aux Membres de la Société des Nations signataires de la Convention, et aux autres Etats signataires, ainsi qu'aux Etats adhérents.

*Article 36.*

La présente Convention n'entrera en vigueur qu'après avoir été ratifiée par dix Puissances, y compris sept des Etats qui participeront à la nomination du Comité central, en conformité à l'article 19, dont au moins deux Etats membres permanents du Conseil de la Société des Nations. La date de son entrée en vigueur sera le quatre-vingt-dixième jour après la réception, par le Secrétaire général de la Société des Nations, de la dernière des ratifications nécessaires. Ultérieurement, la présente Convention prendra effet, en ce qui concerne chacune des Parties, quatre-vingt-dix jours après la réception de la ratification ou de la notification de l'adhésion

Conformément aux dispositions de l'article 18 du Pacte de la Société des Nations, le Secrétaire général enregistra la présente Convention le jour de son entrée en vigueur.

*Article 37.*

Un recueil spécial sera tenu par le Secrétaire général de la Société des Nations, indiquant quelles Parties ont signé ou ratifié la présente Convention, y ont adhéré ou l'ont dénoncée. Ce recueil sera constamment ouvert aux Parties contractantes et aux Membres de la Société, et publication en sera faite aussi souvent que possible, suivant les indications du Conseil.

*Article 38.*

La présente Convention pourra être dénoncée par notification écrite, adressée au Secrétaire général de la Société des Nations. La dénonciation deviendra effective un an après la date de sa réception par le Secrétaire général et n'aura d'effet qu'en ce qui concerne l'Etat dénonçant.

Le Secrétaire général de la Société des Nations portera à la connaissance de chacun des Membres de la Société des Nations signataires de la Convention ou y ayant adhéré, et des autres Etats qui sont signataires ou qui y ont adhéré, toute dénonciation reçue par lui

*Article 39.*

Tout Etat participant à la présente Convention pourra déclarer, soit au moment de sa signature, soit au moment du dépôt de sa ratification ou de son adhésion, que son acceptation de la présente Convention n'engage pas, soit l'ensemble, soit tel de ses protectorats, colonies, possessions ou territoires d'outre-mer soumis à sa souveraineté ou à son autorité, ou pour lequel il a accepté un mandat de la Société des Nations, et pourra, ultérieurement et conformément à l'article 35, adhérer séparément au nom de l'un quelconque de ses protectorats, colonies, possessions ou territoires d'outre-mer, exclus par une telle déclaration.

La dénonciation pourra également s'effectuer séparément pour tout protectorat, colonie, possession ou territoire d'outre-mer ; les dispositions de l'article 38 s'appliqueront à cette dénonciation.



*Article 33.*

The present Convention, of which the French and English texts are both authentic, shall bear to-day's date and shall be open for signature until the 30th day of September, 1925, by any State represented at the Conference at which the present Convention was drawn up, by any Member of the League of Nations, and by any State to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose

*Article 34*

The present Convention is subject to ratification. The instruments of ratification shall be deposited with the Secretary-General of the League of Nations, who shall notify their receipt to the Members of the League which are signatories of the Convention and to the other signatory States

*Article 35.*

After the 30th day of September, 1925, the present Convention may be acceded to by any State represented at the Conference at which this Convention was drawn up and which has not signed the Convention, by any Member of the League of Nations, or by any State to which the Council of the League of Nations shall have communicated a copy of the Convention for this purpose.

Accession shall be effected by an instrument communicated to the Secretary-General of the League of Nations to be deposited in the archives of the Secretariat. The Secretary-General shall at once notify such deposit to all the Members of the League of Nations signatories of the Convention and to the other signatory States.

*Article 36.*

The present Convention shall not come into force until it has been ratified by ten Powers, including seven of the States by which the Central Board is to be appointed in pursuance of Article 19, of which at least two must be permanent Members of the Council of the League. The date of its coming into force shall be the ninetieth day after the receipt by the Secretary-General of the League of Nations of the last of the necessary ratifications. Thereafter, the present Convention will take effect in the case of each Party ninety days after the receipt of its ratification or of the notification of its accession.

In compliance with the provisions of Article 18 of the Covenant of the League of Nations, the Secretary-General will register the present Convention upon the day of its coming into force.

*Article 37.*

A special record shall be kept by the Secretary-General of the League of Nations showing which of the Parties have signed, ratified, acceded to or denounced the present Convention. This record shall be open to the Contracting Parties and the Members of the League at all times; it shall be published as often as possible, in accordance with the directions of the Council.

*Article 38.*

The present Convention may be denounced by an instrument in writing addressed to the Secretary-General of the League of Nations. The denunciation shall become effective one year after the date of the receipt of the instrument of denunciation by the Secretary-General, and shall operate only in respect of the Contracting Party which makes it.

The Secretary-General of the League of Nations shall notify the receipt of any such denunciations to all Members of the League of Nations signatories of or adherents to the Convention and to the other signatory or adherent States.

*Article 39.*

Any State signing or acceding to the present Convention may declare, at the moment either of its signature, ratification or accession, that its acceptance of the present Convention does not include any or all of its colonies, overseas possessions, protectorates, or overseas territories under its sovereignty or authority, or in respect of which it has accepted a mandate on behalf of the League of Nations, and may subsequently accede, in conformity with the provisions of Article 35, on behalf of any such colony, overseas possession, protectorate or territory excluded by such declaration.

Denunciation may also be made separately in respect of any such colony, overseas possession, protectorate or territory, and the provisions of Article 38 shall apply to any such denunciation.

En foi de quoi les plénipotentiaires sus-mentionnés ont signé la présente Convention.

FAIT à Genève, le dix-neuf février 1925, en une seule expédition qui sera déposée dans les archives du Secrétariat de la Société des Nations; copie certifiée conforme en sera remise à tous les Etats représentés à la Conférence et à tout Membre de la Société des Nations

In faith whereof the above-named Plenipotentiaries have signed the present Convention.

DONE at Geneva, the nineteenth day of February, one thousand nine hundred and twenty-five, in a single copy, which will remain deposited in the archives of the Secretariat of the League of Nations; certified copies will be transmitted to all the States represented at the Conference and to all Members of the League of Nations

ALBANIE	B. BLINISHTI	ALBANIA
ALLEMAGNE	H. von ECKARDT Sous la réserve annexée au procès-verbal de la séance plénière du 16 février 1925 <sup>1</sup> H.v.E	GERMANY
BELGIQUE	Fernand PELTZER Dr. Ferd De MYTTENAERE	BELGIUM
EMPIRE BRITANNIQUE	Malcolm DELEVINGNE	BRITISH EMPIRE
AUSTRALIE	M L. SHEPHERD	AUSTRALIA
FRANCE	G BOURGOIS A KIRCHER	FRANCE
<p>Le Gouvernement français est obligé de faire toutes ses réserves en ce qui concerne les Colonies, Protectorats et Pays sous mandat, dépendant de son autorité, sur la possibilité de produire régulièrement dans le délai strictement imparti, des statistiques trimestrielles prévues à l'alinéa 2 de l'article 22 <sup>2</sup>.</p> <p style="text-align: right;">G. B. A. K.</p>		
GRÈCE	<i>Ad referendum</i> Vassili DENDRAMIS	GREECE
JAPON	S. KAKU Y SUGIMURA	JAPAN
LUXEMBOURG	Ch. G. VERMAIRE	LUXEMBURG
PAYS-BAS	J. B. M. COEBERGH. A. D. A. de KAT ANGELINO	NETHERLANDS
PERSE	<i>Ad referendum et sous réserve de la satisfaction qui sera donnée par la Société des Nations à la demande de la Perse exposée dans son mémorandum. O.D.C 24 <sup>3</sup>.</i> Prince ARFA-ED-DOVLEH MIRZA RIZA KHAN	PERSIA

[Translation]

<sup>1</sup> Subject to the reservation annexed to the Procès-verbal of the plenary meeting of February 16th, 1925

<sup>2</sup> The French Government is compelled to make all reservations, as regards the colonies, protectorates and mandated territories under its authority, as to the possibility of regularly producing, within the strictly prescribed time limit, the quarterly statistics provided for in paragraph 2 of Article 22.

<sup>3</sup> *Ad-referendum* and subject to the League of Nations complying with the request made by Persia in the Memorandum O D C 24

POLOGNE

CHODZKO

POLAND

PORTUGAL

A. M Bartholomeu FERREIRA  
R. J RODRIGUES

PORTUGAL

SIAM

DAMRAS

SIAM

**Annexe.**

**MODÈLE DE CERTIFICAT D'IMPORTATION**

**CONVENTION INTERNATIONALE DE L'OPIMUM**

N<sup>o</sup>

*Certificat officiel d'importation.*

Nous certifions par la présente que le Ministère du .. . . .charge de l'application de la loi sur les stupéfiants visés par la Convention internationale de l'opium a approuvé l'importation par

a) Nom, adresse et profession de l'importateur.

a).....

b) Description exacte du stupéfiant et quantité destinée à l'importation

de b). .....

c) Nom et adresse de la maison du pays exportateur qui fournit le stupéfiant

en provenance de c). ....

d) Indiquer toutes les conditions spéciales à observer, mentionner, par exemple, que le stupéfiant ne doit pas être expédié par la poste.

sous réserve des conditions suivantes d).....

.....

et déclarons que l'envoi destiné à l'importation est nécessaire :

- 1) pour les besoins légitimes (dans le cas d'opium brut et de la feuille de coca)<sup>1</sup>;
- 2) pour des besoins médicaux ou scientifiques exclusivement (dans le cas des stupéfiants visés par le chapitre III de la Convention, et du chanvre indien).

Pour le ministre et par son ordre .....

(Signé).....

(Titre).....

(Date).....

<sup>1</sup> Les pays qui n'ont pas supprimé l'habitude de fumer l'opium et qui désirent importer de l'opium brut pour la fabrication de l'opium préparé doivent délivrer des certificats établissant que l'opium brut réservé à l'importation est destiné à la fabrication de l'opium préparé, que les fumeurs sont soumis aux restrictions gouvernementales, en attendant la suppression complète de l'opium et que l'opium importé ne sera pas réexporté,

**Annex**

**MODEL FORM OF IMPORT CERTIFICATE**

INTERNATIONAL OPIUM CONVENTION

No. *Certificate of Official Approval of Import.*

I hereby certify that the Ministry of \_\_\_\_\_ being the Ministry charged with the administration of the law relating to the dangerous drugs to which the International Opium Convention of ( ) applies, has approved the importation by

(a) Name, address and business of importer

(a) .

(b) Exact description and amount of drug to be imported

of (b) . . .

(c) Name and address of firm in exporting country from which the drug is to be obtained

from (c) .

(d) State any special conditions to be observed, e.g. not to be imported through the post.

subject to the following conditions

(d)

and is satisfied that the consignment proposed to be imported is required

- (1) For legitimate purposes (in the case of raw opium and the coca leaf)<sup>1</sup> ;
- (2) Solely for medicinal or scientific purposes (in the case of drugs to which Chapter III of the Convention applies and Indian hemp).

Signed on behalf of the Ministry of.

