

(Communiqué au Conseil, aux Membres de la
Société et aux Délégués à l'Assemblée)

A. 143 (a). 1921

Genève, le 24 septembre 1921.

Société des Nations.

Trafic de l'Opium.

RAPPORT DE LA CINQUIÈME COMMISSION DE L'ASSEMBLÉE.

League of Nations.

Traffic in Opium.

REPORT OF THE FIFTH COMMITTEE OF THE ASSEMBLY.

SOCIÉTÉ DES NATIONS

LE TRAFIC DE L'OPIMUM.

RAPPORT PRÉSENTÉ A LA DEUXIÈME ASSEMBLÉE PAR LA CINQUIÈME COMMISSION.

L'abus de l'opium est répandu dans beaucoup de pays comme un terrible fléau. Aussi, a-t-on compris qu'il était indispensable de le combattre, mais on s'est vite aperçu que les mesures d'un caractère national étaient insuffisantes. On a cru alors que seuls les accords internationaux pourraient venir à bout du fléau.

La Commission internationale, réunie à Shanghai en 1909, a été la première tentative de ce genre; elle a préparé la Conférence de La Haye de 1911-1912 qui a abouti à la Convention du 23 janvier 1912. Cette Convention devait entrer en vigueur le 31 décembre 1914, mais la guerre surgit qui remit tout en question; cependant, les auteurs du Traité de Versailles se préoccupèrent des dangers de l'opium et, par l'article 23 du Pacte, ils chargèrent la Société des Nations du contrôle du trafic de l'opium et autres drogues nuisibles.

La première Assemblée décida, dans sa séance du 15 décembre 1920, d'instituer une Commission consultative qui, trois mois avant l'ouverture de chaque session, présenterait au Conseil un rapport sur tous les sujets relatifs à l'exécution des accords concernant le trafic de l'opium. Cette Commission s'est réunie du 2 au 5 mai dernier.

Elle a, en premier lieu, élaboré un questionnaire sur les mesures prises pour appliquer les termes de la Convention. Ce questionnaire a été envoyé par le Secrétariat aux différents gouvernements. Elle a, en outre, rédigé six recommandations qui ont été soumises au Conseil. Celui-ci, après en avoir pris connaissance, a adopté une résolution en sept paragraphes.

En possession de ces éléments, c'est-à-dire des recommandations de la Commission consultative et de la résolution du Conseil, la cinquième Commission de la deuxième Assemblée a commencé ses travaux. Elle a également eu l'aide éclairée de deux experts: M. van Vettum et sir Malcolm Delevingne. La cinquième Commission a constaté, en premier lieu, que le Conseil, dans sa résolution du 28 juin (voir Annexe 228 au procès-verbal de la 13^{me} session du Conseil), approuvait pleinement quatre des six recommandations de la Commission consultative, mais que, par contre, il en ajournait une et donnait plus d'ampleur à une autre.

La Commission a approuvé les quatre paragraphes de la résolution du Conseil, § 1, 2, 4, et 5 ainsi que la seconde recommandation de la Commission consultative relative (voir A. 38. 1921. IV) à l'établissement, par chaque Etat, d'un rapport annuel sur l'exécution de la Convention (cette recommandation ayant été approuvée par le Conseil mais ne faisant pas partie du texte des résolutions du Conseil). Mais des divergences de vues s'étant produites sur les autres paragraphes, c'est-à-dire sur les numéros 3, 6 et 7, la Commission nomma une Sous-Commission chargée de concilier, si possible, ces opinions différentes.

Cette Sous-Commission tint quatre séances et, malgré les profondes divergences de vues de ses membres, elle put arriver à un résultat, grâce à l'esprit de conciliation dont ils firent preuve, et grâce aussi à l'influence éclairée de son distingué président, M. Marees van Swinderen. Le rapport que M. van Swinderen a présenté a été unanimement approuvé par la cinquième Commission.

Les délégués de la Chine et du Siam ont fait une réserve au sujet des modifications mentionnées dans le rapport à propos du paragraphe 7 de la résolution du Conseil.

Quelles sont donc les conclusions que la cinquième Commission présente à l'Assemblée au sujet du trafic de l'opium?

Les voici: en dehors des quatre paragraphes de la résolution du Conseil du 28 juin mentionnés ci-dessus, elle présente huit recommandations, que je vais avoir l'honneur de vous lire et qui, j'espère, rallieront l'assentiment de l'Assemblée:

1. L'Assemblée approuve le paragraphe 3 de la résolution du Conseil, étant entendu que les enquêtes entreprises auront un caractère scientifique et que, lorsqu'elles s'appliqueront en particulier à un pays déterminé, elles seront faites par l'intermédiaire du gouvernement du pays ou avec son consentement.

LEAGUE OF NATIONS

TRAFFIC IN OPIUM.

REPORT SUBMITTED TO THE SECOND ASSEMBLY BY THE FIFTH COMMITTEE.

The abuse of opium is a widespread and terrible scourge in many countries; moreover, it has been realised that it was indispensable to combat this evil, but it was quickly perceived that merely national measures were inadequate.

It was felt, therefore, that this scourge could only be overcome by international agreements.

The International Commission, assembled at Shanghai in 1909, was the first move in this direction. It paved the way for the Hague Conference of 1911-1912, which resulted in the conclusion of the Convention of January 23rd, 1912. This Convention was to come into force on December 31st, 1914, but the outbreak of war unsettled everything. However, the authors of the Treaty of Versailles devoted consideration to the opium peril, and, in Article 23 of the Covenant, they entrusted the League of Nations with the duty of controlling the traffic in opium and other dangerous drugs.

The first Assembly decided at its meeting of December 15th, 1920, to establish an Advisory Committee, which, three months before the beginning of each meeting, should submit to the Council a report on all subjects referring to the execution of the agreements regarding the traffic in opium. This Committee met on May 2nd to 5th last.

It began by drawing up a questionnaire as to the measures taken to carry out the terms of the Convention, and this questionnaire was sent by the Secretariat to the various Governments. It also drew up six recommendations which were submitted to the Council. The latter took note of them and passed a resolution containing seven paragraphs.

The Fifth Committee of the second Assembly began its labours, therefore, with these data at its disposal, that is to say, the recommendations of the Advisory Committee and the Council's resolution. It was also assisted in its task by the enlightened assistance of two experts, M. van Vettum and Sir Malcolm Delevingne. The Committee noted in the first place that the Council in its resolution dated June 28th (see Annex 228 to the Minutes of the 13th Session of the Council), fully approved four out of the six recommendations of the Advisory Committee, but that, on the other hand, it postponed one of these recommendations and widened the scope of another.

It concurred in four paragraphs of the Council's resolution, namely, paragraphs 1, 2, 4 and 5, and also the 2nd recommendation of the Advisory Committee (see A. 38. 1921, IV), which was to the effect that each State should make an Annual Report on the carrying out of the Convention. (This recommendation had been approved by the Council, but did not form part of the text of Council's resolution.) But, as differences of opinion had arisen with regard to the other paragraphs, that is to say, Nos. 3, 6 and 7, the Committee appointed a Sub-Committee to reconcile these initial divergencies if possible.

This Sub-Committee held four meetings, and, in spite of the great differences in the views of its members, it was able to arrive at a definite result, thanks to the conciliatory spirit manifested by both sides and thanks also to the skilful guidance of its President, M. de Marees van Swinderen. The report submitted by M. van Swinderen was unanimously adopted by the Fifth Committee.

The Delegates of China and of Siam made a reservation regarding the change proposed in this report as regards paragraph 7 of the Council's Resolution.

What, therefore, are the conclusions laid before the Assembly by the Fifth Committee in regard to the traffic in opium?

They are as follows:—

Besides the four paragraphs, referred to above, of the resolution of the Council dated June 28th, the Committee submits eight recommendations which I shall have the honour of reading to you, and which, I hope, will be accepted by the Assembly.

1. The Assembly concurs in paragraph 3 of the Council's Resolution on the understanding that the enquiries undertaken will be of a scientific character and that, when they apply specifically to any particular country, they will be made through, or with the consent of, the Government of that country.

2. L'Assemblée recommande au Conseil que, dans sa résolution No. 5, il attire également l'attention du Gouvernement de la Chine sur l'article 15 de la Convention internationale de l'opium.

3. L'Assemblée recommande au Conseil que, afin que l'examen visé dans le paragraphe 7 de sa résolution s'étende sur toute la quantité d'opium dont la consommation peut être considérée comme légitime, le mot « strictement » soit supprimé et les mots « médicaux et scientifiques » soient remplacés par le mot « légitimes » et aussi que le Conseil supprime toute mention de l'« opium préparé », c'est-à-dire, l'opium préparé pour être fumé, dont la suppression complète est prévue par la Convention au chapitre II.

4. L'Assemblée recommande au Conseil d'inviter les divers Gouvernements à fournir au Secrétariat, quand ils n'y voient pas d'obstacle, outre le rapport officiel annuel, tous renseignements relatifs à la production, à la fabrication et au commerce illicites d'opium et autres drogues nuisibles, utiles à la Société dans l'accomplissement de sa tâche.

5. L'Assemblée recommande au Conseil d'examiner si toutes les nations particulièrement intéressées à la culture ou à la fabrication de l'opium et autres drogues nuisibles, ne devraient pas être représentées à la Commission consultative.

6. L'Assemblée prie instamment ceux des Etats Membres de la Société qui n'ont pas encore signé et ratifié la Convention de l'Opium, qu'ils le fassent aussitôt que possible.

7. L'Assemblée prie instamment tous les Etats Membres de la Société (1), qui sont signataires de la Convention, de faire connaître, aussitôt que possible au Secrétariat, leur adhésion à la quatrième recommandation de la Commission consultative relative à la nécessité de certificats d'importation, afin de faciliter l'exécution de la Convention.

8. L'Assemblée recommande au Conseil de charger la Commission consultative d'étendre ses études, de façon à ce qu'elles comprennent non seulement les drogues visées dans la Convention de 1912, mais toutes les autres drogues nuisibles quelle que soit leur origine et produisant des effets similaires, ainsi que de lui faire connaître les avantages qu'il y aurait à convoquer une nouvelle Conférence internationale des Etats signataires de ladite Convention, et de ceux Membres de la Société des Nations, afin que celle-ci rédige une Convention à l'effet de supprimer l'usage illégitime de ces drogues.

Votre rapporteur voudrait maintenant présenter les observations suivantes au sujet de trois des recommandations dont il vient de donner lecture :

Au sujet de la deuxième recommandation, la Commission, après avoir entendu les déclarations du délégué de la Chine sur les mesures prises par le Gouvernement chinois relativement à la culture de l'opium, est d'avis qu'on pourrait ajourner, conformément au paragraphe 6 de la résolution du Conseil, la recommandation No. 5 de la Commission consultative. Les déclarations du délégué de la Chine sont les suivantes :

« Entre le 25 juin et le 15 août dernier, le Gouvernement chinois a nommé sept Haut Commissaires spéciaux afin de faire des recherches sur les conditions exactes dans huit provinces et deux districts administratifs spéciaux, où une recrudescence de culture d'opium aurait été constatée. Ces Commissaires se sont mis en route pour accomplir leur mission et quelques-uns ont déjà commencé leurs investigations. Je crois que le Gouvernement chinois sera disposé à communiquer à la Société des Nations les résultats de ces investigations dès qu'ils auront été portés à la connaissance du Gouvernement chinois. »

La Commission prend acte de ces déclarations.

En ce qui concerne la troisième recommandation, les modifications apportées par la Commission au paragraphe 7 de la résolution du Conseil ont été motivées par les conditions toutes spéciales qu'on rencontre dans divers pays, notamment dans l'Inde. En effet, le délégué de l'Inde a fait observer à la Commission que le nombre des hôpitaux et des dispensaires bien équipés y est disproportionné avec celui de la population qui, sur une étendue très vaste, est privée de secours médicaux. Le même délégué a affirmé que, pour combattre les maladies qui, dans certaines de ces localités, règnent d'une façon endémique, la population y cultive le pavot depuis des temps reculés et en use habituellement par petites doses, comme remède préventif ou curatif. Ce sont les usages de ce genre qu'on ne saurait appeler purement médicaux, c'est-à-dire ce qui

(1) Les Membres suivants de la Société n'ont pas encore ratifié la Convention sur l'Opium de 1912, ni signé le Protocole de 1914 :—

Albanie.

Argentine.

Chili.

Colombie.

Costa-Rica.

Finlande.

Paraguay.

Perse.

Salvador.

Suisse.

Les Membres suivants ont ratifié la Convention, mais n'ont pas encore signé le Protocole de 1914 :—

Danemark. Venezuela.

2. The Assembly recommends to the Council that, in paragraph 5 of the latter's resolution, it should also draw the attention of the Government of China to Article 15 of the International Convention on Opium.

3. The Assembly recommends to the Council that the enquiry referred to in paragraph 7 of the latter's resolution should be extended to include all opium the consumption of which may be considered legitimate, and that to this end the word "strictly" be omitted, and the word "legitimate" be substituted for "medicinal and scientific". It further recommends to the Council the omission of the reference to prepared opium, that is to say, to opium prepared for purposes of smoking, the complete suppression of which is provided for in Chapter II of the Convention.

4. The Assembly recommends to the Council that the different Governments be invited, where they see no objection, to furnish to the Secretariat, in addition to the official annual report, any information concerning the illicit production, manufacture or trade in opium or other dangerous drugs which they think likely to be useful to the League in the execution of its task.

5. The Assembly recommends the Council to consider whether all nations specially concerned in either the growth or manufacture of opium or other dangerous drugs should not be represented on its Advisory Committee.