(Signature).

(Official Ran

(Date) .... .

<sup>1</sup> Where the use of prepared opium has not yet been suppressed and it is desired to import raw opium for the manufacture of prepared opium, the certificate should be to the effect that the raw opium to be imported is required for the purpose of manufacturing prepared opium for use under Government restrictions pending complete suppression, and that it will not be re-exported.

**SOCIÉTÉ DES NATIONS**

**Deuxième Conférence de l'Opium**

---

**PROTOCOLE**

Les soussignés, représentants de certains des Etats signataires de la Convention relative aux stupéfiants, signée à la date d'aujourd'hui, et dûment autorisés à cet effet ;

Prenant acte du Protocole signé le onze février mil neuf cent vingt-cinq par les représentants des Etats signataires de l'Accord signé le même jour relativement à l'usage de l'opium préparé.

Convient des dispositions suivantes .

**I.**

Les Etats signataires du présent Protocole, reconnaissant qu'ils ont le devoir, aux termes du chapitre I de la Convention de La Haye, d'exercer sur la production, la distribution et l'exportation de l'opium brut, un contrôle suffisant pour arrêter le trafic illicite, s'engagent à prendre les mesures nécessaires pour empêcher complètement, dans un délai de cinq ans à dater de ce jour, que la contrebande de l'opium ne constitue un obstacle sérieux à la suppression effective de l'usage de l'opium préparé dans les territoires où cet usage est temporairement autorisé.

**II.**

La question de savoir si l'engagement mentionné à l'article I a été complètement exécuté sera décidée, à la fin de ladite période de cinq ans, par une Commission qui sera constituée par le Conseil de la Société des Nations.

**III.**

Le présent Protocole entrera en vigueur, pour chacun des Etats signataires, en même temps que la Convention relative aux stupéfiants, signée à la date d'aujourd'hui. Les articles 33 et 35 de la Convention sont applicables au présent Protocole.

LEAGUE OF NATIONS

**Second Opium Conference**

---

**PROTOCOL**

The undersigned, representatives of certain States signatory to the Convention relating to Dangerous Drugs signed this day, duly authorised to that effect ; \_

Taking note of the Protocol signed the eleventh day of February one thousand nine hundred and twenty-five by the representatives of the States signatory to the Agreement signed on the same day relating to the Use of Prepared Opium .

Hereby agree as follows :

I

The States signatory to the present Protocol, recognising that under Chapter I of the Hague Convention the duty rests upon them of establishing such a control over the production, distribution and exportation of raw opium as would prevent the illicit traffic, agree to take such measures as may be required to prevent completely, within five years from the present date, the smuggling of opium from constituting a serious obstacle to the effective suppression of the use of prepared opium in those territories where such use is temporarily authorised.

II.

The question whether the undertaking referred to in Article I has been completely executed shall be decided, at the end of the said period of five years, by a Commission to be appointed by the Council of the League of Nations.

III.

The present Protocol shall come into force for each of the signatory States at the same time as the Convention relating to Dangerous Drugs signed this day. Articles 33 and 35 of the Convention are applicable to the present Protocol

En foi de quoi le présent Protocole a été dressé à Genève le dix-neuf février 1925 en un seul exemplaire qui sera déposé dans les archives du Secrétariat de la Société des Nations et dont copie certifiée conforme sera remise à tous les États représentés à la Conférence et à tout Membre de la Société des Nations

In faith whereof the present Protocol was drawn up at Geneva the nineteenth day of February 1925, in a single copy, which will remain deposited in the archives of the Secretariat of the League of Nations; certified copies will be transmitted to all States represented at the Conference and to all Members of the League of Nations.

ALBANIE	B. BLINISHTI	ALBANIA
ALLEMAGNE	H. von ECKARDT.	GERMANY
EMPIRE BRITANNIQUE	Malcolm DELEIVINGNE	BRITISH EMPIRE
AUSTRALIE	M L SHEPHERD	AUSTRALIA
GRÈCE	<i>Ad referendum</i> Vassili DENDRAMIS	GREECE
JAPON	S. KAKU. Y SUGIMURA.	JAPAN
LUXEMBOURG	Ch G VERMAIRE	LUXEMBURG
PAYS-BAS	J. B M COEBERGH. A. D. A de KAT ANGELINO	NETHERLANDS
PERSE	Prince ARFA-ED-DOVLEH MIRZA RIZA KHAN	PERSIA
PORTUGAL	A. M. Bartholomeu FERREIRA R J RODRIGUES	PORTUGAL
SIAM	DAMRAS	SIAM



**ACTE FINAL**



**FINAL ACT**

SOCIÉTÉ DES NATIONS

**Deuxième Conférence de l'Opium**

**ACTE FINAL**

La seconde Conférence internationale de l'opium, convoquée en exécution de la résolution de l'Assemblée de la Société des Nations, en date du 27 septembre 1923, s'est réunie le 17 novembre 1924 au Palais des Nations, à Genève.

La résolution de l'Assemblée était conçue dans les termes suivants

« L'Assemblée, ayant constaté avec satisfaction que, conformément à l'espoir exprimé par la quatrième résolution adoptée par l'Assemblée de 1922, la Commission consultative a fait connaître que les renseignements actuellement disponibles permettent aux gouvernements intéressés d'examiner, en vue de la conclusion d'un accord, la question de la limitation des quantités de morphine, d'héroïne ou de cocaïne et de leurs sels respectifs qui pourront être manufacturées, de la limitation des quantités d'opium brut et de feuilles de coca qui pourront être importées, tant à cet effet que pour d'autres besoins médicaux et scientifiques; et enfin, de la limitation de la production d'opium brut et de feuilles de coca, destinée à l'exportation, aux quantités nécessaires pour les besoins médicaux et scientifiques dont il s'agit, prie le Conseil — afin de donner leur effet aux principes formulés par les délégués des États-Unis d'Amérique et de suivre la ligne de conduite adoptée par la Société des Nations sur la recommandation de la Commission consultative — d'inviter les gouvernements intéressés à envoyer des représentants munis de pleins pouvoirs à une Conférence qui sera tenue à cet effet, si possible immédiatement après la Conférence mentionnée dans la résolution V.

« L'Assemblée prie également le Conseil d'examiner s'il ne serait pas opportun d'étendre l'invitation à cette Conférence à tous les pays qui sont membres de la Société ou parties à la Convention de 1912, en vue d'obtenir leur adhésion aux principes dont pourraient s'inspirer tous les accords à conclure éventuellement ».

Le Conseil de la Société des Nations a nommé aux fonctions de président de la Conférence.

Son Excellence M. Herluf ZAHLE, envoyé extraordinaire et ministre plénipotentiaire de Danemark à Berlin.

Le Secrétaire général de la Société des Nations a nommé aux fonctions de secrétaire générale de la Conférence.

Dame Rachel CROWDY

Les États suivants ont pris part à la Conférence et ont, à cet effet, désigné des délégations composées des membres indiqués ci-dessous.

**ALBANIE**

*Délégué :*

M. Benoît BLINISHTI.

Consul général en Suisse. Directeur du secrétariat permanent auprès de la Société des Nations.

**ALLEMAGNE**

*Délégués :*

Son Excellence M. H. VON ECKARDT.

Envoyé extraordinaire et ministre plénipotentiaire.

M. G. ASCHMANN

Consul général à Genève.

Le docteur ANSELMINO.

Conseiller supérieur de régence à l'Office d'hygiène du Reich.

## LEAGUE OF NATIONS

### Second Opium Conference

## FINAL ACT

The Second International Opium Conference, convoked in accordance with the resolution of the Assembly of the League of Nations dated September 27th, 1923, met on November 17th, 1924, at the Palais des Nations, Geneva.

The resolution of the Assembly was in the following terms .

"The Assembly, having noted with satisfaction that, in accordance with the hope expressed in the fourth resolution adopted by the Assembly in 1922, the Advisory Committee has reported that the information now available makes it possible for the Governments concerned to examine, with a view to the conclusion of an agreement, the question of the limitation of the amounts of morphine, heroin or cocaine and their respective salts to be manufactured, of the limitation of the amounts of raw opium and the coca leaf to be imported for that purpose and for other medicinal and scientific purposes; and of the limitation of the production of raw opium and the coca leaf for export to the amount required for such medicinal and scientific purposes, requests the Council — as a means of giving effect to the principles submitted by the representatives of the United States of America, and to the policy which the League, on the recommendation of the Advisory Committee, has adopted — to invite the Governments concerned to send representatives with plenipotentiary powers to a conference for this purpose, to be held, if possible, immediately after the conference mentioned in Resolution V.

"The Assembly also suggests, for the consideration of the Council, the advisability of enlarging this conference so as to include all countries which are Members of the League or Parties to the Convention of 1912, with a view to securing their adhesion to the principles that may be embodied in any agreement reached."

The Council of the League nominated as President of the Conference .

His Excellency M. Herluf ZAHLE, Envoy Extraordinary and Minister Plenipotentiary of Denmark to Berlin.

The Secretary-General of the League of Nations nominated as Secretary-General of the Conference

Dame Rachel CROWDY.

The following States participated in the Conference, and for this purpose appointed the delegations, whose members are set out below .

#### ALBANIA.

##### *Delegate* .

M. Benoit BLINISHTI.

Consul General in Switzerland; Director of the Permanent Secretariat accredited to the League of Nations

##### *Delegates* .

His Excellency M. H. von ECKARDT.

Envoy Extraordinary and Minister Plenipotentiary.

M. G. ASCHMANN

Consul-General at Geneva

Doctor ANSELMINO

Senior Government Counsellor at the Health Department of the Reich.

ETATS-UNIS D'AMERIQUE

*Délégués :*

L'honorable Stephen G. PORTER  
Président de la Commission des Affaires étrangères de la Chambre des représentants.  
Le très Révérend Charles H BRENT, Evêque

*Délégués suppléants :*

M. Rupert BLUE.  
Chirurgien-général adjoint.

Mrs. Hamilton WRIGHT.  
Mr. Edwin L. NEVILLE

AUSTRALIE

*Délégué :*

Mr. M. L. SHEPHERD, I.S.O.  
Secrétaire officiel du Commonwealth d'Australie en Grande-Bretagne.

BELGIQUE

*Délégués*

Son Excellence M. Fernand PELTZÉR.  
Envoyé extraordinaire et Ministre plénipotentiaire en Suisse.  
Dr F. De MYTTENAERE.  
Inspecteur principal des pharmacies.

BOLIVIE

*Délégué :*

Le Docteur Arturo PINTO-ESCALIER.  
Premier secrétaire de la légation de Bolivie en France

BRESIL

*Délégués*

Le docteur Humberto GOTTUZO  
Médecin en chef de l'assistance aux aliénés à Rio-de-Janeiro.  
Le docteur Pedro PERNAMBUCO.  
Professeur agrégé à la Faculté de médecine de l'Université de Rio-de-Janeiro.

EMPIRE BRITANNIQUE

*Délégués :*

Le très hon Vicomte CECIL OF CHELWOOD, K C.  
Sir Malcolm DELEIVINGNE, K.C.B  
Sous-Secrétaire d'Etat adjoint

*Experts :*

M G D KIRWAN  
Du Ministère de l'Intérieur.  
M. M D PERRINS.  
Du Ministère de l'Intérieur  
M H W. MALKIN, C B  
Conseiller juridique adjoint au « Foreign Office »

BULGARIE

*Délégué :*

M. Dimitri MIKOFF.  
Chargé d'affaires en Suisse.

ALLIÉ  
CANADA

*Délégués*

L'honorable Henri S BELAND, B.A., M.D.  
Membre du Conseil privé du Roi, Ministre d'Hygiène, Ministre de la Démobilisation.  
Le Docteur J. A AMYOT  
Vice-Ministre d'Hygiène  
M. le docteur W. A. RIDDELL, Ph.D.  
« Advisory officer » du Canada auprès de l'Organisation des Nations.

UNITED STATES OF AMERICA

*Delegates*

The Honourable Stephen G PORTER

Chairman of the Committee on Foreign Affairs, House of Representatives

The Right Reverend Charles H BRENT, Bishop.

*Substitute Delegates*

Mr Rupert BLUE

Assistant Surgeon-General.

Mrs. Hamilton WRIGHT

Mr Edwin L NEVILLE

AUSTRALIA.

*Delegate*

Mr M L. SHEPHERD, I.S.O

Official Secretary for the Commonwealth of Australia in Great Britain

BELGIUM.

*Delegates .*

His Excellency M Fernand PELTZER

Envoy Extraordinary and Minister Plenipotentiary in Switzerland

Doctor F De MYTTENAERE

Chief Inspector of Pharmacies.

BOLIVIA.

*Delegate*

Doctor Arturo PINTO-ESCALIER.

First Secretary of the Bolivian Legation in France.

BRAZIL

*Delegates*

Doctor Humberto GOTTUZO

Medical Director of the Rio de Janeiro Mental Hospital

Doctor Pedro PERNAMBUCO

Professor in the Faculty of Medicine at the University of Rio de Janeiro.

BRITISH EMPIRE.

*Delegates*

The Rt. Hon Viscount CECIL OF CHELWOOD, K C

Sir Malcolm DELEVINGNE, K.C.B

Assistant Under-Secretary of State

*Experts*

Mr. G. D. KIRWAN

Home Office.

Mr. M. D PERRINS.

Home Office

Mr H W. MALKIN, C B

Assistant Legal Adviser to the Foreign Office

BULGARIA.

*Delegate .*

M. Dimitri MIKOFF

Chargé d'Affaires in Switzerland.

CANADA

*Delegates*

The Honourable Henri S BELAND, B A , M D.

Member of the King's Privy Council, Minister of Health, Minister of Soldier Civil Re-establishment.

Doctor J. A AMYOT

Deputy Minister of Health.

Doctor W A RIDDELL, Ph D.

Advisory Officer of the Dominion of Canada for the League of Nations.

## CHILI

*Délégué :*

M. le docteur Eugène SUAREZ-HERREROS.

## CHINE

*Délégués :*

Son Excellence M. Sao-Ke Alfred SZE.

Ambassadeur extraordinaire et Ministre plénipotentiaire à Washington

Son Excellence M. Wang Kouang KY.

Envoyé extraordinaire et Ministre plénipotentiaire à La Haye.

Son Excellence M. Chao-Hsin CHU

Ministre plénipotentiaire Chargé d'affaires. à Londres.

*Conseiller et expert :*

Le professeur Dr W. W. WILLOUGHBY.

Professeur de sciences politiques à l'Université Johns Hopkins.

*Experts :*

Le docteur Venfour TCHOU

Secrétaire à la légation de Chine à Washington.

Mr. Tchou CHE-TSIEN

Secrétaire à la légation de Chine à Paris.

Mr. William HSIEH.

Secrétaire à la légation de Chine à La Haye.

Le docteur Telly KOO.

Secrétaire au Ministère des Affaires étrangères.

## CUBA

*Délégué :*

Son Excellence M. le docteur Aristides de AGUERO Y BETHANCOURT.

Envoyé extraordinaire et Ministre plénipotentiaire à Berlin et à Vienne.

## DANEMARK

*Délégué*

Son Excellence M. Andreas OLDENBURG.

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse. Représentant du Gouvernement royal auprès de la Société des Nations.

## VILLE LIBRE DE DANTZIG <sup>1</sup>

*Délégué :*

Le docteur W. CHODZKO.

Ancien ministre de l'Hygiène publique. Délégué du Gouvernement polonais à l'Office international d'hygiène.

*Conseiller technique :*

Docteur Karl STADE.

Conseiller d'Etat. Chef de l'Administration sanitaire à Dantzig.

## REPUBLIQUE DOMINICAINE

*Délégué :*

Le docteur L. M. BETANCES.

Docteur en médecine et en science. Biologiste au Laboratoire d'embryogénie au Collège de France.

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<sup>1</sup> La délégation de la Ville libre s'est retirée avant la clôture de la Conférence.

CHILE

*Delegate .*

Doctor Eugène SUAREZ-HERREROS

CHINA.

*Delegates*

His Excellency M Sao-Ke Alfred SZE

Ambassador Extraordinary and Minister Plenipotentiary at Washington

His Excellency M Wang Kouang KY

Envoy Extraordinary and Minister Plenipotentiary at The Hague

His Excellency M Chao-Hsin CHU

Minister Plenipotentiary, Chargé d'Affaires in London

*Counsellor and Expert*

Professor Dr. W W WILLOUGHBY

Professor of Political Science at the Johns Hopkins University

*Experts*

Doctor Venfour TCHOU

Secretary of the Chinese Legation at Washington.

M. Tchou CHE-TSIEN.

Secretary of the Chinese Legation in Paris

M. William HSIEN

Secretary of the Chinese Legation at The Hague.

Doctor Telly Koo.

Secretary at the Ministry for Foreign Affairs

CUBA

*Delegate .*

His Excellency Doctor Aristides de AGUERO Y BETHANCOURT

Envoy Extraordinary and Minister Plenipotentiary at Berlin and Vienna.

DENMARK.

*Delegate*

His Excellency M. Andreas OLDENBURG

Envoy Extraordinary and Minister Plenipotentiary in Switzerland; Representative of the Royal Government accredited to the League of Nations.

FREE CITY OF DANZIG.<sup>1</sup>

*Delegate*

Doctor W CHODZKO

Former Minister of Health; Delegate of the Polish Government to the Office international d'Hygiène

*Expert*

Doctor Karl STADE

Councillor of State; Head of the Health Administration at Danzig

DOMINICAN REPUBLIC

*Delegate .*

Doctor L. M. BETANCES.

Doctor of Medicine and Science; Biologist at the Embryology Laboratory of the Collège de France.

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<sup>1</sup> The Delegation of the Free City withdrew before the end of the Conference

EGYPTE

*Délégué .*

Le Docteur Mohamed Abdel Salam EL GUINDY.

Secrétaire de la légation royale d'Égypte à Paris et à Bruxelles. Délégué du Gouvernement égyptien à l'Office international d'hygiène.

*Délégués suppléants :*

Le docteur A. H. MAHFOUZ Bey.

Directeur adjoint des hôpitaux généraux du Gouvernement, Département de l'Hygiène publique, Le Caire.

Mohamed KAMEL Bey.

Sous-directeur au Ministère de l'Agriculture.

ESPAGNE

*Délégués :*

Son Excellence M Emilio de PALACIOS.

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse

Le docteur FRANCISCO BUSTAMANTE ROMERO.

Chef des services pharmaceutiques du Ministère de l'Intérieur.

Le docteur ANTONIO PAGADOR Y GOMEZ DE LEÓN.

Docteur en médecine, Barcelone.

*Délégué suppléant*

M. Juan de ARENZANA

Consul à Genève

FINLANDE

*Délégué .*

M Urho TOIVOLA.

Secrétaire de légation. Directeur du secrétariat finlandais auprès de la Société des Nations.

FRANCE

*Délégué .*

Son Excellence M DALADIER.

Ministre des Colonies

Son Excellence M CLINCHANT

Ministre plénipotentiaire. Sous-directeur de l'Asie au Ministère des Affaires étrangères.

*Délégués suppléants .*

M DUCHÈNE

Directeur des affaires politiques au Ministère des Colonies.

M KIRCHER

Directeur des douanes et régie d'Indo-Chine

M PERROT.

Inspecteur des pharmacies. Professeur et vice-doyen de la Faculté de pharmacie de Paris

M BOURGOIS

Consul

*Experts*

M CHÉRON

Administrateur des colonies

GRÈCE

*Délégué*

M Vassili DENDRAMIS.

Chargé d'affaires à Berne

*Expert*

Le professeur Em. J EMMANUEL.

Professeur de chimie pharmaceutique à l'Université d'Athènes Membre du Conseil supérieur d'hygiène publique de Grèce

HONGRIE

*Délégué .*

M. Zoltan BARANYAI.

Directeur du secrétariat royal hongrois auprès de la Société des Nations.



EGYPT

*Delegate*

Doctor Mohamed Abdel Salam El GUINDY

Secretary of the Royal Egyptian Legation at Paris and Brussels, Delegate of the Egyptian Government at the "Office international d'Hygiène"

*Substitute Delegates :*

Doctor A. H. MAHFOUZ Bey

Assistant Director of the Government General Hospitals, Public Health Department, Cairo.

Mohamed KAMEL Bey

Assistant Director of the Ministry of Agriculture

SPAIN

*Delegates*

His Excellency M. Emilio de PALACIOS

Envoy Extraordinary and Minister Plenipotentiary in Switzerland

Doctor Francisco BUSTAMANTE ROMERO

Head of the Pharmaceutical Service of the Ministry for the Interior

Doctor Antonio PAGADOR y GOMEZ DE LEÓN

Doctor of Medicine at Barcelona

*Substitute Delegate*

M. Juan de ARENZANA.

Consul at Geneva

FINLAND

*Delegate*

M. Urho TOIVOLA

Secretary of Legation, Director of the Finnish Secretariat accredited to the League of Nations

FRANCE

*Delegate :*

His Excellency M. DALADIER

Minister of the Colonies

His Excellency M. CLINCHANT

Minister Plenipotentiary, Assistant Director for Asia at the Ministry for Foreign Affairs

*Assistant Delegates*

M. DUCHÊNE

Director of Political Affairs at the Ministry for the Colonies

M. KIRCHER.

Director of Customs and Excise in Indo-China

M. PERROT.

Inspector of Pharmacies; Professor and Vice-Doyen of the Pharmacy Faculty of Paris

M. BOURGOIS

Consul

*Expert*

M. CHÉRON.

Colonial Administrator

GREECE

*Delegate*

M. Vassili DENDRAMIS

Chargé d'Affaires at Berne

*Expert*

Professor Em. J. EMMANUEL.

Professor of Pharmaceutical Chemistry at the University of Athens, Member of the Supreme Council of Public Health, Greece

HUNGARY

*Delegate*

M. Zoltán BARANYAI

Director of the Royal Hungarian Secretariat accredited to the League of Nations.