6. The Assembly urges those States Members of the League (1) which have not yet signed and ratified the Opium Convention to do so as soon as possible.

7. In order to facilitate the execution of the Convention, the Assembly urges all States Members of the League which are parties to the Convention to signify to the Secretariat as soon as possible their acceptance of the fourth recommendation of the Advisory Committee relating to the requirement of importation certificates.

8. The Assembly recommends the Council to request the Advisory Committee to extend their 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 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.

Having placed before you the various recommendations, I must make the following observations with regard to three of them : —

As regards the second recommendation, the Committee, after having heard the statements of the Delegate of China on the steps taken by the Government of China in respect of the cultivation of opium, is of opinion that, in accordance with paragraph 6 of the Resolution of the Council, the consideration of Recommendation No. 5 of the Advisory Committee may be postponed. The statements of the Delegate of China, of which the Committee takes note, are as follows :—

"Between June 25th and August 15th last the Chinese Government appointed seven special High Commissioners to investigate the real situation in eight provinces and two special administrative districts where a recrudescence of poppy cultivation is reported to have been taking place. These Commissioners have started on their mission and some are already beginning their investigations. I believe the Chinese Government will be disposed to make available to the League of Nations the results of these investigations after they are laid before the Chinese Government."

As regards the third recommendation, the grounds for the alterations recommended by the Committee in paragraph 7 of the Council's resolution are to be found in the very special conditions obtaining in various countries, particularly in India. The Indian Delegate has informed the Committee that the number of properly equipped hospitals and dispensaries in India is inadequate to the needs of the population, which over vast areas is without medical assistance. In order to cope with the diseases with which some of these regions are constantly infected, the population has cultivated the opium poppy from time immemorial, and habitually takes opium in small doses as a prophylactic or an effective remedy. It is this use of opium which cannot be styled purely medical, *i.e.*, that which is prescribed by a physician, that the Committee has in mind in using the term "legitimate".

(1) The following Members of the League have not yet ratified the Opium Convention of 1912 nor signed the Protocol of 1914 : —

| | | |
|------------|-------------|--------------|
| Albania. | Costa Rica. | Persia. |
| Argentine. | Finland. | Salvador. |
| Chile. | Paraguay. | Switzerland. |
| Colombia. | | |

The following have ratified the Convention, but not signed the Protocol of 1914 :—
Denmark. Venezuela.

est ordonné par un médecin, que la Commission entend désigner par le terme « légitimes ».

Au sujet de la huitième recommandation il faut signaler que c'est par la suggestion de M. Jean Hennessy, délégué de la France, que la cinquième Commission en fut saisie. Il attira l'attention sur les abus dus à la vente et à la consommation des drogues d'origine minérale ou chimique non visées par la Convention de La Haye de 1912, et fit remarquer que le fléau qui ravageait l'Orient est devenu universel depuis la guerre, que des drogues chimiquement fabriquées sont colportées, vendues à bas prix et absorbées en grande quantité, et que les lois de chaque Etat étant insuffisantes, la réunion d'une Conférence internationale s'impose.

Il convient également d'attirer l'attention sur les déclarations faites par le délégué de la Perse, le prince Arfa-ed-Dowleh, sur les avantages que présenterait une campagne entreprise par la Société des Nations, en vue de répandre parmi les populations orientales adonnées à l'opium, l'usage des brochures de propagande exposant les dangers qu'entraîne la consommation de cette drogue.

La question de contrôle du trafic de l'opium et d'autres drogues dangereuses a une importance mondiale et mérite que l'Assemblée y porte le plus grand intérêt. Les premières mesures destinées à établir le contrôle que la Société est chargée d'assurer, conformément au Traité de Paix, ont été prises par l'Assemblée l'année dernière et elles ont déjà donné des résultats satisfaisants. On ne peut, pour le moment, embrasser avec netteté l'ensemble de la situation avant d'avoir reçu et analysé les réponses au questionnaire publié par le Secrétariat. Les conclusions à tirer du questionnaire seront soumises à la prochaine Assemblée. En attendant, comme on le verra d'après ce qui précède, d'utiles mesures ont été prises, sur le conseil de la Commission consultative, qui faciliteront l'exécution de la Convention et on espère que les nouvelles propositions que la cinquième Commission a présentées dans ce rapport, contribueront à avancer vers la solution du problème.

Enfin, on doit signaler que le contrôle du trafic de l'opium se heurte à de grandes difficultés. Le délégué de la Perse a attiré l'attention sur certaines d'entre elles à propos des pays d'Orient. Seul, un organisme international tel que la Société peut surmonter ces difficultés, et pour cela il a besoin de la collaboration entière, continue et efficace de tous ses Membres. La Commission se permet d'adresser un appel à tous les Membres de la Société pour qu'ils lui apportent cette collaboration.

With regard to the subject of the eighth recommendation, it should be noted that it was at the suggestion of M. Hennessy (France) that the attention of the Fifth Committee was drawn to this subject. M. Hennessy emphasised the abuses due to the sale and consumption of drugs of mineral or chemical origin which are not covered by the terms of the Hague Convention of 1912, observing that the scourge which formerly ravaged the East had since the war become universal, that chemically manufactured drugs were hawked, sold at low prices and consumed in large quantities, and that in view of the fact that the legislation existing in the various countries was insufficient, it was imperative that a further international conference should meet.

I would also draw attention to the representations made by the Persian Delegate, Prince Arfa-ed-Dowleh, as to the desirability of the League of Nations undertaking propaganda work amongst Eastern populations addicted to opium by the distribution of pamphlets pointing out the dangers of consuming this drug.

The question of the control of the Traffic in Opium and other dangerous drugs is one of world-wide importance, and well worthy of the deepest interest of the Assembly. The first step towards establishing the control with which the League is entrusted by the Treaties of Peace was taken by the Assembly last year, and a satisfactory beginning has already been made. No comprehensive survey of the actual position at the present time will be possible until the replies to the questionnaire which has been issued by the Secretariat have been received and analysed. The results of the Questionnaire will be laid before the next Assembly. In the meantime, as will be seen from what has been said above, useful steps have already been taken on the advice of the Advisory Committee which will facilitate the execution of the Convention; and the further suggestions which the Fifth Committee has made in this report will, it is hoped, help to advance the matter still further.

Finally, it should be pointed out that the control of the Traffic is attended with great difficulties. Attention was called to some of these difficulties in the case of Eastern countries by the Delegate of Persia. It is only by an international body such as the League, that these difficulties can be overcome; and for this the whole-hearted continuous and efficient co-operation of all the Members will be needed. The Committee ventures to appeal to all Members of the League for such co-operation.

Geneva, September 30th, 1921

SECOND ASSEMBLY OF THE LEAGUE OF NATIONS.

Traffic in Opium.

**RESOLUTIONS ADOPTED BY THE ASSEMBLY
AT ITS MEETING HELD ON FRIDAY, SEPTEMBER 30th, 1921 (Morning).**
(adopted on the Report of the Fifth Committee).

I. The Assembly concurs in paragraphs 1, 2, 4 and 5 of the Resolution adopted by the Council on June 28th, 1921 as follows:—

(1) That States which are Members of the League and have not signed or ratified the International Opium Convention be invited to do so as soon as possible.

(2) That the Netherlands Government be requested to continue its efforts to secure ratification of the International Opium Convention by those States which are not Members of the League.

(3) (Paragraph 4 of the Resolution of the Council).

That, in order to carry out the obligations under Articles 3 and 5 and under Article 13 of the International Opium Convention, the Governments which are parties to the Convention be invited to adopt the following procedure:

“Every application for the export to an importer of a supply of any of the substances to which the Convention applies shall be accompanied by a certificate from the Government of the importing country that the import of the consignment in question is approved by that Government and is required for legitimate purposes.

“In the case of drugs to which Chapter III of the Convention applies, the certificate shall state specifically that they are required solely for medicinal or scientific purposes.”

(4) (Paragraph 5 of the Resolution of the Council.)

That the special attention of the Contracting Powers having Treaties with China be invited to the provisions of Article 15 of the International Opium Convention, so that the most effective steps possible should be taken to prevent the contraband trade in opium and other dangerous drugs.

II. The Assembly confirms the second recommendation passed by the Advisory Committee on Traffic in Opium during its session of May 2nd-5th, 1921, as follows:—

(5) That a report should be made annually to the League by each country which is a party to the Convention, on the execution in its territory of the provisions of the Convention, with statistics of production, manufacture and trade.

III. The Assembly adopts the following additional recommendations presented by its Fifth Committee : —

6. The Assembly concurs in paragraph 3 of the Council's Resolution of June 28th, 1921, on the understanding that the enquiries undertaken will be of a scientific character and that, when they apply specifically to any particular country, they will be made through, or with the consent of, the Government of that country.

7. The Assembly recommends to the Council that, in paragraph 5 of the latter's resolution dated June, 28th, 1921 it should also draw the attention of the Government of China to Article 15 of the International Opium Convention.

8. The Assembly recommends to the Council that the enquiry referred to in paragraph 7 of the latter's resolution dated June, 28th, 1921 should be extended to include all opium the consumption of which may be considered legitimate, and that to this end the word "strictly" be omitted, and the word "legitimate" be substituted for "medicinal and scientific." It further recommends to the Council the omission of the reference to prepared opium, that is to say, to opium-prepared for purposes of smoking, the complete suppression of which is provided for in Chapter II of the Convention.

9. The Assembly recommends to the Council that the different Governments be invited, where they see no objection, to furnish to the Secretariat, in addition to the official annual report, any information concerning the illicit production, manufacture or trade in opium, or other dangerous, drugs which they think likely to be useful to the League in the execution of its task.

10. The Assembly recommends the Council to consider whether all nations specially concerned in either the growth or manufacture of opium or other dangerous drugs should not be represented on its Advisory Committee.

11. The Assembly urges those States Members of the League ⁽¹⁾ which have not yet signed and ratified the Opium Convention to do so as soon as possible.

12. In order to facilitate the execution of the Convention, the Assembly urges all States Members of the League which are parties to the Convention to signify to the Secretariat as soon as possible their acceptance of the fourth recommendation of the Advisory Committee relating to the requirement of importation certificates.

13. The Assembly recommends the Council to request the Advisory Committee to extend their 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 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.

(1) The following Members of the League have not yet ratified the Opium Convention of 1912 nor signed the Protocol of 1914 : —

| | | |
|-------------|-----------|--------------|
| Albania. | Esthonia. | Paraguay. |
| Argentine. | Finland. | Persia. |
| Chile. | Latvia | Salvador. |
| Colombia. | Lithuania | Switzerland. |
| Costa Rica. | | |

The following have ratified the Convention, but not signed the Protocol of 1914 :—

Denmark. Venezuela.

C. 171 (1). M. 88 (1). 1922. XI.

GENEVA, June 1st, 1922.

LEAGUE OF NATIONS

TRAFFIC IN OPIUM

Summary of Answers to the Opium Questionnaire, 1921,
supplemented by other relevant information at the disposal of
the Advisory Committee on Traffic in Opium during its
second session, April 19th—29th, 1922.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM.

QUESTIONNAIRE

A. — RAW OPIUM.

(1) (a) Please furnish a summary of the laws or regulations in force with reference to Articles 1, 2, 3, 4 and 5 respectively, of the International Opium Convention, mentioning their titles and the dates on which they came into force.

(b) Please annex ten copies of the respective texts of these laws or regulations.

(2) Please give a general account of the administration and working of these laws or regulations and their effectiveness in achieving their object.

(3) Please make a statistical statement as to the area under poppy cultivation (in hectares or acres) for 1920 and for each of the preceding ten years, or give the quantity produced in kilograms or pounds, if the acreage figures are not available. Preferably, both sets of figures should be given.

(4) Please give a brief description of the manner in which the opium produced is disposed of both as regards internal consumption and export.

(5) Please give the following statistical information :

(a) To what countries and in what quantities (in kilograms or pounds) respectively was raw opium exported in 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(b) From what countries and in what quantities (in kilograms or pounds) respectively was raw opium imported in 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(6) Please give the names of the towns, ports or other localities through which the export and import of raw opium is permitted, and the amounts coming into and leaving each such town, port or other locality during 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available. Import in any form (for direct consumption, bonding, warehousing or any other purpose whatever), export, re-export, transshipment or transit, should be shown under separate headings.

B. — PREPARED OPIUM.

(7) (a) Please furnish a summary of the laws or regulations in force with reference to Articles 6, 7 and 8 respectively of the International Opium Convention, mentioning their titles and the dates on which they came into force.

(b) Please annex ten copies of the respective texts of these laws or regulations.

(8) Please give a general account of the administration and working of these laws or regulations and their effectiveness in achieving their object.

(9) In case the export of prepared opium has not yet been prohibited, within what probable period of time will it be prohibited? (See Article 7 of the Convention.)

(10) If the Government has not yet entirely suppressed the manufacture of, trade in and use of prepared opium, please state :

(a) Quantities manufactured during the last ten years or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(b) Names of the factories.

(c) Quantity of home consumption during the last ten years or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(d) The number of consumers during the last ten years or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(e) The manner or manners of consumption with, in each case, the relative proportions thus consumed.

(11) By what date does the Government propose to complete the suppression of the manufacture of, trade in and use of prepared opium?

(12) Please give the names of the towns, ports or other localities through which the export of prepared opium is permitted, and the quantities of exports respectively, with the names of the countries of destination, during the last ten years or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

C. — MEDICINAL OPIUM, MORPHINE, COCAINE, ETC.

13 (a) Please furnish a summary of the laws or regulations in force with reference to Articles 9, 10, 11, 12, 13 and 14 respectively of the International Opium Convention, mentioning their titles and the dates on which they came into force.