INDE

*Délégués :*

M. J. CAMPBELL, C S I , O B E , I C S (en retraite)

M. H. CLAYTON, C I E , I C S.

M J C. WALTON.

*Expert :*

M G. A. Levett YEATS, C I E , I. S. O., V D

ETAT LIBRE D'IRLANDE

*Délégué*

M Michael MACWHITE.

Représentant de l'Etat libre d'Irlande auprès de la Société des Nations

ITALIE

*Délégués :*

Son Excellence M Alfredo FALCONI

Ancien ministre de la Justice.

Le professeur Comm Pietro SPICA

Directeur de l'Institut de chimie pharmaceutique de l'Université de Padoue.

Le docteur Comm Guido FABRIS.

Sous-directeur des douanes et de l'administration des Contributions indirectes.

JAPON

*Délégués :*

M Sagataro KAKU

Ancien gouverneur civil du Gouvernement général de Taïwan.

M Yotaro SUGIMURA

Conseiller d'ambassade Chef-adjoint du Bureau impérial du Japon à la Société des Nations

*Conseillers techniques :*

Le Docteur Mikinosuke MIYAJIMA

Le docteur Mitsuzo TSURUMI

LUXEMBOURG

*Délégué*

M Charles VERMAIRE

Consul à Genève.

NICARAGUA

*Délégué*

Le docteur A. SOTTILE

Consul à Genève.

PAYS-BAS

*Délégués :*

Son Excellence le Jonkheer J LOUDON.

Docteur en sciences politiques. Envoyé extraordinaire et Ministre plénipotentiaire en France

M W G. van WETTUM.

Président de la Commission consultative de l'opium et autres drogues nuisibles de la Société des Nations

D<sup>r</sup> J B M COEBERGH

Inspecteur principal du service de la Santé publique.

M A D A. de Kat ANGELINO

Secrétaire pour les Affaires chinoises au Gouvernement des Indes néerlandaises.

*Conseiller technique :*

M H van Ebbenhorst TENGBERGEN

PERSE

*Délégué*

Son Altesse le prince Mirza Riza Khan ARFA-ED-DOVLEH

Ambassadeur. Ancien ministre de la Justice.

INDIA

*Delegates*

Mr J. CAMPBELL, CSI, O.B.E., I.C.S. (retired)  
Mr H. CLAYTON, C.I.E., I.C.S.  
Mr. J. C. WALTON

*Expert*

Mr G. A. Levett YEATS, C.I.E., I.S.O., V.D.

IRISH FREE STATE

*Delegate*

Mr. Michael MACWHITE  
Representative of the Irish Free State accredited to the League of Nations

ITALY.

*Delegates*

His Excellency M. Alfredo FALCIONI  
Former Minister for Justice  
Professor Comm. Pietro SPICA.  
Director of the Institute of Pharmaceutical Chemistry at the University of Padua  
Doctor Comm Guido FABRIS.  
Vice-Director of Customs and Indirect Taxation

JAPAN.

*Delegates*

M. Sagataro KAKU  
Former Civil Governor of the Government-General of Taiwan  
M. Yotaro SUGIMURA  
Counsellor of Embassy, Assistant Head of the Imperial Japanese Bureau to the League of Nations

*Experts*

Doctor Mikinosuke MIYAJIMA  
Doctor Mitsuzo TSURUMI.

LUXEMBURG.

*Delegate*

M Charles VERMAIRE  
Consul at Geneva

NICARAGUA.

*Delegate*

Doctor SOTTILE  
Consul at Geneva

NETHERLANDS

*Delegates*

His Excellency le Jonkheer J LOUDON  
Doctor of Political Science, Envoy Extraordinary and Minister Plenipotentiary in France.  
M W G van WETTUM  
Chairman of the Advisory Committee of the League of Nations on the Traffic in Opium and Other Dangerous Drugs  
Dr J. B. M. COEBERGH  
Chief Inspector, Public Health Service  
M. A. D. A. de Kat ANGELINO  
Secretary for Chinese Affairs to the Government of the Dutch Indies

*Expert*

M. H. van Ebbenhorst TENGBERGEN

PERSIA

*Delegate*

His Highness Prince Mirza Riza Khan ARFA-ED-DOWLER  
Ambassador; Former Minister for Justice

POLOGNE

*Délégué*

Le docteur W CHODZKO.

Ancien ministre de l'Hygiène publique Délégué du Gouvernement polonais à l'Office international d'hygiène.

PORTUGAL

*Délégués :*

Son Excellence M Bartholomeu FERREIRA

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse.

Son Excellence le docteur Rodrigo RODRIGUES.

Gouverneur de Macao

- ROUMANIE

*Délégué*

Son Excellence M. N. P. COMNENE

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse.

*Délégués suppléants*

M. E. TIMCIUC.

Consul général.

M D MORIAUD

Vice-consul à Genève.

ROYAUME DES SERBES, CROATES ET SLOVÈNES

*Délégués .*

Son Excellence M. M JOVANOVITCH.

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse

M. Mihvoyo PILYA.

Inspecteur au Ministère du Commerce.

*Expert .*

M Dragan MILITCHEVITCH.

Secrétaire de la confédération des corporations industrielles du Royaume des Serbes, Croates et Slovènes.

SIAM

*Délégués .*

Son Altesse le Prince CHAROON.

Envoyé extraordinaire et Ministre plénipotentiaire en France

Son Altesse Sérénissime le prince DAMRAS.

Chargé d'affaires à La Haye.

SUÈDE

*Délégué .*

Le docteur Erik Rudolf SJØSTRAND.

Conseiller pour les Affaires sociales, en résidence à Genève

SUISSE

*Délégués*

M DINICHERT.

Ministre plénipotentiaire Chef de la division des Affaires étrangères du Département politique fédéral

Le docteur CARRIÈRE

Chef du Service fédéral de l'Hygiène publique.

M. PÉQUIGNOT

Adjoint au chef de la division du commerce du Département fédéral de l'Economie publique

M. HULFTEGGER.

Premier secrétaire du directoire de l'Union suisse du commerce et de l'industrie

*Conseiller technique .*

M. SECRETAN.

Secrétaire à la division des Affaires étrangères au Département politique fédéral.

POLAND

*Delegate*

Doctor W CHODZKO

Former Minister of Health, Delegate of the Polish Government to the Office international d'Hygiène.

PORTUGAL

*Delegates*

His Excellency M Bartholomeu FERREIRA

Envoy Extraordinary and Minister Plenipotentiary in Switzerland

His Excellency Doctor Rodrigo RODRIGUES

Governor of Macao

ROUMANIA

*Delegate*

His Excellency M N. P COMNENE

Envoy Extraordinary and Minister Plenipotentiary in Switzerland

*Substitute Delegates*

M. E. TIMCIUC.

Consul-General.

M. D. MORIAUD.

Vice-Consul at Geneva

KINGDOM OF THE SERBS, CROATS AND SLOVENES.

*Delegates*

His Excellency M. M JOVANOVITCH

Envoy Extraordinary and Minister Plenipotentiary in Switzerland

M Mihvoyo PILYA

Inspector at the Board of Trade

*Expert*

M Dragan MILITCHEVITCH.

Secretary to the Confederation of Industrial Corporations of the Kingdom of the Serbs, Croats and Slovènes

SIAM

*Delegates*

His Highness Prince CHAROON

Envoy Extraordinary and Minister Plenipotentiary in France

His Serene Highness Prince DAMRAS

Chargé d'Affaires at The Hague

SWEDEN

*Delegate*

Doctor Erik Rudolf SJOSTRAND

Adviser for Social Questions, in residence at Geneva

SWITZERLAND

*Delegates*

M. DINICHERT.

Minister Plenipotentiary, Head of the Foreign Affairs Division of the Federal Political Department

Doctor CARRIÈRE

Head of the Federal Public Health Service

M. PÉQUIGNOT

Assistant Head to the Commercial Division of the Department for Public Economy

M HULFTEGGER

First Secretary at the Directorate of the Swiss Union of Commerce and Industry

*Expert*

M. SECRETAN

Secretary at the Foreign Affairs Department of the Federal Political Department.

TCHÉCOSLOVAQUIE

*Délégué*

Son Excellence M. F. VEVERKA

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse Délégué permanent  
auprès de la Société des Nations

*Délégué suppléant*

M Jean REISSER

Premier secrétaire de légation

TURQUIE

*Délégués*

Mehmed SUREYA Bey.

Sous-Secrétaire d'Etat au Ministère de l'Agriculture

Professeur NOURIDDIN Bey.

Professeur de chimie agricole à l'école supérieure d'agriculture de Constantinople.

URUGUAY

*Délégué*

Son Excellence M. Enrique BUERO.

Envoyé extraordinaire et Ministre plénipotentiaire en Suisse

VENEZUELA

*Délégué*

Le docteur FRANCISCO J DUARTE

Consul à Genève

La Conférence a tenu ses séances entre le 17 novembre 1924 et le 19 février 1925.

La Conférence a adopté la Convention relative aux stupéfiants en date de ce jour.

La Conférence a également adopté le Protocole en date de ce jour

La Conférence a adopté, en outre, les résolutions suivantes

I.

La Conférence reconnaît que, pour permettre à la Convention relative aux stupéfiants, signée ce jour, de produire son plein et entier effet, il est essentiel qu'elle reçoive une application aussi étendue que possible dans les colonies, possessions, protectorats et territoires dont il est fait mention à l'article 39 de la Convention. En conséquence, la Conférence exprime le ferme espoir que les gouvernements intéressés prendront, dans le délai le plus rapproché, les dispositions nécessaires à cet effet et que le nombre desdits colonies, possessions, protectorats et territoires, soustraits à l'action de la Convention, pourra être réduit au minimum

II.

La Conférence recommande que chaque gouvernement envisage la possibilité d'interdire le transport, par des navires portant son pavillon, de tout envoi de l'une des substances visées par la Convention

1. A moins qu'une autorisation d'exportation n'ait été délivrée pour cet envoi, conformément aux dispositions de la Convention, et que l'envoi ne soit accompagné d'une copie officielle de cette autorisation ou de tout certificat de déroutement qui pourra être délivré,

2. A toute destination autre que celle indiquée dans l'autorisation d'exportation ou le certificat de déroutement.

CZECHOSLOVAKIA

*Delegate*

HIS Excellency M F VEVERKA

Envoy Extraordinary and Minister Plenipotentiary in Switzerland, Permanent Delegate accredited to the League of Nations.

*Substitute Delegate*

M Jean REISSER

First Secretary of Legation

TURKEY

*Delegates*

Mehmed SUREYA Bey

Under-Secretary of State at the Ministry of Agriculture

Professor NOURIDDIN Bey

Professor of Agricultural Chemistry at the School of Agriculture of Constantinople

URUGUAY

*Delegate*

HIS Excellency M Enrique BUERO

Envoy Extraordinary and Minister Plenipotentiary in Switzerland

VENEZUELA

*Delegate*

Doctor FRANCISCO J. DUARTE

Consul at Geneva

The Conference held meetings between November 17th, 1924, and February 19th, 1925

The Conference adopted the Convention relating to Dangerous Drugs which bears to-day's date.

The Conference also adopted the Protocol bearing to-day's date

The Conference also adopted the following resolutions

I.

The Conference recognises that, to enable the Convention relating to Dangerous Drugs, signed this day to produce its full effect, it is essential that it should be applied as widely as possible in the colonies, possessions, protectorates and territories mentioned in Article 39 of the Convention. The Conference accordingly expresses the earnest hope that the Governments concerned will take the necessary steps to that end with as little delay as possible, and that the number of such colonies, possessions, protectorates or territories excluded from the operation of the Convention may be reduced to a minimum

II

The Conference recommends that each Government should consider the possibility of forbidding the conveyance in any ship sailing under its flag of any consignment of the substances covered by the Convention .

(1) Unless an export authorisation has been issued in respect of such consignment in accordance with the provisions of the Convention, and the consignment is accompanied by an official copy of such authorisation, or of any diversion certificate which may be issued ;

(2) To any destination other than the destination mentioned in the export authorisation or diversion certificate

III.

La Conférence recommande à tous les Etats de coopérer aussi étroitement que possible en vue de la suppression du trafic illicite et de donner aux autorités compétentes, chargées de l'application des lois sur la répression du trafic, l'autorisation d'entrer en communication directe avec les autorités compétentes des autres pays

IV

La Conférence signale l'intérêt qu'il y aurait, dans certains cas, à exiger, des négociants qui auront reçu du gouvernement une licence en vue de faire le commerce des substances visées par la Convention, de fournir une caution adéquate en espèces ou garantie de banque suffisante pour servir de garantie efficace contre toute opération de trafic illicite de leur part

V.

La Conférence prie le Conseil de la Société des Nations d'examiner la suggestion qui a été présentée au cours des débats, notamment par la délégation de Perse, et tendant à la nomination d'une Commission qui serait chargée de visiter, s'ils le désirent, certains pays producteurs d'opium, en vue de procéder, en collaboration avec eux, à une étude attentive des difficultés qu'entraîne la limitation de la production de l'opium dans ces pays, et de donner son avis sur les mesures qui pourraient être prises pour permettre de la limiter aux quantités nécessaires pour les besoins médicaux et scientifiques

VI

La Conférence prie le Conseil de la Société des Nations d'inviter le Comité d'hygiène à examiner dès à présent s'il y aurait lieu de consulter l'Office international d'hygiène publique au sujet des produits visés par les articles 8 et 10 afin que, s'il en est ainsi, une première décision quant aux préparations ne pouvant donner lieu à la toxicomanie et une première recommandation quant à tout autre stupéfiant susceptible d'être soumis aux dispositions de la Convention, puissent être notifiées aussitôt que ladite Convention entrera en vigueur.

VII.

La Conférence prie le Conseil de la Société des Nations de bien vouloir décider de faire rentrer dans les dépenses du Secrétariat celles du Comité et de ses services administratifs  
Il est bien entendu que les Parties contractantes qui ne sont pas membres de la Société participeront dans ces dépenses sur une échelle fixée d'accord avec le Conseil.

Au moment de signer le présent Acte, le délégué de la Perse a fait la déclaration suivante :

« Le délégué de la Perse, agissant conformément aux instructions de son Gouvernement, déclare signer la Convention *ad referendum* et sous réserve de la satisfaction qui sera donnée par la Société des Nations à la demande de la Perse exposée dans son mémorandum »

Au moment de signer le présent Acte, le délégué de Siam a fait la déclaration suivante :

« En signant la Convention et le présent Acte final, la délégation siamoise déclare que, n'ayant pas d'instructions au sujet du chanvre indien, qui ne figurait pas primitivement à l'ordre du jour de la Conférence, la délégation siamoise est tenue de formuler une réserve au chapitre III en ce qui concerne les préparations galéniques du chanvre indien et aux chapitres IV et V uniquement en ce qui concerne le chanvre indien. »



III.

The Conference recommends that all States should co-operate as closely as possible with one another in the suppression of the illicit traffic, and that they should authorise the competent authorities charged with the administration of the law on the subject to communicate directly with the corresponding authorities in other countries

IV

The Conference draws attention to the advisability in certain cases of requiring dealers who are licensed by the Government to trade in the substances covered by the Convention to deposit or give sureties for a sum of money sufficient to serve as an effective guarantee against their engaging in the illicit traffic

V.

The Conference asks the Council of the League of Nations to examine the suggestion which has been made in the course of its proceedings, in particular by the Persian delegation, that a commission should be appointed to visit certain opium-producing countries, should those countries so desire, for the purpose of making a careful study (in collaboration with the Governments of those countries) of the difficulties connected with the limitation of the production of opium in those countries and advising as to the measures which could be taken to make it possible to limit the production of opium in those countries to the quantities required for medical and scientific purposes

VI

The Conference asks the Council of the League of Nations to invite the Health Committee to consider immediately whether it would be expedient to consult the International Health Office regarding the products mentioned in Articles 8 and 10, in order that, if so, a decision concerning preparations which cannot give rise to the drug habit and a recommendation concerning all other drugs which might come under the provisions of the Convention may be notified immediately upon the entry into force of the said Convention.

VII

The Conference requests the Council of the League of Nations to decide to include in the expenses of the Secretariat the expenses of the Central Board and its administrative services

It is understood that those Contracting Parties which are not Members of the League will bear their share of the expenses in accordance with a scale to be drawn up by agreement with the Council

At the moment of signing the present Act, the delegate of Persia made the following declaration :

“ The Persian Delegate, acting on instructions from his Government, declares that he signs the Convention *ad referendum* and subject to the League of Nations acceding to Persia's request as set forth in its memorandum. ”

At the moment of signing the present Act, the delegate of Siam made the following declaration .

“ In signing the Convention and the present Final Act, the Siamese delegation wishes to declare that, having no instructions on the subject of Indian hemp, which was not originally on the agenda of the Conference, the Siamese delegation is obliged to make reservation of Chapter III in regard to galenical preparations of Indian hemp and of Chapters IV and V solely in regard to Indian hemp. ”

En foi de quoi, les délégués ont signé le présent Acte.

FAIT à Genève, le dix-neuf février mil neuf cent vingt-cinq, en simple expédition qui sera déposée dans les archives du Secrétariat de la Société des Nations; copie conforme en sera remise à tous les Etats représentés à la Conférence.

*Le Président :*  
*The President*

Herluf ZAHLE.

In faith whereof the delegates have signed the present Act

DONE at Geneva, the nineteenth day of February one thousand nine hundred and twenty-five, in a single copy, which shall be deposited in the archives of the Secretariat of the League of Nations and of which authenticated copies shall be delivered to all States represented at the Conference.

*La Secrétaire générale*  
*The Secretary-General*

Rachel E. CROWDY.

ALBANIE		ALBANIA
	B. BLINISHTI	
ALLEMAGNE		GERMANY
	H. von ECKARDT      Gottfried ASCHMANN	
AUSTRALIE		AUSTRALIA
	M. L. SHEPHERD	
BELGIQUE		BELGIUM
	Fernand PELTZER      D <sup>r</sup> Ferd De MYTTENAERE	
BOLIVIE		BOLIVIA
	Arturo PINTO-ESCALIER	
EMPIRE BRITANNIQUE		BRITISH EMPIRE
	Malcolm DELEVINGNE	
ESPAGNE		SPAIN
	Emilio de PALACIOS	
FRANCE		FRANCE
	G BOURGOIS      A KIRCHER	
GRÈCE		GREECE
	Vassili DENDRAMIS	
HONGRIE		HUNGARY
	de BARANYAI Zoltàn	
JAPON		JAPAN
	S KAKU      Y. SUGIMURA	
LUXEMBOURG		LUXEMBURG
	Ch G. VERMAIRE	
PAYS-BAS		NETHERLANDS
	v. WETTUM.      J. B. M. COEBERGH A. D. A. de KAT ANGELINO	
PERSE		PERSIA
	Prince ARFA-ED-DOVLEH MIRZA RIZA KHAN	
POLOGNE		POLAND
	CHODZKO	
PORTUGAL		PORTUGAL
	A. M. Bartholomeu FERREIRA R. J. RODRIGUES	
SIAM		SIAM
	DAMRAS	

[Communiqué au Conseil  
et aux Membres de la Société]

C. 82. M. 41. 1925. XI  
[C. O. P. 57 (1).]

SOCIÉTÉ DES NATIONS

GENÈVE, le 28 février 1925.

PREMIÈRE CONFÉRENCE DE L'OPIUM

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ACCORD  
PROTOCOLE  
ACTE FINAL

*signés à Genève, le 11 février 1925.*

---

LEAGUE OF NATIONS

FIRST OPIUM CONFERENCE

---

AGREEMENT  
PROTOCOL  
FINAL ACT

*signed at Geneva, February 11th, 1925.*

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## ACCORD

---

L'EMPIRE BRITANNIQUE (AVEC L'INDE), LA CHINE, LA FRANCE, LE JAPON, LES PAYS-BAS, LE PORTUGAL ET LE SIAM,

Fermement résolus à effectuer la suppression graduelle et efficace de la fabrication, du commerce intérieur et de l'usage de l'opium préparé, telle qu'elle est prévue au Chapitre II de la Convention internationale de l'Opium, du 23 janvier 1912, dans leurs possessions et territoires d'Extrême-Orient, y compris les territoires cédés à bail ou protégés, dans lesquels l'usage de l'opium préparé est encore autorisé; et

Désireux, pour des raisons d'humanité et en vue d'assurer le bien-être social et moral des peuples intéressés, de prendre toutes mesures utiles pour réaliser dans le délai le plus bref possible la suppression de l'usage de l'opium à fumer;

Ayant décidé de conclure un Accord additionnel à ladite Convention internationale;

Ont nommé à cet effet pour leurs plénipotentiaires:

*Sa Majesté le Roi du Royaume-Uni de Grande-Bretagne et d'Irlande et des territoires britanniques au delà des mers, Empereur des Indes:*

Sir Malcolm DELEWINGNE, K.C.B., Sous-Secrétaire d'Etat adjoint pour le Home Department,

*Et pour l'Inde.*

Mr. Harold CLAYTON, C.I.E. et membre du Service Civil de l'Inde,

*Le Président de la République chinoise:*

*Le Président de la République française:*

M. Ed. DALADIER, Ministre des Colonies,

*Sa Majesté l'Empereur du Japon:*

M. Sagataro KAKU, ancien Gouverneur civil du Gouvernement Général de Taïwan,  
M. Yotaro SUGIMURA, Conseiller d'Ambassade, Chef adjoint du Bureau Impérial du Japon à la Société des Nations,

*Sa Majesté la Reine des Pays-Bas:*

M. W. G. van WETTUM, ancien Chef du Département de la Régie de l'Opium aux Indes Néerlandaises,

M. de KAT ANGELINO, Secrétaire pour les affaires de Chine au Gouvernement des Indes Néerlandaises,

*Le Président de la République portugaise:*

M. A. Bartholomeu FERREIRA, Envoyé extraordinaire et Ministre plénipotentiaire de la République Portugaise près le Conseil Fédéral Suisse,