(b) Please annex ten copies of the respective texts of these laws or regulations.

(14) Please give a general account of the administration and working of these laws or regulations, and their effectiveness in achieving their object, and a statement of the conditions under which licences or permits for the (1) import, (2) export, (3) manufacture, (4) sale and distribution of morphine, cocaine, heroin and their respective salts and medicinal opium are or have been granted.

15. Please give the following statistical information regarding morphine, cocaine, heroin and their respective salts, and medicinal opium, as defined in Chapter III of the Convention.¹

¹ *Definitions.* — By "medicinal opium" is understood :

Raw opium which has been heated to 60° Centigrade and contains not less than 10 per cent. of morphine, whether or not it be powdered or granulated or mixed with indifferent materials.

By "morphine" is understood :

The principal alkaloid of opium, having the chemical formula $C_{17}H_{19}NO_3$.

By "cocaine" is understood :

The principal alkaloid of the leaves of *Erythroxylon Coca*, having the formula $C_{17}H_{21}NO_4$.

By "heroin" is understood :

Diacetyl-morphine, having the formula $C_{21}H_{23}NO_4$.

(a) Quantities manufactured in 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(b) Names of the factories.

(c) Quantity of home consumption in 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(d) Quantities exported with, in each case, the names of the countries of destination, in 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

(e) Quantities imported with, in each case, the names of the countries of origin, in 1920 and in each of the preceding ten years, or, at least, in 1919, 1920 and in the last year before the war for which figures are available.

D. — CONCERNING CHINA AND THE CONTRACTING POWERS.

(For China and the Contracting Powers only ; for China see Articles 15 and 16 of the Convention, and for the Contracting Powers see Articles 15, 17, 18 and 19.)

16. (a) Please furnish a summary of the laws or regulations in force with reference to Articles 15, 16, 17, 18 and 19 respectively of the International Opium Convention, mentioning their titles and the dates on which they came into force.

(b) Please annex ten copies of the respective texts of these laws or regulations.

17. Please give a general account of the administration and working of these laws or regulations and their effectiveness in achieving their object.

In detected cases of smuggling, please give a statement of the quantities of each of the drugs seized during the last six years, showing the reputed countries of origin and the nationality of the smugglers.

18. Please give statistical information regarding the number and nature, if any, of offences committed annually since the enforcement of the laws or regulations as regards :

(As in the case of Articles 16 and 17, paragraphs a and b apply to China and paragraphs a, c, d and e to the Contracting Powers.)

(a) Smuggling (Article 15).

(b) Sale and distribution, either by Chinese or foreigners, of morphine, cocaine, heroin and their respective salts and of the substances referred to in Article 14 of the Convention (Article 16).

(c) Opium-smoking and keeping of opium dens (Article 17).

(d) Sale of raw or prepared opium (Article 18).

(e) Illegal import into China in the form of postal packages, as well as the illegal transmission through the post offices from one place in China to another, of opium (raw or prepared), morphine, cocaine, heroin and their respective salts, and of the other substances referred to in Article 14 of the Convention (Article 19).

19. What measures have been taken to make it an offence to be in illegal possession of the drugs specified in Article 20 of the Convention?

E. — OTHER INFORMATION.

20. Are the provisions of the Convention with regard to cocaine regarded as applying to coca leaves and to ecgonine? If not, are any measures of control applied to the import, etc., of coca leaves and the manufacture, etc., of ecgonine?

21. Have any measures of control been applied to Indian hemp? Has the use of this substance been studied from the statistical and scientific point of view, as recommended by the Hague Conference, and if so, with what results?

22. Have similar measures of control been applied to :

(a) Other derivatives of morphine, cocaine, heroin or their respective salts?

(b) Other alkaloids of opium which have been shown to be liable to similar abuse and productive of like ill effects?

(c) Any other substances which have been shown to be liable to similar abuse and productive of like ill effects?

23. Please supply information, observations or memoranda on any subject in connection with the Convention which may have been omitted from the Questionnaire and which are considered as useful to the League in carrying out the duties entrusted to it.

Note.

Governments of those countries which have Colonies or Possessions (which do not constitute separate Members of the League), or Leased Territories, are requested to furnish similar information with regard to these Colonies, Possessions or Leased Territories. In this case they would greatly facilitate the work of the Secretariat in examining and collating the returns if they would be good enough to send the replies one by one as soon as they are completed, instead of sending them all together, which would necessarily involve a delay.

SUMMARY OF ANSWERS TO THE OPIUM QUESTIONNAIRE 1921,
SUPPLEMENTED BY OTHER RELEVANT INFORMATION AT THE
DISPOSAL OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
DURING ITS SECOND SESSION (APRIL 19th—29th, 1922).

TERMS USED IN CONNECTION WITH THE OPIUM TRADE.

It may be well perhaps to give some explanation with regard to certain technical terms commonly used in connection with the opium trade.

It appears to have been a long-established custom to pack opium for the Chinese market in chests containing sufficient opium to ensure, after allowing for loss of weight during storage and transmission, a minimum net weight on delivery of one picul ($133\frac{1}{3}$ lbs or 60.6 kilos).

Under the present Indian practice, a "provision" chest for export contains at the time of packing a net weight of 140 lbs of raw opium. In each chest there are 40 balls containing $3\frac{1}{2}$ lbs of opium. The outer covering of each ball consists of poppy leaves and paste. There is some loss of weight after packing, but on the other hand, the wrappings of the balls bring up the weight of the contents of the chest to between 150 and 160 lbs. These facts account for certain discrepancies in statistics of weights of raw opium, as well as of the yield of prepared opium. Thus, if the net weight of Indian opium is considered, the average yield of prepared smoking opium is about 66.6 per cent, whereas, if the wrappings of the balls are included, the weight of raw material is thereby increased and the yield reduced to about 60 per cent.

For internal consumption in India opium is packed in "excise" chests, containing $123\frac{2}{7}$ lbs each.

As Chinese weights are commonly used in connection with raw and prepared opium, the equivalents given in the following table may be of convenience for reference :

| | | | | | |
|------------------------|---|-----------------|---|----------------------|-------------------|
| 10 candareens (fan) | = | 1 mace (chi) | | | |
| 10 mace (chi) | = | 1 tael (tahil) | = | $1\frac{1}{3}$ ozs | = grammes 3.79 |
| 16 taels (1 tahil) | = | 1 catty | = | $1\frac{1}{3}$ lbs | = kilo 0.6061 |
| 100 catties (kan) | = | 1 picul | = | $133\frac{1}{3}$ lbs | = kilos 60.61 |

Opium prepared for smoking is commonly known in the Straits Settlements and adjoining countries as "chandou".

Opium "dross" is the residue left in the opium pipe after smoking.

Dross opium is a mixture of opium dross and opium. When smoked, its effects are considered to be more deleterious than those of ordinary prepared opium.

SOURCES OF RAW OPIUM.

A summary of the statistics furnished concerning the production of raw opium will be found in Appendix 1. Of the countries from which returns have been received it will be seen that India's production is considerably the largest, although, as explained later, the figure given does not apparently represent the total Indian production.

On the other hand, the Indian statistics have probably a much better claim to accuracy than those of Turkey, where the average of 432,000 kilos per annum is based on such export statistics for the years between 1896 and 1913 as are given. As a result of the war, many important opium-producing districts have passed out of Turkish control.

As regards other countries, it will be seen that a small production is reported in Japan, Formosa, Korea, Siam, French Indo-China, Bulgaria, Greece and Egypt.

No reply has yet been received from Persia, which is one of the chief producing countries. The average annual amount of Persian opium transhipped at Bombay for the years 1915 to 1918 was 166,000 kilos, and the annual production must considerably exceed this amount.

As regards China, no indication is given of the quantities of opium now being grown, but, from the Chinese Maritime Customs Reports and other official publications, it is clear that there has been a widespread recrudescence of poppy cultivation in the last few years.

Sir John Jordan has suggested that, as a rough approximation, the present production of opium in China may perhaps be taken as 25 per cent of the production in 1907, when measures were first taken for its suppression. The amount of illicit native opium seized by the Customs Administration has risen from 800 kilos in 1915 to 40,000 kilos in 1920, and 58,000 in 1921, while for the same three years the illicit foreign opium seized amounted to 10,000, 7,000 and 10,000 kilos respectively.

By a decree of October 18th, 1919, the cultivation of opium was forbidden in all Egyptian territory, but this decree was abrogated in October 1920, and since then cultivation has been resumed on an increased scale. The statistics given show a gradual increase in cultivation from 1912 onwards.

The present law, in force since 1904, does not make any provision concerning :

- (1) cultivation of the poppy or production of raw opium ;
- (2) places of import or export ;
- (3) export to places which prohibit import ;
- (4) distinctive marks on packages.

In Egypt opium is eaten, not smoked, the practice obtaining chiefly in Upper Egypt.

The returns sent by the Austrian Government give the yield of poppy-seed in 1919 as 687 kilos, though nothing is said as to the use which is made of this seed, while in the Hungarian reply it is stated that the poppy is very generally grown by the peasants throughout Hungary, the seed being used in various national dishes and pastries. In both the Austrian and Hungarian laws there is a special provision, dating back to 1876, against the making of concoctions of poppy-seed for children.

In 1920, experiments were carried out in Hungary on certain experimental farms for the production of opium, and a quantity of 5 kilograms was obtained. Both countries may therefore be regarded as possible fresh sources of opium.

TRADE IN RAW OPIUM.

Appendix 2 gives a summary of the statistics given in answer to the questionnaire so far as they relate to imports and exports of raw opium. These statistics are, however, somewhat misleading, in that some countries (for example,

Hong-Kong) include goods in transit in the returns of imports and exports, while others omit all reference to such goods.

In completing the tables which accompanied the questionnaire, most Governments have taken the "country of origin" as meaning the country from which the opium was last shipped, and which, in many cases, is not the country of production. Thus the United States is the "country of origin" of a large amount of opium imported into Japan and Formosa in 1919 and 1920. From the statistics published in the Foreign Commerce and Navigation Reports of the United States, it would appear that most of this opium was of Turkish origin. (See Appendice 2.)

The returns have also been further confused by varied interpretations of the terms "special trade" and "general trade" which appear in the forms sent out with the questionnaire.

For these reasons it is generally impossible to reconcile the total imports into one country from another with the corresponding returns from the second country. There is also the further inherent difficulty that cargoes at sea at the end of any year appear in different years' returns of the exporting and importing countries, as well as the fact that the statistical years are not in all cases the same.

USE OF OPIUM FOR SMOKING AND EATING.

Statistics relating to the use of prepared opium are given in Appendix 3.

The habit of eating opium is largely confined to Indians, and of smoking to Chinese; and wherever there are emigrants of these races, a demand for opium is found. Any measures for the suppression of opium-smoking among the Chinese at home or abroad must depend largely for their success on the existence of a strong public opinion against the use of opium in the Chinese communities concerned.

It will be convenient to deal with countries individually and to consider the Indian position first.

INDIA

Figures showing "the area under poppy cultivation and out-turn of opium in the United Provinces" are given in Appendix 1, but from a pamphlet entitled "The Truth about Indian Opium", issued by the India Office in 1922, it appears that in addition considerable quantities of raw opium are purchased annually from the Native States, and that land in other provinces has been brought under poppy cultivation "to supply the deficiency in the United Provinces output."

From the statistics given in this pamphlet, the following table has been deduced:

AVERAGE INTERNAL CONSUMPTION OF OPIUM IN BRITISH INDIA.

| Period. | Excise Chests. (123 ² / ₇ lbs.) | Kilos. | Grammes per head. (population 247 mill.) | Grains per head. |
|---------|--|---------|---|------------------|
| 1911-19 | 8,172 | 458,000 | 1.86 | 28.6 |
| 1918-19 | 7,686 | 431,000 | 1.75 | 26.9 |

If an annual internal consumption of between 430,000 and 460,000 kilos is added to the figures of export given in Appendix 2, it will be seen that the export and consumption considerably exceed the total annual production as given in Appendix 1.

This excess is no doubt met by the cultivation in other provinces and the purchases of opium from the Native States referred to above. The figures given in Appendix 1 must not, therefore, be taken as representing the total Indian production.

The consumption for the whole of India, including the Native States, with a total population of about 320 millions, would on the same basis amount to approximately 575,000 kilos per annum.

Throughout India trade in smoking opium is prohibited, though the private concoction of smoking mixtures from raw opium is not illegal. Raw opium is obtainable only from licensed vendors, who may not sell more than certain fixed amounts to any one individual, and the number of licensed shops in any area is fixed with regard to the moderate needs of legitimate consumers, so that in these ways the consumption is controlled.

The tendency towards decreased consumption per head in the last few years is ascribed to the increased price of opium and to the further restrictions which have been placed on its use.

In Burma the position is similar to that in India except that the sale of opium to Burmans in Upper Burma for other than medical purposes is absolutely forbidden ; while in Lower Burma opium may only be sold to such Burmans as have been registered as opium consumers. The numbers of registered consumers have been reduced from 12,000 in 1912 to 5,400 in 1920.

The attitude of the Government on the question of total prohibition is so important that it may be well to quote here a statement made by the Government of India in 1911, and reiterated in 1921, to which reference has been made in the Indian reply to the questionnaire :

“ 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 conclusion 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”. And again : “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 Indian position is now further complicated by the recent constitutional changes under which excise is a transferred subject, and legislation dealing therewith must originate with the local governments.

CHINA.