M. Rodrigo RODRIGUES, Gouverneur de la Province de Macao,

*Sa Majesté le Roi de Siam:*

S. A. S. le Prince DAMRAS, Chargé d'affaires de Siam à La Haye,

Lesquels ayant examiné la situation actuelle au point de vue de l'application du Chapitre II de ladite Convention internationale de l'Opium, dans les possessions et territoires d'Extrême-Orient sus-mentionnés; et

Prenant acte du fait que l'augmentation de la contrebande de l'opium dans la plus grande partie des territoires d'Extrême-Orient depuis la ratification de la Convention entrave, dans une mesure très sensible, la réalisation de la suppression graduelle et efficace de la fabrication, du commerce intérieur et de l'usage de l'opium préparé, telle qu'elle est prévue dans la Convention, et que cette augmentation rend même moins efficaces certaines des mesures déjà prises à cette fin; et

Tenant compte de la situation différente des divers pays;

Ayant déposé leurs pleins pouvoirs, reconnus en bonne et due forme, sont convenus des dispositions suivantes:

LEAGUE OF NATIONS

**AGREEMENT**

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THE BRITISH EMPIRE (WITH INDIA), CHINA, FRANCE, JAPAN, THE NETHERLANDS, PORTUGAL AND SIAM,

Being fully determined to bring about the gradual and effective suppression of the manufacture of, internal trade in and use of prepared opium, as provided for in Chapter II of the International Opium Convention of January 23rd 1912, in their Far Eastern Possessions and Territories, including leased or protected territories, in which the use of prepared opium is temporarily authorised ; and

Being desirous, on the grounds of humanity and for the purpose of promoting the social and moral welfare of their peoples, of taking all possible steps for achieving the suppression of the use of opium for smoking with the least possible delay ;

Having decided to conclude an agreement supplementary to the said International Convention ;

Have nominated for this purpose as their plenipotentiaries ·

*His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India :*

Sir Malcolm DELEVINGNE, K.C.B., Assistant Under-Secretary of State for the Home Department,

*And for India ·*

Mr. Harold CLAYTON, C.I.E., I.C.S.,

*The President of the Chinese Republic :*

*The President of the French Republic :*

Mr Ed. DALADIER, Minister for the Colonies,

*His Majesty the Emperor of Japan :*

Mr. Sagataro KAKU, former Civil Governor of the General Government of Taiwan,

Mr. Yotaro SUGIMURA, Counsellor of Embassy, Assistant Head of the Imperial Japanese Bureau accredited to the League of Nations,

*Her Majesty the Queen of the Netherlands :*

Mr. W. G. van WETTUM, former Head of the Opium Régie Department in the Netherlands Indies,

Mr. de KAT ANGELINO, Secretary for Chinese Affairs to the Government of the Netherlands Indies,

*The President of the Portuguese Republic :*

Mr. A. Bartholomeu FERREIRA, Envoy Extraordinary and Minister Plenipotentiary of the Portuguese Republic to the Swiss Federal Council,

Mr. Rodrigo RODRIGUES, Governor of the Province of Macao,

*His Majesty the King of Siam :*

H.S.H. Prince DAMRAS, Siamese Chargé d'Affaires at The Hague,

Who, having examined the present situation in regard to the application of Chapter II of the said International Opium Convention in the above-mentioned Far Eastern possessions and territories ; and

Taking note of the fact that the increase of the smuggling of opium in the greater part of the territories in the Far East since the ratification of the Convention is hampering greatly the accomplishment of the gradual and effective suppression of the manufacture of, internal trade in, and use of prepared opium, as provided for in the Convention, and is even rendering less effective some of the measures already taken for that end ; and

Taking into account the different situations of the several countries,

Having deposited their full powers found in good and due form,

Have agreed as follows :—

*Article Ier.*

1. Sauf en ce qui est prévu au paragraphe 3 du présent article pour la vente au détail, l'importation, la vente et la distribution de l'opium constitueront un monopole d'Etat et le droit d'importer, de vendre et de distribuer l'opium ne pourra être affermé, concédé ou délégué à qui que ce soit.

2. La fabrication de l'opium préparé, destiné à la vente, devra également faire l'objet d'un monopole d'Etat, dès que les circonstances le permettront.

3 (a) Le Gouvernement devra mettre à l'essai, dans les régions où l'autorité administrative peut exercer une surveillance efficace, le système de la rétribution des personnes employées à la vente au détail et à la distribution de l'opium, au moyen d'un salaire fixe, et non d'une commission sur les ventes.

(b) Partout ailleurs, la vente au détail et la distribution de l'opium ne pourront se faire que par des personnes munies d'une licence du Gouvernement.

Le chiffre (a) ne s'applique pas lorsque le système des licences et du rationnement des consommateurs est en vigueur et donne des garanties équivalentes ou plus effectives.

*Article II.*

La vente de l'opium aux mineurs est interdite. Toutes les mesures possibles seront prises par les Puissances contractantes en vue d'empêcher la propagation parmi les mineurs de l'habitude de fumer l'opium.

*Article III.*

L'entrée des fumeries est interdite aux mineurs.

*Article IV.*

Les Puissances contractantes restreindront autant que possible le nombre des magasins de vente au détail, ainsi que celui des fumeries, dans les pays où elles sont autorisées.

*Article V.*

L'achat et la vente du « dross » sont interdits, excepté si le « dross » est vendu au monopole.

*Article VI.*

(1) Est interdite l'exportation de l'opium, soit brut, soit préparé, hors d'une Possession ou d'un Territoire, dans lesquels l'importation de l'opium destiné à être fumé est maintenue.

(2) Est interdit dans toute Possession ou Territoire de ce genre, le transit ou le transbordement de l'opium préparé.

(3) Sera également interdit, dans toute Possession ou Territoire de ce genre, le transit ou le transbordement de l'opium brut consigné à une destination se trouvant en dehors de la Possession ou du Territoire, à moins qu'un certificat d'importation, délivré par le Gouvernement du pays importateur et pouvant être accepté comme fournissant des garanties suffisantes contre la possibilité d'usage illicite, ne soit présenté au Gouvernement de la Possession ou du Territoire dont il s'agit.

*Article VII.*

Les Puissances contractantes feront tous leurs efforts pour combattre l'usage de l'opium préparé dans leurs territoires respectifs, par l'enseignement dans les écoles, par la distribution de brochures et par tous autres moyens, à moins qu'elles n'estiment ces mesures inopportunes, en raison de la situation spéciale de ces territoires.

*Article I*

1. Except as provided in paragraph 3 of this article with regard to retail sale, the importation, sale and distribution of opium shall be a monopoly of the Government and the right to import, sell or distribute opium shall not be leased, accorded or delegated to any persons whatever.

2. The making of prepared opium for sale shall also be made a monopoly of the Government as soon as circumstances permit.

3(a) The system of employing persons paid by a fixed salary and not by a commission on sales for the retail sale and distribution of opium shall be applied experimentally in those districts where an effective supervision can be exercised by the administrative authorities.

(b) Elsewhere the retail sale and distribution of opium shall be conducted only by persons licensed by the Government.

Paragraph (a) need not be applied if a system of licensing and rationing of smokers is in force which affords equivalent or more effective guarantees.

*Article II*

The sale of opium to minors shall be prohibited. All possible steps shall be taken by the Contracting Powers to prevent the spread of the habit of opium smoking among minors.

*Article III*

No minors shall be permitted to enter any smoking divan.

*Article IV*

The Contracting Powers shall limit as much as possible the number of retail shops and, where smoking divans are permitted, the number of divans.

*Article V*

The purchase and sale of "dross", except when the "dross" is sold to the monopoly, is prohibited.

*Article VI*

(1) The export of opium, whether raw or prepared, from any Possession or Territory into which opium is imported for the purpose of smoking shall be prohibited

(2) The transit through, or trans-shipment in, any such Possession or Territory of prepared opium shall be prohibited.

(3) The transit through, or trans-shipment in, any such Possession or Territory of raw opium consigned to a destination outside the Possession or Territory shall also be prohibited unless an import certificate, issued by the Government of the importing country, which can be accepted as affording sufficient guarantees against the possibility of illegitimate use, is produced to the Government of the Possession or Territory

*Article VII*

The Contracting Powers shall use their utmost efforts by suitable instruction in the schools, dissemination of literature and otherwise, to discourage the use of prepared opium within their respective territories, except where a Government considers such measures to be undesirable under the conditions existing in its territory.

*Article VIII.*

Les Puissances contractantes s'engagent à s'aider mutuellement dans leurs efforts pour arriver à la suppression de la contrebande par des échanges directs de renseignements et de vues entre les chefs des services intéressés.

*Article IX.*

Les Puissances contractantes examineront dans l'esprit le plus favorable la possibilité de prendre des mesures législatives pour pouvoir punir les transactions illégitimes dont les éléments constitutifs auront été accomplis, dans un pays étranger, par une personne résidant sur leurs territoires.

*Article X.*

Les Puissances contractantes fourniront tous les renseignements qu'elles pourront se procurer sur le nombre des fumeurs d'opium. Ces renseignements doivent être adressés au Secrétaire général de la Société des Nations, aux fins de publication.

*Article XI.*

Le présent Accord ne vise pas l'opium uniquement destiné aux besoins médicaux et scientifiques.

*Article XII.*

Les Puissances contractantes conviennent d'examiner périodiquement, à des dates qu'elles fixeront d'un commun accord, la situation en ce qui concerne l'application du Chapitre II de la Convention de La Haye du 23 janvier 1912 et du présent Accord. La première réunion aura lieu au plus tard en 1929.

*Article XIII.*

Le présent Accord ne s'applique qu'aux Possessions et Territoires d'Extrême-Orient des Puissances contractantes, y compris les territoires cédés à bail ou protégés, dans lesquels l'usage de l'opium préparé est temporairement autorisé.

Lors de la ratification, chaque Puissance contractante pourra déclarer que son adhésion à l'Accord ne s'étend pas à un territoire quelconque sur lequel elle n'exerce qu'un protectorat et elle pourra adhérer ultérieurement à l'Accord pour tout protectorat ainsi exclu, au moyen d'une notification d'adhésion déposée entre les mains du Secrétaire général de la Société des Nations, qui notifiera immédiatement ce dépôt à toutes les autres Puissances contractantes.

*Article XIV.*

Le présent Accord, dont les textes français et anglais font foi, sera sujet à ratification. Le dépôt des ratifications sera effectué au Secrétariat de la Société des Nations le plus tôt qu'il sera possible.

L'Accord n'entrera en vigueur qu'après avoir été ratifié par deux Puissances. La date de son entrée en vigueur sera le 90<sup>ème</sup> jour après la réception, par le Secrétaire général de la Société des Nations, de la deuxième ratification. Ultérieurement, le présent Accord prendra effet en ce qui concerne chacune des Puissances contractantes 90 jours après la réception de la ratification.

Le présent Accord sera enregistré par le Secrétaire général de la Société des Nations, le jour de son entrée en vigueur.