The statistics furnished along with the answers to the questionnaire show that declared imports of raw opium have dropped from 2,240,000 kilos in 1910 to 8,300 kilos in 1920, the imports since 1918 being to territories under Japanese control only. The exports have ceased since 1915, according to the returns given by the Chinese Government, though it will be seen that the supply of opium from Yunnan to French Indo-China has never entirely ceased (Appendix 2 — Indo-China). The Chinese laws contain prohibitions against :

(a) The planting of poppy (eleven articles) ;

(b) The manufacture, sale and possession of opium and opium-smoking paraphernalia, as well as the opening of opium-smoking establishments (Articles 266, 275 of the Chinese Provisional Criminal Code) ;

(c) The manufacture, sale and possession of morphia or cocaine, as well as morphine or cocaine injecting instruments (1914, twelve articles) ;

and, on the other hand, regulating :

(d) The opening of drug-dispensing establishments (1915, thirteen articles) ;

(e) The sale of opium, morphia and cocaine, etc., for the manufacture of drugs (1915, thirteen articles).

In the answers to the questionnaire, after referring to the successful suppression of the cultivation of the poppy, completed in 1917, the report goes on to say that :

" In consequence of China's participation in the Great War there was some illicit planting of poppy in areas where military operations were in progress, north and south, either through laxity of control or failure to investigate ; but as soon as these cases were discovered capable officials were sent to make enquiries and the crops were at once eradicated. "

Other typical extracts are as follows :

" (Prepared Opium). In addition strict prohibitions have been promulgated repeatedly. "

" Ever since the suppression of opium in China trade in the drug has been vigorously forbidden. Export of opium has therefore been under prohibition from an early date. "

" After the joint investigation and completion of the prohibition (in 1911) the manufacture, sale and consumption of prepared opium were totally interdicted in China. Occasional infractions of the law were punished and the opium collected and destroyed. Such being the case there is nothing to report respecting the matters mentioned in this question. "

" Prepared opium is made from raw opium. At the present time, China, having forbidden the production of raw opium, prepared opium will cease to be made as soon as the entry of foreign opium into the

country is completely stopped. The Chinese Government has this matter under consideration at the moment."

How far the reply represents the real conditions in China may be judged from the following extracts from the reports of the Chinese Maritime Customs Administration for 1920:

"This narcotic [opium] is at present imported only into the Leased Territories of Dairen and Kiaochow, and amounted to 136.20 piculs as compared with 333 and 156 piculs in 1918 and 1919 respectively. With the above exception, opium has accordingly disappeared from the Customs returns as an article of import. This, it is feared, does not imply that the Chinese masses have been weaned from their pernicious habit of smoking opium, and there is good reason to believe that the poppy plant is still being extensively cultivated, more or less surreptitiously, in several provinces. In addition to this home-grown supply, it is known that, owing to the extreme ease with which the drug lends itself to concealment, considerable quantities of opium are smuggled into China, in spite of constant vigilance on the part of the Customs officers.

"The quantities of opium, morphia and cocaine seized by the Chinese Custom-houses during the last four years are given below:

| YEAR | OPIUM | | | | MORPHIA | COCAINE | |
|-------------------|----------|-------|-------|------|---------|---------|-----|
| | Lbs. | Tons. | Cwts. | Qrs. | Lbs. | Lbs. | |
| 1917 ¹ | 20,468= | 9 | 2 | 3 | 0 | 219 | 32 |
| 1918 | 26,676= | 11 | 18 | 0 | 20 | 147 | 15 |
| 1919 | 48,375= | 21 | 11 | 3 | 19 | 213 | 164 |
| 1920 | 96,627= | 43 | 2 | 2 | 27 | 742 | 264 |
| <i>Total:</i> | 192,146= | 85 | 15 | 2 | 10 | 1,321 | 475 |

HARBIN.

"One of the factors which contributed to the increased smuggling of opium into this district was the poppy growing in Siberia, under Red Government encouragement, in the Pashkova district, east of the Burea River."²

ANTUNG.

"About a legitimate opium traffic there is, of course, nothing to say, since none has existed for years; but, regrettably, much might be said of the contraband trade from Korea by railway, which is not adequately deterred by the constant confiscation of opium derivatives or the penalties inflicted upon offenders when caught."

WANHSIEN.

"There was a tremendous illicit traffic in opium, most of which came from Kweichow. Nearly 22 piculs were seized by the Wanhsien Maritime Customs, besides which huge quantities were transported by the military, who used the drug to defray military expenses. In a number of instances soldiers received their pay in opium. The drug was openly indulged in everywhere, and the price in the streets for a

¹ April to December.

² In this connection information has been received regarding the grant in 1921 by the Vladivostock Government of a monopoly to the "Siberian Opium Monopoly Bureau". The Bureau recently attempted, without success, to obtain from India "not less than 180,000 lbs of opium" before February 1923, but there are, of course, other sources of supply.

small box containing enough of the narcotic for three pipes was 80 cash, or 4 ½ cents."

ICHANG.

"In consequence of large additional areas of land having been devoted in the provinces of Kweichow, Yunnan, and Szechwan to the cultivation of poppy, that most lucrative of crops, opium smuggling between Chungking and Ichang increased enormously during 1920 as compared with former years, the quantity seized by the Ichang Customs alone amounting to 120 piculs or 7 ½ tons."

AMOY.

"An abundant harvest was reaped during the early part of the year from the poppy fields planted in 1919. Consequently, an immense quantity of opium found its way into Amoy, where it was either sold for local consumption or smuggled to the two principal centres of distribution, Hong-Kong and Shanghai. It is therefore no wonder that unusually large seizures, amounting to 53.76 piculs, valued at \$ 220,670, were made during the year, and, judging from the amounts confiscated here and in Hong-Kong, the activities of the opium ring are evidently continuing unabated. With a view to checking the recultivation of the fields, an Anti-Poppy-Cultivation Association was formed in Amoy, under the auspices of prominent members of the local gentry. Such efforts are, of course, highly commendable; but the difficulties in the way are so many and great that definite results can hardly be hoped for. Beancake statistics (nearly 1 million piculs imported), together with the diminished activities of robber gangs, tell their tale of intensive cultivation and liberal profits."¹

MENGTZ.

"Opium production, traffic, and smoking in South Yunnan are nowadays as noticeable as ever. The smuggling of the drug into Tonkin, where it is purchased by the French Government, is carried on to an enormous extent, and the large seizures made by the Chinese Maritime Customs and by the French Customs only indicate the importance of the illicit traffic."

Sir John Jordan ascribes the present recrudescence of poppy cultivation in China as primarily due to the disturbed state of the country. Other contributory causes he considers to be:

(1) the immense quantities of morphine sent to the Far East from Europe and America during the past four or five years, of which much was smuggled into China;

(2) smuggling of foreign opium into China when the production of native opium had practically ceased;

(3) the continued supply of opium to Chinese communities outside of China.

JAPAN.

Opium smoking is prohibited in Japan, and the few offenders are almost all Chinese. The manufacture of prepared opium is also prohibited.

¹ It is only fair to state that from later information it would appear that the anti-opium campaign here referred to was successful, as the supply of illicit opium from Amoy to Hong-Kong, very large in 1920, practically ceased in 1921.

FORMOSA.

The opium laws in force provide for a government monopoly of the manufacture of prepared opium and for the registration of smokers. The number of registered smokers has declined from 100,000 in 1910 to 49,000 in 1920, and it is estimated that in 15 years the practice will have ceased. The amounts of opium prepared and consumed have not, however, fallen quite so rapidly, and the explanation has been suggested that old addicts require larger doses to satisfy their cravings. Based on the figures for the years 1918 to 1920, the consumption works out at .1 tael per head per day for each registered smoker. The very high import of raw opium in 1920 may be explained by a favourable market, but if so, subsequent years should show a rapid decrease.

CHOSEN (KOREA).

Opium smoking is prohibited, though there would appear to be a considerable number of offences against the law by Koreans and Chinese.

KUAN-TUNG.

There is no factory for the preparation of opium, but raw opium is given to dealers for manufacture and sale to "officially recognised opium addicts." A further ordinance regulating traffic is under consideration.

Registered consumers have decreased from 5,000 in 1911 to 2,980 in 1912 and 2,808 in 1920, though it has been explained that considerable numbers of Chinese who are not registered succeed in obtaining opium for smoking. New regulations providing for more active control are now under consideration.

The returns for 1919 and 1920 show a large increase in the detected cases of smuggling of raw opium, which appears to come chiefly from Russian territory.

TSING TAO.

A new law has been introduced, with effect from January 1921, which will make the regulation of the traffic more stringent. Smoking is limited to registered opium addicts; the amounts allowed to individuals are to be gradually reduced, and no new registration is to be permitted. The import, manufacture and sale of opium are limited to licensed persons, and retail purchases may only be made by persons who hold permits. Total suppression is considered possible in five years, the amount consumed being reduced by 20 % each year. The figures in Appendix 3 show a very large increase in consumption after 1915, and this is explained by the return of the population, which had scattered on the outbreak of the war. The consumption per head per day for registered smokers works out at .16 tael for 1920. It is too early to judge of the effect of the new law.

WEIHAIWEI.

Permits for the import of opium are necessary, and permits to smoke opium are issued to confirmed smokers by a Government medical officer. There are no opium divans. The number of registered opium-smokers in 1920 was 58, and from the consumption figures for the years 1915 to 1920 it may be deduced that each smoker smokes on an average .06 tael of prepared opium per day.

HONG-KONG.

The policy of the Government is to control and reduce opium-smoking as far as possible, and, with this in view, steps were taken in 1908 to abolish all opium divans, and in 1914 a Government monopoly was established, since when all

opium imported for consumption has been imported direct by Government and prepared at the Government factory.

The price of monopoly opium has been gradually raised until it now stands at \$14.50 per tael, and if it is assumed that .1 tael per day is a small amount for the average opium smoker to consume, it will be seen that smoking has become a very expensive luxury. In spite of the rapid increase in the population from 450,000 in 1911 to over 600,000 in 1921, the consumption of monopoly opium has decreased considerably in recent years, as is shown in Appendix 3; but with the renewed growth of the poppy in China, an enormous increase in the smuggling of illicit opium into the colony appears to have sprung up.

MACAO.

It will be seen from Appendix 2 that the export of raw opium from Macao has ceased since 1915. For the years 1916 to 1920, there has been an average import of raw opium of about 34,000 kilos, an average manufacture of 19,400 kilos, equivalent to about 57% of the raw opium imported, and an average export of prepared opium of 9,000 kilos. Previous to 1916, Mexico is given as the destination of this exported prepared opium, and since 1916, Chile. The average amount per annum of opium consumed locally in the five years from 1915 to 1920 would, by deduction of the export from the manufacture, be 10,400 kilos per annum. The population of Macao is about 85,000, and the corresponding figure of local consumption for Hong-Kong, with a population of over 600,000, is 17,400 kilos. The opium prepared for consumption in Macao would therefore seem to be much in excess of the legitimate needs of the population of the colony, and it would appear likely on these grounds that some considerable portion finds its way out of the colony.

The farming system, by which the exclusive right to manufacture prepared opium is granted to the private individual or company which offers the highest price, still obtains in Macao, a system which was abandoned in the Straits Settlements in 1910 and in Hong-Kong in 1914, because it was considered inseparable from serious abuses, it being to the pecuniary advantage of the farmer and his agents to encourage as far as possible the use of the drug.

At the meeting of the Advisory Committee the representative of Portugal drew attention to the fact that the annual imports of opium to Macao since 1913 were much smaller than in earlier years (Appendix 2).

SIAM.

A new opium law was introduced in 1921, and it is too soon to judge of its effects. Under this law the import and export of all opium is forbidden except under licence, retailers of opium must be licensed, smokers must either smoke in retail shops or be specially licensed to smoke in their own homes, and only retail shops or licensed smokers may possess opium pipes. Provision is also made for the registration of all smokers at some future date. The farming system was abolished in 1908, and the control of opium generally, including purchase and manufacture, was taken over by Government.

Smuggling is difficult to prevent, owing to the extended frontiers and to the extra-territorial rights of foreign nationals, which rights are said to hamper the Siamese Administration. From the figures given, the consumption of opium appears to remain fairly constant from year to year.

FRENCH INDO-CHINA.

Action was begun in 1907 with a view to controlling and eliminating the abuses in connection with the use of opium, and successive measures, of which the decree of 1919 was the last, have been taken to this end. The sale of opium is confined to the opium administration, and stricter supervision is being introduced daily. Selling prices of opium have been increased from \$88 per kilogram in 1907 to \$187 in 1920 (equivalent to about \$7 per tael); the sale of opium

dress is forbidden ; and the suppression of public divans throughout Annam and Tongking — that is, for more than two-thirds of Indo-China — has been effected. The number of confirmed opium smokers is estimated not to exceed three per thousand of the total population of 20 millions. About 70 % of the smokers are Chinese. As a result of these measures it is claimed that consumption has been diminished by 45 % since 1907. This figure is based on a comparison of the consumption of 111,000 kilos in 1907 and an average of 60,000 kilos for the years 1919 and 1920.

The figures of Appendix 3 show a considerable increase in consumption between 1916 and 1918, which at first sight would indicate less favourable conclusions ; but the increase for this period is paralleled by similar increases in other Eastern countries during the same period. In Indo-China this temporary increase is explained by special conditions created by the war, by the unprecedented prosperity due to two exceptional rice crops, by the enormous increase of exports and by the influx of about 50,000 Chinese labourers.

The figures for 1916-1918 being regarded as abnormal, it will be seen that steady progress is being made towards suppression, and, in considering the results achieved, it is only fair to compare, as has been done, present conditions with conditions in 1907, when the Government began its campaign against opium.

In short, it is shown that the policy of progressive suppression of opium in Indo-China, followed uninterruptedly, though perhaps less vigorously, during the war, but resumed energetically by the decree of 1919, now shows signs of being realised.