*Article XV.*

S'il arrivait qu'une des Puissances contractantes voulût dénoncer le présent Accord, la dénonciation sera notifiée par écrit au Secrétaire général de la Société des Nations, qui communiquera immédiatement copie de la notification à toutes les autres Puissances, en leur faisant savoir la date à laquelle il l'a reçue.

La dénonciation ne produira ses effets qu'à l'égard de la Puissance qui l'aura notifiée et un an après que la notification en sera parvenue au Secrétaire général.



*Article VIII*

The Contracting Powers undertake to assist one another in their efforts to suppress the illicit traffic by the direct exchange of information and views between the heads of the services concerned.

*Article IX*

The Contracting Powers will examine in the most favourable spirit the possibility of taking legislative measures to render punishable illegitimate transactions which are carried out in another country by a person residing within their territories -

*Article X*

The Contracting Powers will furnish all information which they can obtain with regard to the number of opium smokers. This information shall be transmitted to the Secretary-General of the League of Nations for publication

*Article XI*

The provisions of this agreement shall not apply to opium destined solely for medical and scientific purposes.

*Article XII*

The Contracting Powers agree that they will jointly review from time to time at such dates as may be mutually agreed, the position in regard to the application of Chapter II of the Hague Convention of January 23rd 1912, and of the present Agreement. The first meeting shall take place at latest in 1929.

*Article XIII*

The present Agreement applies only to the Far Eastern possessions or territories of the Contracting Powers, including leased or protected territories, in which the use of prepared opium is temporarily authorised.

At the moment of ratification any Contracting Power may declare that its acceptance of the Agreement does not include any territory over which it exercises only a protectorate ; and may accede subsequently in respect of any protectorate thus excluded by means of a notification of accession deposited with the Secretary-General of the League of Nations who shall forthwith notify the accession to all the other Contracting Powers.

*Article XIV*

The present Agreement, of which the French and English texts are both authentic, shall be subject to ratification.

The deposit of ratification shall be made at the Secretariat of the League of Nations as soon as possible.

The Agreement shall not come into force until it has been ratified by two Powers. The date of its coming into force shall be the 90th day after the receipt by the Secretary-General of the League of Nations of the second ratification. Thereafter the Agreement shall take effect for each Contracting Power 90 days after the receipt of its ratification.

The Agreement shall be registered by the Secretary-General of the League of Nations upon the day of its coming into force.

*Article XV*

If one of the Contracting Powers should wish to denounce the present Agreement, the denunciation shall be notified in writing to the Secretary-General of the League of Nations who will immediately communicate a copy of the notification to all the other Powers, informing them of the date on which it was received.

The denunciation shall take effect only as regards the Power which notified it, and one year after the notification thereof has reached the Secretary-General.

EN FOI DE QUOI les plénipotentiaires sus-nommés ont signé le présent Accord.

IN FAITH WHEREOF the above-named plenipotentiaries have signed the present Agreement.

FAIT A GENÈVE, le onze février mil neuf cent vingt-cinq, en un seul exemplaire qui restera déposé dans les archives du Secrétariat de la Société des Nations et dont les expéditions authentiques seront remises à toutes les Puissances contractantes.

DONE AT GENEVA, the eleventh day of February of nineteen hundred and twenty five, in a single copy which shall remain deposited in the archives of the Secretariat of the League of Nations, and of which authenticated copies shall be transmitted to all the Contracting Powers.

EMPIRE BRITANNIQUE

BRITISH EMPIRE

Malcolm DELEVINGNE

INDE

INDIA

Harold CLAYTON.

CHINE

CHINA

FRANCE

FRANCE

Ed. DALADIER.

JAPON

JAPAN

S. KAKU.

Y. SUGIMURA.

PAYS-BAS

THE NETHERLANDS

v. WITTUM.

A. D. A. de KAT ANGELINO

PORTUGAL

PORTUGAL

A. M. Bartholomeu FERREIRA

Rodrigo J. RODRIGUES

SIAM

SIAM

DAMRAS

---

PROCOLE

—

PROCOL

# PROTOCOLE

---

Les représentants soussignés des Etats signataires de l'Accord relatif à l'usage de l'opium préparé, signé aujourd'hui, dûment autorisés à cet effet,

Soucieux d'assurer l'exécution complète et définitive des obligations et de renforcer les engagements qu'ils ont contractés en vertu des stipulations de l'article VI de la Convention de La Haye de 1912,

Prenant acte de ce que la Deuxième Conférence de l'Opium a décidé d'adopter un Protocole par lequel certaines puissances devront établir dans un délai maximum de cinq ans un contrôle efficace sur la production, la distribution et l'exportation de l'opium brut, de manière à empêcher le commerce illicite ;

Conviennent par les présentes des dispositions suivantes :

## *Article I.*

Les Etats signataires du présent Protocole reconnaissent que les dispositions de l'Accord signé aujourd'hui renforcent l'obligation contractée par les Etats signataires aux termes de l'article VI de la Convention de La Haye de 1912 et sont destinées à faciliter l'exécution de cette obligation qui continue à garder toute sa force et son plein effet.

## *Article II.*

Dès que les pays qui cultivent le pavot auront assuré l'exécution effective des dispositions nécessaires pour empêcher que l'exportation de l'opium brut hors des territoires soumis à leur autorité ne constitue un obstacle sérieux à la réduction de la consommation dans les pays où l'usage de l'opium préparé reste temporairement autorisé, les Etats signataires du présent protocole renforceront les mesures qu'ils ont déjà prises conformément à l'article VI de la Convention de La Haye de 1912 et, s'il est nécessaire, en prendront de nouvelles pour réduire la consommation de l'opium préparé dans les territoires soumis à leur autorité, de manière que cet usage soit complètement supprimé dans un délai maximum de quinze ans à dater de la décision visée à l'article suivant.

## *Article III.*

Une commission nommée à cet effet par le Conseil de la Société des Nations sera chargée, le moment venu, de constater l'exécution effective des dispositions que doivent prendre les pays producteurs et qui sont visées à l'article précédent dans la mesure prévue audit article. La décision de cette commission sera sans appel.

# PROTOCOL

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The undersigned representatives of the States signatory to the Agreement relating to the use of prepared opium signed this day, duly authorised to that effect ;

Anxious to ensure the complete and final execution of the obligations, and to strengthen the undertakings assumed by them under Article VI of the Hague Convention of 1912 ;

Taking note of the fact that the Second Opium Conference has decided to adopt a Protocol by which certain Powers are to establish within five years at latest an effective control over the production, distribution and export of raw opium, so as to prevent illicit traffic ;

Hereby agree as follows :

## *Article I.*

The States signatories of the present Protocol recognise that the provisions of the Agreement signed this day are supplementary to, and designed to facilitate the execution of the obligation assumed by the signatory States under Article VI of the Hague Convention of 1912, which obligation remains in full force and effect.

## *Article II.*

As soon as the poppy-growing countries have ensured the effective execution of the necessary measures to prevent the exportation of raw opium from their territories from constituting a serious obstacle to the reduction of consumption in the countries where the use of prepared opium is temporarily authorised, the States signatories of the present Protocol will strengthen the measures already taken in accordance with Article VI of the Hague Convention of 1912, and will take any further measures which may be necessary, in order to reduce consumption of prepared opium in the territories under their authority, so that such use may be completely suppressed within a period of not more than fifteen years from the date of the decision referred to in the following Article.

## *Article III.*

A Commission to be appointed at the proper time by the Council of the League of Nations shall decide when the effective execution of the measures, mentioned in the preceding Article, to be taken by the poppy-growing countries has reached the stage referred to in that Article. The decision of the Commission shall be final.

*Article IV.*

Au cas où à un moment quelconque de la période de quinze ans prévue à l'article II l'un des Etats signataires du présent protocole apprendrait que les dispositions à prendre par les pays producteurs visés audit article auraient cessé de recevoir une exécution effective, cet Etat aurait le droit de signaler les faits au Conseil de la Société des Nations ; si le Conseil, soit par un rapport d'une Commission nommée par lui pour se prononcer après enquête sur les faits signalés, soit par toutes autres informations dont il pourra disposer, reconnaît que les faits signalés sont exacts, les Etats intéressés auront le droit de dénoncer le présent Protocole. En ce cas, une conférence des Etats intéressés se réunira immédiatement, afin d'examiner les mesures à prendre.

*Article*

Dans l'année qui précédera l'expiration du délai de quinze ans prévu à l'article II, les Etats signataires du présent protocole, réunis en Conférence spéciale, examineront les mesures à prendre à l'égard des intoxiqués invétérés dont l'état pathologique aura été constaté par les autorités médicales du pays intéressé.

*Article VI.*

Les Etats signataires du présent protocole coordonneront leurs efforts pour arriver à la suppression complète et définitive de l'usage de l'opium préparé. Afin d'atteindre ce but dans le plus bref délai possible, les mêmes Etats reconnaissant les difficultés que certaines Puissances peuvent rencontrer dans les circonstances actuelles pour assurer un contrôle efficace de la production, de la distribution et de l'exportation de l'opium brut, font un pressant appel aux pays qui cultivent le pavot, afin d'établir entre tous les Etats intéressés une collaboration confiante et active qui permettra de mettre fin au trafic illicite.

*Article VII.*

Le présent protocole entrera en vigueur pour chacun des Etats signataires en même temps que l'Accord relatif à l'usage de l'opium préparé signé à la date d'aujourd'hui.

*Article VIII.*

Tout Etat représenté à la Conférence où a été élaboré le présent protocole peut y adhérer à tout moment après sa mise en vigueur.

*Article IV.*

In the event of any of the States signatories of the present Protocol finding, at any time during the period of fifteen years referred to in Article II, that the measures to be taken by the poppy-growing countries, referred to in the said Article, are no longer being effectively executed, such State shall have the right to bring the matter to the notice of the Council of the League of Nations. If the Council, whether by the report of a Commission appointed by it to investigate and report upon the facts, or by any other information at its disposal is satisfied that the facts are as stated, the States concerned will be entitled to denounce the present Protocol. In that case a Conference of the States concerned shall at once be held to consider the action to be taken.

*Article V.*

During the year preceding the end of the period of fifteen years referred to in Article II, a special Conference of the States signatories of the present Protocol shall be held to consider the measures to be taken in regard to habitual addicts whose pathological condition is certified by the medical authorities of the country concerned.

*Article VI.*

The States signatories of the present Protocol will co-ordinate their efforts to effect the complete and final suppression of the use of prepared opium. In order to attain this object as soon as possible the said States, recognising the difficulties at present experienced by certain Powers in establishing an effective control over the production, distribution and exportation of raw opium, make a pressing appeal to the poppy-growing countries for the establishment between all the States concerned of a sincere and energetic collaboration which will lead to the termination of the illicit traffic.

*Article VII.*

The present Protocol shall come into force for each of the signatory States at the same time as the Agreement relating to the use of prepared opium signed this day

*Article VIII.*

Any State represented at the Conference at which the present Protocol was drawn up may accede to it at any time after its coming into force.

Fait à Genève, le onze février mil  
neuf cent vingt-cinq.

Done at Geneva, the eleventh day  
of February, one thousand nine hundred  
and twenty-five.

EMPIRE BRITANNIQUE

BRITISH EMPIRE

Malcolm DELEIVINGNE

INDE

INDIA

Harold CLAYTON.