In the answer to the questionnaire no reference was made to the leased territory of Kwang Chan Wan, but the representative of France explained that the decree of July 1919 for the gradual suppression of the opium traffic in Indo-China has been made applicable also to this territory and that imports of opium have fallen from several thousands of chests before 1914 to 600 chests and then to 300 chests in 1919. The population is about 200,000, practically all Chinese.

STRAITS SETTLEMENTS.

A government monopoly was established in 1910 for the manufacture of prepared opium for use in the Straits Settlements and the Malay States. A gradual reduction in smoking-room licences, from 503 in 1909 to 211 in 1921, has taken place, and the price of prepared opium has been increased from \$3 a tael in 1910 to \$12 a tael at present. In 1920 an attempt to reduce consumption by issuing a 90 % ration to the opium divans had to be abandoned, owing to the dissatisfaction produced and to the hoarding and profiteering in supplies of opium which resulted.

No statistics of the Chinese population have been given, and the import and consumption of opium have only been stated for the years 1913, 1919 and 1920 ; it is not therefore possible to deduce whether there has been any reduction in the consumption per head of the Chinese population of the Malay Peninsula.

MALAY STATES.

No raw opium is imported, but supplies of prepared opium are imported from the government factory in Singapore, and a system similar to that in the Straits Settlements obtains throughout the Malay States. Appendix 3 shows the annual consumption in the Federated and in four of the Unfederated Malay States.

BRITISH NORTH BORNEO.

In 1914, a government monopoly for the purchase of opium and 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 per annum in the years 1918 to 1920, that is by 27 %; while the Chinese adult male population has increased from 30,200 in 1915 to 37,600 in 1919, an increase of 21.2 % only. This increased consumption per head has taken place in spite of successive increases in the sale price. The largest packet of prepared opium now sold contains 5 hun (equivalent to $\frac{1}{20}$ of a tael) and costs 47 $\frac{1}{2}$ cents, a price of \$9.50 per tael, compared with \$12 in the Straits Settlements and \$14.50 in Hong-Kong. Opium may be smoked in licensed houses or privately.

The Court of 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.

BRUNEI.

A government monopoly is established for the sale of prepared opium purchased direct from the Straits Settlements Government. The annual consumption shows a tendency to increase, though not in as high a proportion as the Chinese male population has increased during the same period.

DUTCH EAST INDIES.

The cultivation of the poppy is forbidden throughout the Dutch East Indies. Raw Indian opium is purchased by the Government and is prepared in the Government Opium Monopoly Factory only and packed for sale in sealed metal tubes. In some districts the sale of opium is absolutely forbidden, and outside the prohibited zones the possession of certain maximum amounts is permitted, subject to various restrictions.

The measures adopted have led in many districts to a marked decrease in the use of opium, especially by the native population, and in some to complete suppression. Previous to 1913, the opium monopoly in parts of the Dutch Indies was leased out to opium farmers, but in 1913 the last lease expired and the Government monopoly system was extended to the whole territory.

Only chandu is now sold, though it was formerly the custom to sell raw opium to native rulers and certain other mixtures and preparations of opium for consumption by natives and Chinese. In 1920 the consumption of opium in Java and Madura amounted to 3.32 mata¹ per head (costing .83 guilden); 60 % of the total is consumed by natives, the average being 2 mata per head (costing .50 guilden) for the native population, while 40 % is consumed by Chinese with an average of 120.4 mata (costing 30.41 guilden per head). In the Dutch East Indies, excluding Java and Madura, 13 % of the total opium is consumed by natives and 80 % by Chinese. Efforts are being made to restrict the use of opium as far as possible and to prevent a new generation acquiring the habit, but as long as the contraband trade in narcotics is not effectively checked by international measures, the abolition of the Government monopoly in the Dutch East Indies would not, it is considered, lead to any decrease in the consumption of opium.

CEYLON.

Under various laws dated from 1910 to 1916, the import and sale of opium has been brought under the direct control of the Government. Opium may only be possessed and sold by authorised persons, and a system of registered opium consumers has been established. Raw and prepared opium are sold only to registered consumers for eating and smoking. The price has been raised from time to time, and the consumption of both kinds is decreasing. The number of consumers has been reduced from 24,000 in 1910 to 12,000 in 1920, and the allowances have been diminished. Considerable quantities of opium and opium products are, however, smuggled into Ceylon and used by the natives.

¹ 1 mata = .01 tael.

IRAK (Mesopotamia).

The policy of the Government, as set out in a pamphlet enclosed with the reply to the questionnaire, indicates that a system is being established of small monopolies, to be granted to individuals in districts where opium-smoking is prevalent enough to demand regulation. In other countries this farming system has been found to give rise to serious abuses, and steps have generally been taken to abolish it in favour of a government monopoly.

Legislative measures, to bring the law and practice into closer conformity with the Opium Convention, are now being considered. The statistics given are insufficient to base any conclusions upon, but fuller statistics are promised in future.

FRENCH COLONIES.

French Indo-China has already been considered. In the French Settlements in India, there is a small consumption of opium imported from British India by the French Administration. Consumption is said to be declining, but complete suppression of opium-eating and smoking cannot be effected until a similar policy has been brought into force in British India.

In the French Oceanic Settlements, there has long been a demand for opium for the use of Chinese settlers, and in 1896 a government monopoly was established. In 1916, it was decided to put a stop to the practice of smoking within five years, and since December 27th, 1921, smoking has been illegal. In the other French colonies there seems to be no widespread use of opium.

BRITISH COLONIES.

Opium is little used in British Colonies other than those which have been dealt with above. In Zanzibar, however, it has been used to some extent, principally by Indian and Persian residents. With a view to suppressing the habit, a system of registration was introduced, under which the drug is sold in the form of small pills to registered consumers, at cost price, so as to eliminate inducements to smuggling. The methods adopted seem to have been very successful and, consumption has been reduced from 80 kilos in 1916 to 20 kilos in 1921, and it is hoped that in 12 or 15 years it will have ceased altogether.

GENERAL.

On the question of policy, most of the Governments of countries where opium is largely consumed are agreed that complete suppression of the habit of opium-smoking is not practicable at present. Various reasons are assigned for this conclusion: — that, if the Chinese cannot obtain opium legally, they will do so by other means; that to prevent smuggling and enforce prohibition effectually an army of detectives at enormous cost would be required, which, in the words of the Indian Government, “ 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 ”; that if too rigid measures for curtailing the supplies of opium were enforced, an increased use would be made of alcohol or of morphine and cocaine, which, being less bulky, are more easily smuggled, and which are likely to give rise to greater evils. For these and similar reasons they consider that a policy of regulating consumption and keeping the abuses within bounds is the only practical one, so long, at any rate, as the poppy continues to be cultivated on any extensive scale and supplies of opium are obtainable.

As evidence of the difficulties with which Governments have to contend, the reply to question 23 by the Government of Ceylon, which appears to have done much to reduce the consumption of opium, is instructive :—

“ The restrictions on cocaine appear to be effective, but the restriction of opium and prohibition of Indian hemp are frequently evaded by illicit dealers. These drugs are part of the regular pharmacopœia recognised by physicians, both for men and beasts. In spite of unremitting prosecutions, illicit purveyors grow, smuggle and steadily maintain a voluminous supply.”

MEDICINAL OPIUM, MORPHINE, COCAINE, ETC.

An exhaustive analysis of the various laws dealing with the derivatives of opium and cocaine would not be of much value at the present time in view of the fact that recent legislation on the subject has been enacted in a great many countries and sufficient time has not elapsed to allow of the efficacy of the new laws being tested, while in several other countries legislation is now under consideration.

Appendices 4 and 5 give a summary of the most important of the statistics relating to drugs, furnished in the replies to the questionnaire. The summary is necessarily incomplete owing to the fact that some important countries have not yet sent any reply, and in many others there has hitherto been no machinery to enable such statistics to be supplied, though steps are, generally speaking, being taken to remedy this state of affairs.

As before, it will be convenient to deal with countries in an order based on geographical considerations.

CHINA.

From the appendices it will be seen that, for the years 1915-17, an average amount of 1,500 kilos of morphia and 200 kilos of cocaine were imported, in both cases almost entirely from Japan, but that, from 1918 onward, the imports apparently ceased altogether. From the Customs seizures of illicit drugs, however, it is clear that large quantities of drugs were still finding their way into China in 1920.

The details of the seizures show that the morphine, heroin and cocaine arrive chiefly from Japan, and this is confirmed by the following extract from the report of the Chinese Maritime Customs for 1920 :

“TIENTSIN. Large quantities of morphia have been seized on arrival from Japan during the year, the total amount being 615 lb. (including 18 lb. of cocaine), valued at Hk. Taels 300,000, of which 414 lb. were discovered during the December quarter. It cannot be claimed that this is a large proportion of the amount arriving, because the Maritime Customs is a revenue-collecting, rather than a preventive, service. It can thus be taken for granted that this contraband trade is assuming enormous and alarming dimensions.”

JAPAN.

A new law has been introduced, with effect from January 1st, 1921, and it is claimed that the control of the traffic in drugs is now very efficient. It will be seen from Appendix 1 that the import of raw opium has gone up from an average of 700 kilos in the years 1910-12 to 11,000 kilos in 1918, 33,000 in 1919 and 30,000 in 1920. The large 1919 and 1920 imports are said to be due to a drop in the price of opium, of which advantage was taken, and the annual normal requirements are put at from 18,000 to 21,000 kilos. A further explanation given for the increased annual import is that the war cut off the supplies

of medicines from abroad and necessitated a large increase in the home manufacture of morphine and consequently in the opium required for that purpose. The quantities of salts of morphine and heroin manufactured have, it is true, increased from nothing in 1914 to 3,600 and 4,900 kilos respectively in 1920. But as imports of morphine have gone up from 600 kilos in 1910 to 11,600 in 1919, and 24,000 in 1920, and of heroin from 17 kilos in 1910 to 2,800 kilos in 1920, the explanation given would scarcely seem adequate. The imports of cocaine during the same period have increased from 420 kilos to 3,500 kilos.

While manufactures and imports have both increased to a great extent, the export of these drugs is negligible. Either, then, there is an enormous increase in the home consumption, for which no statistics are said to be available, or else a very large illicit export traffic has sprung up, which, in view of the reports already referred to from China, would seem to be the true explanation.

It is possible that the new law, which was brought into effect on January 1st, 1921, will do away with the abuses indicated.

Attention may here be drawn to the serious discrepancies between the export of drugs from Great Britain to Japan as shown in the British returns and the imports to Japan from Great Britain as shown in the Japanese returns. The figures are as follows:

| JAPANESE RETURNS | | | | | | BRITISH RETURNS |
|---|----------|--------|-------------|--------|--------------------------|--|
| IMPORTS OF MORPHINE AND HEROIN Country of origin — England | | | | | | Exports of Morphine and Heroin and their salts from Gt. Britain to Japan and Japanese territory. |
| | TO JAPAN | | TO KUANTUNG | | Total. Japanese imports. | |
| | Morphine | Heroin | Morphine | Heroin | | |
| | lbs. | lbs. | lbs. | lbs. | lbs. | lbs. |
| 1910 | 851 | — | 0 | 0 | 851 | — |
| 1911 | 1,332 | 73 | 23 | 75 | 1,503 | 3,647 |
| 1912 | 1,337 | 97 | 201 | 75 | 1,710 | 7,769 |
| 1913 | 4,581 | — | 5 | 94 | 4,680 | 15,757 |
| 1914 | 6,119 | — | 1,957 | 106 | 8,182 | 22,008 |
| 1915 | 18,497 | — | 6,110 | 106 | 24,713 | 12,796 |
| 1916 | 35,890 | 12 | 1,865 | 131 | 37,898 | 7,257 |
| 1917 | 37,201 | — | 4,152 | 156 | 41,509 | 1,825 |
| 1918 | 7,483 | 57 | 22 | 187 | 7,749 | — |
| 1919 | 2,362 | 94 | 25 | 234 | 2,715 | — |
| 1920 | 11,333 | 34 | 72 | 275 | 11,714 | 1 |

COCAINE

| | JAPANESE RETURNS | | BRITISH RETURNS | |
|------|----------------------------|--|---------------------|---|
| | Import from Great Britain. | | Re-export to Japan. | Export to countries not specified (presumably including Japan). |
| | lbs. | | lbs. | lbs. |
| 1910 | — | | — | — |
| 1911 | 142 | | 8 | 208 |
| 1912 | 77 | | — | 168 |
| 1913 | 53 | | 32 | 19 |
| 1914 | 110 | | 152 | 154 |
| 1915 | 12 | | 31 | 1,011 |
| 1916 | 1,274 | | 0 | 458 |
| 1917 | 1,902 | | 0 | 33 |
| 1918 | 1,085 | | 0 | 100 |
| 1919 | 71 | | 0 | 245 |
| 1920 | 531 | | 0 | 310 |

No light has been thrown on the methods by which such large quantities of drugs were apparently exported from Great Britain without the knowledge of the customs authorities, and the matter calls for further investigation.

FORMOSA.

It is stated in the replies to the questionnaire that "crude morphine is produced as a by-product in the process of manufacture of prepared opium by the Monopoly Bureau of the Government of Formosa" (a practice which seems to be without parallel elsewhere). As regards the destination of the morphine, it has been explained that the Formosa laws prohibit the manufacture of salts of morphine, and that the crude product is supplied to drug manufacturers in Japan proper; the absence of any reported export of morphine from Formosa is accounted for by the fact that the returns given only refer to foreign trade, and do not cover internal trade between Japan and her territorial possessions.

As in the case of Japan, a new law dealing with the drug traffic came into effect on January 1st, 1921.

CHOSEN (Korea).

Practically no statistical information has been given, and it is therefore impossible to say to what extent traffic in drugs exists. That the position is not satisfactory may be inferred from the extract from the 1920 Chinese Customs reports concerning Antung already quoted.

KUAN-TUNG.

No figures are available of the consumption of the drugs in Kuan-tung, and no explanation is given of the comparatively large quantities of morphine, heroin, codeine, and cocaine imported into Kuan-tung since 1914. The figures for 1919 and 1920 show a large increase in the detected cases of smuggling of morphine and cocaine, the former said to come from England and the latter from India.

TSING-TAO.

The law with regard to drugs was revised on January 1st, 1919, and it is claimed that cases of illegal trade are now almost unknown. For 1919 and 1920, records show that there were many cases of the smuggling into the leased territory of opium, chiefly by Chinese, and of morphine and heroin by Japanese, the amounts involved being 56 kilos of morphine and 71 kilos of heroin.

WEIHAIWEI.

Minute quantities of the drugs are imported for local medical use only.

HONG-KONG.

Import is allowed under licence only, and retail dealers are required to keep records of transactions. No statistics are available. There is no evidence of abuses in connection with the manufacture or sale of drugs. Further legislation is under consideration.

MACAO.

No statistics are given for medicinal opium or for derivatives of opium, cocaine, etc. These can only be dispensed under medical prescription.

SIAM.

The Morphine and Cocaine Act of 1913 governs the traffic in the drugs. It is claimed that Government control is satisfactory, that there is no extensive abuse of cocaine in Siam, and that the utmost possible is done to confine the use of morphine to legitimate purposes. There is no manufacture or export of the drugs.

FRENCH INDO-CHINA.

The French home legislation has been adopted in French Indo-China. Little information is given as to the use of the drugs in the country.

BRITISH NORTH BORNEO.

The Cocaine Ordinance 1914 provides that cocaine and its derivatives can only be imported by medical practitioners, except with the permission of the Principal Medical Officer, and can only be possessed by other people under medical prescription.

Nothing is said as to export. It is claimed that the Ordinance is effective, but no statistics are given. No reference is made to any law dealing with medicinal opium, morphine, heroin or any allied drugs, except bhang (see "Indian Hemp", page 29), and no law presumably exists. The quantities consumed are unknown, but statistics are to be kept in future.

STRAITS SETTLEMENTS.

The traffic in drugs is regulated by the Drugs Ordinance. For export a permit is required, and the licensing officer *may* refuse an export permit *at his discretion*, unless the exporter can produce satisfactory evidence that the drugs are required for legitimate purposes. (When the importation certificate system is put into effect, the licensing officers will be bound to refuse permission to export unless a certificate from the authorities of the importing country is produced.) Books and records of transactions in the drugs have to be kept. There is no manufacture of the drugs. No figures of home consumption are available. There is a small export to the Malay States.

MALAY STATES.

In the Malay States there is no manufacture of drugs, and all applications for permission to import are scrutinised by a Senior Medical Officer before authorisation, and the import is thus restricted to the legitimate requirements of the country. The imports are small, and there is no evidence of abuses of the drugs.

DUTCH EAST INDIES.

The sale of medicinal opium, morphine, cocaine and derived drugs is restricted to chemists, physicians and veterinary surgeons who are required to keep detailed records of all transactions. Wholesale trade is only permitted to persons specially authorised by the Governor-General, and import and export are closely regulated.

There are no factories in the islands and no export of any dimensions. The small amount of imports may be taken as required for the legitimate medical uses of the territory.

INDIA.

The sale and manufacture of morphine, etc., is limited to licensed dealers or chemists, and retail sale is only permitted on medical prescription. The same

applies to cocaine, though in practice no cocaine is manufactured. Morphine is only manufactured at the Government factory at Ghazipur. The present rules permit of export without reference to the destination, but the Government is prepared to adopt the importation certificate system. Medicinal opium is not at present included in the legislation which deals with morphia drugs. The local governments are being asked to consider this point, as also the inclusion of heroin.

CEYLON.

The drugs are only imported by Government, and medical practitioners, etc., must purchase their supplies from the Superintendent of Civil Medical Stores under prescribed conditions. The restrictions as regards cocaine are reported to be effective, but there is evidence of considerable illicit supply of opium products, which are much used in native medicines. Morphia is manufactured in Ceylon in a Government factory, but the amount involved is small, and is apparently intended for local consumption.

TURKEY.

No statistics exist for the trade in drugs. At present there appears to be no control of the production or export of opium or of the introduction of drugs such as cocaine, morphine, etc., and their salts. It is evident from the seizures that have been made by the Allied police that there is a considerable clandestine traffic in the drugs, and it would appear from the local press that there has been a large increase in the consumption of cocaine in Constantinople.

ROUMANIA.

It is stated that import of the drugs is only permitted for medical purposes. Comparatively large quantities of medicinal opium, opium products and cocaine are imported, but no information is given as to the uses to which these are put, and no copy of the law on the subject has yet been received. Further information is promised.

BULGARIA.

There is no manufacture of morphine or cocaine, and no information is available regarding the manufacture of medicinal opium, or the import and export of any of the drugs. Bulgaria did not sign the Hague Convention, and there are no laws on the subject of opium and its products. Under the Peace Treaty, however, she is pledged to enact such laws.

GREECE.

New laws have been brought into force in 1920-21 to regulate the traffic, but it is too early to judge of their efficacy. There are no factories. No statistics are available.

EGYPT.

A decree has been drawn up for regulating the import and export of the drugs with which the Convention deals, but owing to the political situation no decision has been taken as to its issue.

The restrictions concerning the retail trade of drugs in pharmacies are said to be fairly satisfactory, but the wholesale manufacture, sale and export of opium and drugs are not at present regulated by law. Further action would therefore appear to be necessary.

ALBANIA.

There is no production or manufacture of any of the drugs. Import is only for medical purposes, and the amount does not exceed 10 kilos per annum. There is no export. The Albanian Government is willing to enact laws to further the objects of the Convention.

ITALY.

Hitherto control over the traffic in drugs has been exercised under the various health and pharmacy laws. No accurate statistics are available for 1920 or previous years. Certain statistics of imports during 1921 have been supplied. (See Appendices 2, 4 and 5.)

A new Act has just been signed which provides for the full and complete application of the Opium Convention within the Kingdom and Colonies, and the necessary regulations to give effect to this measure are now under consideration.

Provision is being made for the keeping of statistical records.

SWITZERLAND.

The regulation of the drug traffic is a matter for the cantonal administrations, and is dealt with generally under the pharmacy laws.

For some time abuses in connection with wholesale dealings in drugs, particularly cocaine, have been increasing, more especially in the Canton of Geneva, and to meet these abuses a law has been brought into force in that canton with effect from March 10th, 1922. The new law does not, however, deal with the export of drugs.

The main factories for opium and cocaine derivatives are at Bâle, Zofingue, Berne, and Nyon. Statistics are given in Appendices 4 and 5.

FRANCE.

The use of opium and its derivatives, cocaine, etc., is regulated by laws of 1845 and 1916. Importers, manufacturers, chemists, etc., must file declarations before they deal in any way with the drugs. All sales are registered. Importers must declare the destination of consignments, and a certificate from the local authority at the place of destination must be filed in due course. Exporters must make a Customs declaration giving the nature and the quantity of the goods, and these details must appear on the wrappings. There are heavy penalties for infringement. The Customs Department is responsible for enforcement of the laws so far as they concern export and import, while the police control internal traffic. Special vigilance is exercised with regard to illicit traffic, and many penalties have been enforced, but transmission of drugs through the post is particularly difficult to detect. In the absence of any figures showing the quantities of morphia, cocaine, etc., imported, exported or consumed, it is impossible to form any definite conclusion as to the position. In the Canadian Government's reply, France is mentioned as one of the sources of supplies of illicit drugs reaching Canada.

MONACO.

The laws governing the import and export of drugs follow the French laws. No indication is given of the nature of the restrictions on the internal sale and distribution of the drugs, and no statistics are given of the consumption, import or export.

SPAIN.

The laws and regulations of 1918 provide for the retail sale of drugs only on medical prescription, restrict the import to agents of pharmaceutical colleges or qualified chemists, and provide for a minimum amount to be imported at any one time. A register of purchasers with details of transactions is required to be kept. Possession for other than medical purposes is an offence, and the introduction of opium for smoking is prohibited. In exporting the drugs to States which have signed the Hague Convention the regulations of the importing countries must be observed.

A further Decree was issued in 1920, drawing attention to the necessity for more careful vigilance on the part of the Customs and the other authorities concerned in the enforcement of the law.

On January 24th, 1921, a Decree was issued to the effect that persons desiring to import the drugs concerned from Great Britain must obtain a certificate from the General Inspector of Health stating that the goods are intended for medical or scientific purposes and are not to be re-exported. No such certificate would, however, apparently be required if the goods were obtained from countries other than Great Britain.

PORTUGAL.

Except as regards Macao, no reply has yet been received to the questionnaire.

GREAT BRITAIN.

The traffic is regulated by the Dangerous Drugs Act, 1920, and by the Poison and Pharmacy Acts. A Home Department licence is required for the manufacture, supply and possession of the drugs, unless under medical certificate in compliance with certain conditions. It is too early to judge whether the law is likely to prove effective, but there is evidence that illicit traffic still exists. Of the 1920 exports of morphia (9,200 kilos), 4,300 kilos went to France, 900 to Belgium, 700 to Sweden, the trade to these countries showing a rapid increase on former years. To the United States the exports were 600 kilos in 1918, 3,500 kilos in 1919, and 460 kilos in 1920.

BELGIUM.

Traffic is governed by the laws of October 24th, 1919, and February 24th, 1921, the latter increasing the penalties and giving further powers. No statistics are given, and it is too early to judge whether the new law will prove adequate.

NETHERLANDS.

A new law was introduced in 1919. No statistics of manufacture or consumption of any of the drugs are available. Cocaine is manufactured at the Netherlands Factory at Amsterdam.

The import and export statistics with regard to cocaine are to be found in Appendix 5. Holland is one of the countries from which, according to the information of the Canadian Government, drugs are smuggled into Canada.

DENMARK.

By a Law of 1914, only qualified chemists are allowed to import the drugs in quantities of value less than 200 crowns: and general wholesale merchants are only allowed to sell to chemists. The law would not seem to require records of wholesale or retail transactions to be kept, and no statistical information of any sort is given.

NORWAY.

Laws were passed in 1913 and 1914 of the usual type. Measures were, however, temporarily suspended during the war, but are now to be put into operation as soon as possible. Considerable quantities of medicinal opium, salts of morphine and cocaine have been imported, but no statistics of internal consumption are available. There is no evidence of smuggling of harmful drugs into or out of the Kingdom.

SWEDEN.

No reply has yet been received to the questionnaire.

LATVIA.

A law of January 23rd, 1920, deals with the traffic, and provides, *inter alia*, that wholesale traders may not sell morphia or cocaine, except under licence from the Ministry of Health. No information is given as to the conditions under which such licence would be granted, or as to the rules governing the import and export of the drugs.

LUXEMBURG.

Medicinal opium, morphine, cocaine, etc., are treated as poisons under the law. No statistics with regard to import, export or internal consumption of drugs are given; it is stated that there is no indication of any abuses in connection with drug traffic.

GERMANY.

The Opium Law of January 1921 provides for the import, export, manufacture, trade, etc., under permits obtained from the governments of the different States with the consent of the Ministry of Home Affairs. Export of the drugs to the countries which have signed the Convention is only to be allowed if certificates from the authorities of the importing country are first obtained. According to the Canadian returns, Germany is one of the sources of the illicit import of drugs into Canada.

POLAND.

The drugs under consideration come under the general rules regarding medicines and poisons. These rules vary in different parts of Poland, but, generally speaking, it would appear that the drugs can only be obtained under medical prescription from pharmacies, and that records of sales must be kept. For wholesale trade, licences are required. No statistics are given.

AUSTRIA.

A new law was passed in 1921 for the carrying out of the Opium Convention. There is no manufacture of the drugs in Austria, and no statistics of import, export or consumption exist.

HUNGARY.

No special laws, apart from those dealing with medicines and poisons, exist. These are said to give effective control, and it is claimed that abuses of the drugs are unknown in Hungary. In Buda-Pest there is one factory where morphine and its salts are manufactured, about 1,600 kilos being produced in 1920. Nothing

is said as to control of export, and, in view of the fact that the poppy is grown widely in Hungary, that country must be regarded as a possible future source of opium and its derivatives. Steps are about to be taken to give effect to the terms of the Convention.

CZECHOSLOVAKIA.

Legislation will be enacted and measures taken for the carrying out of the Convention. Such statistics as are given are admittedly incomplete.

SERB-CROAT-SLOVENE STATE.

No reply has been received to the questionnaire.

UNITED STATES¹.

No reply has been received from the United States, but the following statistics derived from the Foreign Commerce and Navigation Report of the United States may be of interest :

Imports entered for consumption in the U. S. (including both entries for immediate consumption and withdrawals from warehouse for consumption).

| | Year ending 30. 6. 18. kilos | Year ending 31. 12. 18. kilos | Year ending 31. 12. 19. kilos | Year ending 31. 12. 20. kilos |
|--|---------------------------------------|--|--|--|
| Opium containing 9 % and over of morphine : | | | | |
| (a) " Crude or unmanufactured and not adulterated. " | 9,700 | 7,000 | 143,000 | 102,000 |
| (b) " Dried to contain 15 % or less of moisture. " | 45,000 | 63,000 | 13,000 | 630 |
| Morphia or sulphate of morphine | 1,000 | 1,200 | 620 | 114 |
| Other alkaloids of opium and salts and esters thereof | 800 | 2,300 | 1,250 | 1,850 |
| Coca leaves | 481,000 | 612,000 | 361,000 | 288,000 |
| Cocaine | 340 | 720 | 470 | 245 |

VENEZUELA.