CHINE

CHINA

FRANCE

FRANCE

Ed. DALADIER

JAPON

JAPAN

S. KAKU.

Y. SUGIMURA.

PAYS-BAS

THE NETHERLANDS

v. WETTUM.

A.D.A. de KAT ANGELINO

PORTUGAL

PORTUGAL

A M. Bartholomeu FERREIRA

Rodrigo J. RODRIGUES

SIAM

SIAM

DAMRAS

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# ACTE FINAL

DE LA

## CONFÉRENCE SUR L'APPLICATION A L'EXTRÊME-ORIENT DU CHAPITRE II DE LA CONVENTION INTERNATIONALE DE L'OPIUM DU 23 JANVIER 1912,

RÉUNIE A GENÈVE LE 3 NOVEMBRE 1924.

La Conférence convoquée par le Conseil de la Société des Nations, conformément à la Résolution adoptée par l'Assemblée de la Société le 27 septembre 1923, s'est réunie au Secrétariat de la Société des Nations le 3 novembre 1924.

Les Gouvernements dont l'énumération suit ont pris part à la Conférence pour laquelle ils avaient désigné les plénipotentiaires ci-après :

### EMPIRE BRITANNIQUE AVEC L'INDE :

Sir Malcolm DELEIVINGNE, K.C.B., Sous-Secrétaire d'Etat adjoint pour le Home Department,

### INDE :

M. John CAMPBELL, C.S.I., O.B.E., ancien Membre du Service Civil de l'Inde,

M. Harold CLAYTON, C.I.E., et Membre du Service Civil de l'Inde,

### CHINE :

Son Excellence M. Sao Ke Alfred SZE, Ambassadeur, Envoyé extraordinaire et Ministre plénipotentiaire aux Etats-Unis d'Amérique,

Son Excellence M. WANG Kouang Ky, Envoyé extraordinaire et Ministre plénipotentiaire près Sa Majesté la Reine des Pays-Bas,

Son Excellence M. Chao-Hsin CHU, Ministre plénipotentiaire, Chargé d'affaires à Londres,

### FRANCE :

Son Excellence M. Ed. DALADIER, Ministre des Colonies,

### JAPON :

M. Sagataro KAKU, ancien Gouverneur civil du Gouvernement Général de Taïwan,

M. Yotaro SUGIMURA, Conseiller d'Ambassade, Chef-adjoint du Bureau Impérial du Japon à la Société des Nations,

### PAYS-BAS :

M. W. G. van WETTUM, ancien Chef du Département de la Régie de l'Opium aux Indes Néerlandaises,

M. de KAT ANGELINO, Secrétaire pour les affaires de Chine au Gouvernement des Indes Néerlandaises,

### PORTUGAL :

Son Excellence M. A. Bartholomeu FERREIRA, Envoyé extraordinaire et Ministre plénipotentiaire de la République Portugaise près le Conseil Fédéral Suisse,

M. Rodrigo RODRIGUES, Gouverneur de la Province de Macao,

### SIAM :

Son Altesse Sérénissime le Prince DAMRAS, Chargé d'affaires de Siam à La Haye,

# FINAL ACT

OF THE

## CONFERENCE ON THE APPLICATION IN THE FAR EAST OF CHAPTER II OF THE INTERNATIONAL OPIUM CONVENTION OF JANUARY 23rd, 1912,

CONVENED AT GENEVA ON NOVEMBER 3rd, 1924.

The Conference convened by the Council of the League of Nations in accordance with the Resolution adopted by the Assembly of the League on September 27th, 1923, met in the offices of the Secretariat of the League on November 3rd, 1924.

The Governments below enumerated took part in the Conference, for which they had appointed the following plenipotentiaries :

### BRITISH EMPIRE WITH INDIA :

Sir Malcolm DELEIVINGNE, K.C.B., Assistant Under-Secretary of State for the Home Department,

### INDIA :

Mr. John CAMPBELL, C.S.I., O.B.E., I.C.S. (retired),

Mr. Harold CLAYTON, C.I.E., I.C.S.,

### CHINA :

His Excellency Mr. Sao Ke Alfred SZE, Ambassador, Envoy Extraordinary and Minister Plenipotentiary to the United States of America,

His Excellency Mr. WANG Kouang Ky, Envoy Extraordinary and Minister Plenipotentiary to Her Majesty the Queen of the Netherlands,

His Excellency Mr. Chao-Hsin CHU, Minister Plenipotentiary, Chargé d'Affaires in London,

### FRANCE :

His Excellency Mr. Ed. DALADIER, Minister for the Colonies,

### JAPAN :

Mr. Sagataro KAKU, former Civil Governor of the General Government of Taiwan,

Mr. Yotaro SUGIMURA, Counsellor of Embassy, Assistant Head of the Imperial Japanese Bureau accredited to the League of Nations,

### THE NETHERLANDS :

Mr. W. G. van WETTUM, former Head of the Opium Régie Department in the Netherlands Indies,

Mr. de KAT ANGELINO, Secretary for Chinese Affairs to the Government of the Netherlands Indies,

### PORTUGAL :

His Excellency Mr. A. Bartholomeu FERREIRA, Envoy Extraordinary and Minister Plenipotentiary of the Portuguese Republic to the Swiss Federal Council,

Mr. Rodrigo RODRIGUES, Governor of the Province of Macao,

### SIAM :

His Serene Highness Prince DAMRAS, Siamese Chargé d'Affaires at The Hague,

ACTE FINAL



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Dans une série de séances, la Conférence a arrêté le texte de l'Accord complémentaire et du Protocole portant la date de ce jour.

La Conférence, à l'exception de la Délégation chinoise, a en outre adopté la résolution suivante :

« Il a été signalé à la Conférence que, dans certains pays, le système des licences (ou de l'enregistrement) et du rationnement avait donné, en ce qui concerne la diminution du nombre des consommateurs d'opium, des résultats efficaces.

« Mais la Conférence a reconnu que dans d'autres pays, la contrebande qui égale et même dépasse le commerce licite, rend difficile l'application de ce système, et de l'avis des Gouvernements intéressés, rend même cette application inutile et parfois dangereuse.

« En conséquence, la Conférence déclare que la possibilité d'adopter ces mesures ou de les maintenir dans les territoires où elles donnent satisfaction, dépend principalement de l'extension de la contrebande.

« Elle laisse donc aux Puissances contractantes qui n'ont pas encore appliqué ce système, le soin de choisir l'époque où les circonstances permettront de l'adopter et de prendre, en attendant, toutes mesures préparatoires qu'elles jugeront convenables ».

Le Représentant de l'Empire Britannique a déclaré signer le Protocole en formulant la déclaration suivante :

« Je déclare que ma signature apposée au présent Protocole est soumise, en ce qui concerne les Protectorats Britanniques, aux conditions figurant à l'article XIII de l'Accord signé aujourd'hui ».

Le Représentant du Portugal, en signant l'Accord, a formulé les déclarations ci-après :

1) « Le Gouvernement portugais, tout en acceptant le principe du monopole, tel qu'il est formulé à l'article 1<sup>er</sup>, ne s'engage en ce qui concerne la date à laquelle les mesures prévues au premier paragraphe entreront en vigueur, que sous réserve de la disposition du paragraphe 2 du même article.

2) Le Gouvernement portugais, étant lié par un contrat conforme aux dispositions de la Convention de La Haye de 1912, ne pourra mettre à exécution les stipulations du paragraphe 1 de l'article 6 du présent Accord, aussi longtemps que les obligations découlant de ce contrat persisteront. »

Le Représentant de Siam a déclaré signer l'Accord en formulant la déclaration suivante :

« La Délégation Siamoise a reçu pour instructions de signer l'Accord, réserve faite de l'article I, paragraphe 3 (a) relatif à la date à laquelle cette disposition entrera en vigueur, et réserve faite de l'article V La raison de ces réserves a été expliquée par le Premier Délégué de Siam le 14 novembre 1924. Le Gouvernement Siamois espère mettre en vigueur le système d'enregistrement et de rationnement dans la période de trois ans, à la fin de cette période la réserve en ce qui concerne l'article I, paragraphe 3 (a) deviendra caduque ».

At a series of meetings, the Conference drew up the supplementary Agreement and the Protocol which bear this day's date.

The Conference, with the exception of the Chinese Delegation, further adopted the following Resolution :—

“It has been pointed out to the Conference that in some countries the system of licences (or registration) and rationing has been successful in diminishing the number of smokers

“At the same time, the Conference has found that, in other countries, the contraband trade which equals and even surpasses in extent the legitimate trade, renders the application of this system difficult, and in the opinion of the Governments in question, useless and in some cases dangerous.

“Accordingly, the Conference declares that the possibility of adopting these measures or of maintaining them in those territories where they are now working successfully, depends principally upon the extent of the contraband trade

“It therefore leaves to the Contracting Powers which have not yet applied this system the duty of selecting the moment when circumstances will allow of its adoption and of taking in the meantime all such preparatory measures as they may deem expedient”

The Representative of the British Empire declared that he signed the Protocol subject to the following declaration :—

“I declare that my signature of this Protocol is subject, in respect of British Protectorates, to the conditions contained in Article XIII of the Agreement signed this day.”

The Representative of Portugal, on signing the Agreement, made the following declarations :—

1) “The Portuguese Government, while accepting the principle of a monopoly as formulated in Article I, does so, as regards the moment at which the measures provided for in the first paragraph thereof shall come into force, subject to the limitation contained in the second paragraph of the article

2) “The Portuguese Government being bound by a contract consistent with the provisions of the Hague Convention of 1912, will not be able to put into operation the provisions of paragraph 1 of Article 6 of the present Agreement so long as its obligations under this contract are in force.”

The Representative of Siam declared that he signed the Agreement subject to the following declaration :—

“The Siamese Delegation is instructed to sign the Agreement under reservation of Article I, paragraph 3 (a) with regard to the time when this provision shall come into force and of Article V. The reason for these reservations has been stated by the First Delegate of Siam on the 14th November, 1924. The Siamese Government is hoping to put into force the system of registration and rationing within the period of three years. After that date, the reservation in regard to Article I, paragraph 3 (a) will fall to the ground ”

EN FOI DE QUOI les plénipotentiaires sus-nommés ont signé le présent Acté.

FAIT A GENÈVE, le onze février, mil neuf cent vingt-cinq, en un seul exemplaire qui restera déposé dans les archives du Secrétariat de la Société des Nations et dont des copies certifiées conformes seront transmises par ses soins à toutes les Puissances représentées à la Conférence.

IN WITNESS WHEREOF, the above-named plenipotentiaries have signed the present Act

DONE AT GENEVA, the eleventh day of February, nineteen hundred and twenty-five, in a single copy which shall remain deposited in the Secretariat of the League of Nations and of which authenticated copies shall be transmitted to all the Powers represented at the Conference.

EMPIRE BRITANNIQUE

Malcolm DELEIVINGNE

BRITISH EMPIRE

INDE

Harold CLAYTON.

INDIA

CHINE

CHINA

FRANCE

Ed. DALADIER.

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