A Decree was issued on July 2nd, 1921, " making provision for all the steps necessary to put an end to the illegal traffic in opium and its alkaloids and in cocaine and limiting the use of these drugs to scientific and medical purposes."

The following statistics of import for the year 1921 are given :

| | |
|------------------------------|-----------------|
| Medicinal opium | 29 kgs. |
| Morphine | none |
| Morphine salts | 4 kgs. |
| Cocaine and its salts | 2 kgs. |
| Heroine and its salts | less than 1 kg. |

No statistics for earlier years are available.

CANADA.

Laws of various dates between 1911 and 1921 establish the following system for the regulation of narcotic drugs :

- (a) Wholesale annual licences for dealers.
- (b) Licences for manufacture by retail druggists.

¹ For imports and exports of opium, see Appendix 2.

(c) Declarations to be filed by physicians, etc., engaged in the sale or distribution of narcotics.

(d) Importers and exporters to obtain individual licences for each consignment, this licence to be granted only if the Department of Health is satisfied that the purpose is legitimate.

(e) Importers to furnish monthly statements of sales, giving details.

(f) Similar periodic returns to be furnished by retail druggists.

(g) Detailed records of transactions to be kept by wholesale and retail dealers and manufacturers.

(h) Export licences to be conditional on certificates from authorities of importing country.

It is an offence punishable by seven years' imprisonment to be in possession of any of these drugs without lawful authority. Import and export are limited to specified ports. A series of forms have been drawn up in connection with the various returns which are required under the law.

So far as legitimate trade is concerned, it is claimed that these laws are proving very effective, and are giving absolute control over the import, export, manufacture, sale and distribution of the drugs, and the restriction of their use to legitimate purposes. The Canadian system may therefore perhaps prove useful as a model for those other countries in which it is desired to increase the control over the drug traffic.

The illicit trade in drugs, smuggled into Canada for the most part on ships entering the Atlantic ports, is proving a serious problem. These drugs appear to come chiefly from Holland, France and Germany, and the traffic points to the necessity for a stricter control over the supplies in those countries. It is suggested that, prior to 1920, when more stringent control was established in Canada, a large proportion of the imports were re-exported through illicit channels.

NEWFOUNDLAND.

Retail sale by registered chemists is permitted under specified conditions, but the Government of Newfoundland have at present under consideration further legislation. The trade in opium and its derivatives is very restricted and is simply for medical purposes.

SOUTH AFRICA.

Under the Customs and Excise Duties Amendment Act, 1921, the Governor-General has wide powers to prohibit, regulate or restrict the export of opium and its derivatives. It is proposed to introduce further legislation in 1922, dealing with poisons generally, and regulating the traffic in "habit-forming" drugs. Such statistics as are given appear in the Appendices.

AUSTRALIA.

Import of drugs is permitted under licence from the Collector of Customs, subject to certain conditions. The regulations are claimed to be as effective as it is considered possible to make them. No information is given as to the consumption, but, from the imports, the normal annual consumption would appear to be about 500 kilos of opium, 60 kilos of morphia and 12 kilos of cocaine. An attempt has been made to estimate what amount of these drugs might be considered necessary to meet the legitimate requirements of the population, but it has been found very difficult to come to any conclusion.

NEW ZEALAND.

The laws governing the traffic in opium, cocaine and their products are as follows : Poisons Act, 1908 ; Opium Acts, 1908 and 1910 ; Treaty of Peace Acts, 1919 and 1921 ; Order in Council of January 18th, 1921. Under these, the import of opium suitable for smoking is prohibited, as is opium-smoking.

Opium and its derivatives and cocaine are regarded as poisons, and, as such, cannot be sold retail except by a registered vendor of poisons, the usual records being kept of each transaction.

Import and export are allowed only under permit from the Minister of Customs, and permits are, in fact, only issued to druggists, medical practitioners and pharmaceutical chemists who are deemed suitable by the Minister. Records have to be kept of all transactions.

It is claimed that this legislation is effective in suppressing the misuse of drugs and that there is no reason to suppose that any substantial abuses exist. The question of controlling coca leaves and ecgonine is under consideration.

There is no manufacture of opium or cocaine derivatives. Exports are negligible ; imports of raw opium amounted to 23 kilos in 1919 and 255 kilos in 1920, and of medicinal opium to 1,041 and 1,074 kilos respectively for the same years. Statistics of other drugs are not available.

OTHER PLACES.

It would appear that there is no large trade in drugs in the remaining British and French Colonies and that such use as is made of them is for legitimate medical purposes. No returns have been received from countries in South America, with the exception of Venezuela, and British and French Guiana ; and, in view of the facts that Peru appears to be one of the principal sources of cocaine, and that Chile is the reputed destination of considerable quantities of opium from Macao, the absence of returns from these countries is a matter of some importance.

GENERAL.

The most hopeful feature of the replies received with regard to the drug traffic is that new legislation is being brought into effect in almost every important country with a view to the elimination of abuses and the regulation of the traffic.

It will be seen from Appendices 4 and 5 that very few statistics have been supplied as to the manufacture, import, export and consumption of drugs, particularly in European countries.

Any effective regulation must be based on a proper knowledge of the facts, and most of the countries where statistics have not hitherto been kept have stated that arrangements are now being made to this end ; the annual returns sent in by Governments should therefore be of increasing value each year.

CHINA AND THE CONTRACTING POWERS.

This subject has two main aspects — the control of foreign nationals in China by Powers exercising extra-territorial rights there, and the measures taken in other countries to prevent supplies of opium and drugs from reaching China.

As regards the first of these, the British, Dutch and Japanese Governments have furnished details of the measures which they have taken ; but the other Powers, generally speaking, have not dealt with the question.

The Chinese Government might be invited to state whether any of the Treaty Powers have not taken effective measures to enforce on their nationals resident in China the observance of the obligations incurred under the Convention.

The second aspect is but part of the general question of the control of opium and similar drugs by each country, particularly as regards export. In countries adjoining China, where measures have been taken to restrict the supplies of opium available for consumption, it is now being found that an extensive illicit import of smuggled opium grown in China is taking place, and the problem of preventing supplies of opium from reaching China has, for the present at any rate, ceased to be of much importance.

Enormous quantities of drugs, largely of European and American origin, have been reaching China from Japan during the last few years.

The Japanese Government is now making efforts to put a stop to this illicit traffic, but the question is one which demands the attention not only of Japan but also of the Governments of countries where the drugs are manufactured.

INDIAN HEMP.

From the replies received, the use of Indian hemp would seem to be confined chiefly to Southern Asia and portions of Africa. A detailed enquiry into the subject 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, the traffic in hemp drugs in India has been subjected to control, on lines similar to that exercised in the case of opium. Otherwise, the use of this substance does not appear to have been studied from a statistical or scientific point of view. Such information as is given is summarised in the paragraphs which follow.

The British North Borneo reply cites an Ordinance of 1891, giving authority for the establishment of a monopoly for the sale of " bhang " or " ganja, " and forbidding the sale except under licence. But no information is given as to whether a monopoly is now in existence, or as to what extent the drug is used.

In the Straits Settlements, the use of " bhang " is totally prohibited.

Indian hemp is cultivated in a few districts in the Dutch East Indies but it is not used for harmful purposes. Medicines prepared from Indian hemp are regulated in the same way as morphine and similar drugs.

In Ceylon, the use of Indian hemp is absolutely prohibited, but this policy is opposed by the local medical association, and modified prohibition is under consideration.

In Greece, trade in Indian hemp is forbidden.

In Egypt the use of hashish is prohibited. A certain amount of scientific work is being done in the Government laboratories on the subject of Indian hemp.

In Hungary, the use of Indian hemp is regulated in a similar manner to other drugs.

In Cyprus, Indian hemp is cultivated for fibre, but no hashish is manufactured.

In South and Equatorial Africa generally, Indian hemp smoking is practised to some extent by the natives, and, while it is the subject of legislation in most parts of the country, the abuses are said not to be serious.

In Madagascar, the use of Indian hemp is prohibited.

In Zanzibar, it is stated that "bhang" is more difficult to control than other opiates, as the plant grows readily there, but that the habit appears to be less common than formerly.

OTHER DRUGS PRODUCING SIMILAR EFFECTS TO MORPHINE,
COCAINE, ETC.

Generally speaking, when legislation has been adopted to regulate the use of the drugs specially referred to in the earlier parts of the questionnaire, power has also been taken to deal with drugs which produce similar effects.

APPENDIX 1. — Production of Raw Opium.

(Weights are given in kilos throughout.)

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|-------------------------------|---|-----------|-----------|---------|-----------|-----------|-----------|-----------|-----------|---------|---------|--|
| JAPAN | 40 | 60 | 80 | 110 | 140 | 380 | 1,120 | 1,440 | 500 | 1,860 | 3,470 | 929 acres cultivated in 1920. |
| FORMOSA | — | — | — | — | — | — | — | — | 130 | 130 | 90 | |
| KOREA | unknown | unknown | unknown | unknown | unknown | unknown | unknown | unknown | unknown | 7,600 | 160 | In 1920, 60 hectares (150 acres) cultivated. |
| CHINA | Large illegal cultivation in several provinces, including Kweichow, Yunnan, Szechwan and Turkestan. | | | | | | | | | | | |
| SIAM | Annual production estimated at 7,000 kilos : area estimated at 640 acres. | | | | | | | | | | | |
| FRENCH INDO-CHINA | unknown | unknown | unknown | unknown | unknown | unknown | unknown | unknown | unknown | unknown | 6,000 | |
| INDIA : | | | | | | | | | | | | |
| Acres | 363,000 | 201,000 | 178,000 | 145,000 | 165,000 | 167,000 | 204,000 | 207,000 | 177,000 | 163,000 | 143,000 | } These figures relate only to "area under poppy cultivation and outturn of opium in the United Provinces". Increase in the years 1916-18 due to war requirements of British Government. |
| Quantities. | 1,680,000 | 1,175,000 | 1,000,000 | 910,000 | 1,059,000 | 1,010,000 | 1,200,000 | 1,200,000 | 1,020,000 | 858,000 | 549,000 | |
| TURKEY | No figures given later than 1913 ; pre-war average export about 432,000 kilos. | | | | | | | | | | | |
| PERSIA | No reply received. | | | | | | | | | | | |
| BULGARIA | 2 | 4 | 36 | 110 | 6,400 | 6,800 | 4,700 | 6,000 | 2,400 | 2,000 | 1,700 | |
| SERBIA ¹ | 5,000-8,000 hectares under poppy cultivation. | | | | | | | | | | | |
| GREECE | — | — | — | — | — | — | — | — | — | 3,000 | 3,280 | In 1919, 220 hectares. In 1920, 250 hectares. |
| EGYPT | unknown | unknown | 485 | 571 | 432 | 1,061 | 1,148 | 1,723 | 3,062 | nil | 2,001 | Figures are estimated on basis of three kilos per hectare. |

¹ No reply received to the questionnaire. Statement as to area under poppy cultivation in Serbia was made by the representative of the Serb-Croat-Slovene State at the Assembly of the League of Nations in September 1921.

APPENDIX 2. — Imports and Exports of Raw Opium.

(Weights are given in kilos throughout.)

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|---|------------------------|-----------|-----------|-----------|---------|---------|---------|---------|------------------|------------------|------------------|--|
| CHINA : | | | | | | | | | | | | |
| Imports . . . | 2,240,000 | 1,720,000 | 1,380,000 | 1,270,000 | 502,000 | 280,000 | 92,000 | 65,000 | 20,000 <i>a</i> | 9,400 <i>a</i> | 8,300 <i>a</i> | <i>a</i> To territories under Japanese control only. |
| Exports . . . | 46,000 | 14,000 | 300 | — | 12,000 | — | — | — | — | — | — | |
| JAPAN : | | | | | | | | | | | | |
| Imports | 700 | 700 | 700 | 1,040 | — | 3,900 | 40 | 2,300 | 11,000 <i>bc</i> | 33,000 <i>bc</i> | 30,000 <i>bc</i> | <i>b</i> Large stock bought owing to cheap price. <i>c</i> 1700 1918 9400 1919 — 21,000 1920 — — 160 from England. from India. from U. S. A. from Italy. |
| Exports | — | — | — | — | — | — | — | — | — | — | — | |
| FORMOSA : | | | | | | | | | | | | |
| Imports | 168,000 | 80,000 | 130,000 | 170,000 | 100,000 | 114,000 | 140,000 | 108,000 | 119,000 | 124,000 | 160,000 | A sudden trade from the U. S. A. appears to have sprung up: in 1919 12,400 kilos, and in 1920 90,000 kilos; a fairly constant supply from Persia (about 25,000 kilos). The Indian supply fell to 9,000 in 1920 from a previous average of about ten times that amount. |
| CHOSEN (Korea) ¹ No information is given as to the import of opium. | | | | | | | | | | | | |
| KWANTUNG : | | | | | | | | | | | | |
| Imports . . . | — | 2,500 | 3,600 | 4,000 | 20,100 | 18,000 | 11,000 | 18,000 | 17,000 | 9,000 | 8,100 | All Persian. |
| TSINGTAO : | | | | | | | | | | | | |
| Imports | Figures not available. | | | | | | 7,353 | 21,907 | 14,112 | 11,888 | — | |
| Persian . . . | Figures not available. | | | | | | 720 | 2,880 | 23,045 | 21,600 | — | |
| Indian . . . | Figures not available. | | | | | | — | — | — | — | — | |
| WEI-HAI-WEI . . . | | | | | | | | | | | | |
| Imports | — | — | — | — | — | 33 | 22 | 43 | 60 | 15 | 16 | Between 30 and 40 registered consumers. |
| HONG-KONG : | | | | | | | | | | | | |
| Imports | No returns. | | | | 204,000 | 124,000 | 116,000 | 111,000 | 87,000 | 89,000 | 103,000 | |
| Exports | No returns. | | | | 320,000 | 162,000 | 110,000 | 99,000 | 86,000 | 55,000 | 87,000 | |

¹ The Japanese returns do not, unless specifically stated, take account of internal trade between Japan and her territorial possessions (Formosa, Chosen and portion of Sakhalin).

APPENDIX 2 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|-------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---|
| MACAO : | | | | | | | | | | | | |
| Imports | 115,000 | 107,000 | 168,000 | 38,000 | 42,500 | 42,500 | 35,000 | 35,000 | 28,000 | 26,000 | 40,000 | The figures are given in chests in the return. For the purpose of this table, one chest is taken as equivalent to 70 kilos. |
| Exports | 86,000 | 47,000 | 20,000 | 9,300 | 3,500 | 650 | — | — | — | — | — | All to China. |
| SIAM : | | | | | | | | | | | | |
| Imports | 94,000 | 86,000 | 110,000 | 147,000 | 124,000 | 143,000 | 90,000 | 103,000 | 116,000 | 107,000 | 128,000 | Export—nil. |
| FRENCH INDO-CHINA : | | | | | | | | | | | | |
| Imports from China | 42,000 | 4,600 | 39,000 | 44,000 | 13,000 | 8,500 | 187 | 2,350 | 1,100 | 1,700 | 1,000 | From Yunnan across the Chinese frontier. |
| Imports from India | 67,800 | 172,000 | 31,000 | 34,000 | 207,000 | 188,000 | 172,000 | 208,000 | 195,000 | 194,000 | 117,000 | |
| Exports | — | — | 12,400 | 39,300 | 5,800 | 8,500 | — | — | — | — | — | From Yunnan to China via Hai-Fong. |
| BRITISH NORTH BORNEO : | | | | | | | | | | | | |
| Imports : | | | | | | | | | | | | |
| Indian | — | — | — | 10,000 | 8,000 | 5,800 | 7,600 | 9,400 | 10,300 | 11,200 | 12,400 | In 1917 and 1920, special purchases |
| Persian | — | — | — | 2,000 | 2,800 | 3,200 | 1,200 | 6,400 | — | 1,600 | 4,800 | were made at favourable rates. |
| STRAITS SETTLEMENTS : | | | | | | | | | | | | |
| Imports | — | — | — | 412,000 | — | — | — | — | — | 333,000 | 265,000 | |
| Exports | — | — | — | 66,000 | — | — | — | — | — | 62,000 | 24,000 | |
| DUTCH EAST INDIES : | | | | | | | | | | | | |
| Imports | — | — | — | — | 134,328 | 149,137 | 115,907 | 129,696 | 142,048 | 123,523 | 172,932 | All from India. |

APPENDIX 2 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|---|--|----------------|----------------|----------------|----------------|----------------|----------------|----------------|--------------------|--------------------|------------------|---|
| INDIA : | | | | | | | | | | | | |
| Exports. | 3,070,000 | 2,850,000 | 2,220,000 | 1,000,000 | 6003,00 | 838,000 | 960,000 | 1,090,000 | 1,067,000 | 872,000 | 670,000 | Increase for years 1915-19 due to war requirements of British Government. Figures include quantities returned in error as "medicinal opium" in the answer to the questionnaire. |
| Persian opium transhipped at Bombay | — | 129,000 | 60,000 | 173,000 | 104,000 | 195,000 | 130,000 | 193,000 | 148,000 | 68,000 | 73,000 | Chiefly to Singapore, Hong-Kong and Formosa. |
| Turkish opium transhipped at Bombay | — | 40,000 | 28,000 | 75,000 | 26,000 | 1,080 | — | — | 130 | 8,000 ^a | 255 ^a | ^a 1919 and 1920 exports mostly to London. |
| CEYLON : | | | | | | | | | | | | |
| Imports. | — | — | — | 5,400 | 4,500 | 4,500 | 3,600 | 3,200 | 3,600 | 2,700 | 3,200 | |
| PERSIA No reply yet received to Questionnaire. | | | | | | | | | | | | |
| TURKEY Pre-war average exports about 432,000 kilos. | | | | | | | | | | | | |
| BULGARIA : | | | | | | | | | | | | |
| Imports. | — | — | — | — | — | 400 | — | — | no return | — | — | |
| Exports. | — | — | — | 50 | 4,400 | 4,800 | 5 | 29,000 | no return | 29,000 | 2,500 | The export much exceeds reported import and production. See Appendix 1. |
| GREECE : | | | | | | | | | | | | |
| Exports. | no return | no return | no return | no return | no return | no return | no return | no return | no return | 1,155 | 1,770 | No statistics of imports or goods in transit. |
| EGYPT : | | | | | | | | | | | | |
| Imports. | 5,880 | 4,905 | 1,954 | 27 | 2,957 | 147 | 13 | 32 | 30 | 113 | 500 | Mostly Persian opium. |
| Exports. | 2,340 kilos in 1921. No figures available for earlier years. | | | | | | | | | | | |
| HUNGARY : | | | | | | | | | | | | |
| Imports | No statistics. | No statistics. | No statistics. | No statistics. | No statistics. | No statistics. | No statistics. | No statistics. | 2,061 ^b | No statistics. | No statistics. | ^b Includes medicinal opium. |
| ITALY Up to 1920 no figures available. 1,790 kilos imported in 1921. | | | | | | | | | | | | |
| SWITZERLAND : | | | | | | | | | | | | |
| Imports | — | 6,000 | 6,000 | 6,000 | 5,900 | 12,000 | 3,700 | 3,600 | 200 | 8,000 | 25,000 | These figures are approximate only. Imports are chiefly from the Near East. Re-exports are negligible. |

APPENDIX 2 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|------------------------|--|---------|---------|----------------|---------|---------|---------|---------|---------|---------|--------------------|---|
| FRANCE : | | | | | | | | | | | | |
| Imports | — | — | — | 113,000 | — | — | — | — | 7,700 | 40,000 | 115,000 | No distinction is here made between raw, prepared and medicinal opium. |
| Exports | — | — | — | 94,000 | — | — | — | — | 2,300 | 19,000 | 102,000 | |
| SPAIN | No statistics available. | | | | | | | | | | | |
| PORTUGAL | No reply yet received except concerning Macao. | | | | | | | | | | | |
| GREAT BRITAIN : | | | | | | | | | | | | |
| Imports | — | 220,000 | 253,000 | 263,000 | 390,000 | 433,000 | 315,000 | 370,000 | 200,000 | 383,000 | 193,000 | Exclusive of imports and exports on Government account. Including opium dried in the United Kingdom, and therefore reduced in weight. |
| Exports | — | 116,000 | 90,000 | 136,000 | 120,000 | 80,000 | 76,000 | 67,000 | 74,000 | 47,000 | 45,000 | |
| BELGIUM | No statistics given. | | | | | | | | | | | |
| NETHERLANDS : | | | | | | | | | | | | |
| Imports | 923 | 2,291 | 179 | 411 | 1,679 | 787 | 331 | 120 | — | 1,241 | 11,976 | Imports mostly from Turkey ; in 1920 Greece supplied 1,646 kilos and the U. S. A. 1,472. |
| Exports | 345 | 1,979 | | No statistics. | | | | 15 | — | 41 | 5,260 ^a | ^a Statistics of imports do not apparently include re-exports. Includes 5,002 kilos re-exports—nearly all to Germany. |
| DENMARK | No statistics given. | | | | | | | | | | | |
| GERMANY : | | | | | | | | | | | | |
| Imports : | | | | | | | | | | | | |
| Special | 118,000 | 104,000 | 87,000 | 162,000 | — | — | — | — | — | — | — | Imports mostly from Turkey. |
| General | 198,000 | 267,000 | 164,000 | 206,000 | — | — | — | — | — | — | 738 | Figures of "General" imports presumably include "Special". |
| Exports | 27,000 | 24,000 | 14,000 | 22,000 | — | — | — | — | — | — | — | Chiefly to U. S. A. |

APPENDIX 2 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | | |
|------------------------------|--------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|---|--|
| U. S. A.: | | | | | | | | | | | | | |
| Imports. | — | — | — | — | — | — | — | 72,000 | 73,000 | 332,000 | 26,000 | Import from : Turkey in Europe — 147,000 40,000 Turkey in Asia — 144,000 45,000 Greece 3,400 22,000 18,000 Great Britain 55,000 18,000 2,000 Export to Japan nil 43,000 51,000 | |
| Exports. | — | — | — | 207,000 | 220,000 | 67,000 | 36,000 | 2,000 | 2,400 | 50,000 | 58,000 | | |
| CANADA : | | | | | | | | | | | | | |
| Imports. | 1,760 ^a | 2,300 | 2,300 | 2,000 | 3,300 | 800 | 7,000 | 5,600 | 16,000 | 6,000 | 1,300 | | From 1899 to 1908 there was an average import of 30,000 kilos of raw opium. ^a Statistics include up to 31st March of the year following. |
| Exports. | | | | | | | | | | nil. | nil. | | |
| SOUTH AFRICA : | | | | | | | | | | | | | |
| Imports : | | | | | | | | | | | | | |
| Raw Opium . . | no return | no return | no return | no return | no return | no return | no return | no return | no return | no return | no return | 800 | |
| Poppy heads . | • | • | • | • | • | • | • | • | • | • | • | 460 | |
| Exports. | • | • | • | • | • | • | • | • | • | • | • | no return | |
| AUSTRALIA | | | | | | | | | | | | | |
| TRINIDAD and TOBAGO : | | | | | | | | | | | | | |
| Imports. | — | 1,250 | 1,070 | 800 | 1,150 | 830 | 1,000 | 900 | 1,000 | 1,500 | 2 | It would appear that most of this was opium in transit, but the returns do not make the position clear. | |

¹ No reply has been received to the questionnaire. These figures of exports and imports of opium containing 9% and over of morphine are derived from the Foreign Commerce and Navigation Reports of the United States. Statistics given under the years 1913-17 are for the period July 1st to June 30th of the following year. From 1918 onwards the figures are for the calendar year.

APPENDIX 3. — Consumption of Opium and Manufacture and Export of Prepared Opium.

(Weights are given in kilos throughout.)

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|-----------------------|---|---------|---------|---------|--------|--------|---------|---------|---------|---------|---------|--|
| CHINA | No legitimate trade. Amount of illicit consumption unknown. | | | | | | | | | | | |
| JAPAN | Nil. | | | | | | | | | | | |
| FORMOSA : | | | | | | | | | | | | |
| Manufactured . . . | 106,000 | 106,000 | 106,000 | 106,000 | 97,000 | 90,000 | 106,000 | 99,000 | 84,000 | 76,000 | 65,000 | |
| Consumed | 110,000 | 100,000 | 106,000 | 100,000 | 99,000 | 99,000 | 100,000 | 90,000 | 89,000 | 75,000 | 66,000 | |
| KWANTUNG : | | | | | | | | | | | | |
| Consumed | No figures available. | | | | | | | | | | | |
| TSING-TAO : | | | | | | | | | | | | |
| Manufacture . . . | No figures available. | | | | | | | | | | | |
| Consumption . . . | No figures available. | | | | | | | | | | | |
| KOREA (Chosen) . . | Smoking of opium prohibited. | | | | | | | | | | | |
| WEI-HAI-WEI : | | | | | | | | | | | | |
| Import | | | | | | 33 | 22 | 43 | 60 | 15 | 10 | Figures refer to quantities of raw opium imported and prepared by smokers themselves. |
| HONG-KONG : | | | | | | | | | | | | |
| Manufactured . . . | No figures available. | | | | | | | | | | | |
| Consumed | No figures available. | | | | | | | | | | | |
| MACAO : | | | | | | | | | | | | |
| Manufacture . . . | 5,040 | 18,500 | 31,600 | 29,000 | 23,000 | 22,000 | 18,300 | 23,000 | 16,000 | 19,000 | 20,500 | Returns of manufacture are given in terms of chests, and of export in terms of balls of opium. In compiling this table it is assumed that one chest of opium yields 40 kilos of prepared opium, and that there are 40 balls to a chest. From 1917 onward exports are said to have been to Chile, previously to Mexico. |
| Export | 2,100 | 13,255 | 37,000 | 18,700 | 13,000 | 3,000 | 6,600 | 19,200 | nil. | 9,600 | 9,600 | |
| SIAM : | | | | | | | | | | | | |
| Manufactured . . . | 59,000 | 54,000 | 61,000 | 84,000 | 77,000 | 76,000 | 65,000 | 60,000 | 65,000 | 75,000 | 70,000 | |
| Consumed | 133,000 | 71,000 | 74,000 | 76,000 | 71,000 | 68,000 | 71,000 | 77,000 | 70,000 | 71,000 | — | |
| FRENCH INDO-CHINA : | | | | | | | | | | | | |
| Manufactured . . . | 95,004 | 71,366 | 57,939 | 57,776 | 83,344 | 83,817 | 125,541 | 129,047 | 107,223 | 106,522 | 53,616 | |
| Consumed | 77,741 | 62,728 | 67,564 | 68,428 | 72,842 | 75,466 | 140,229 | 113,461 | 114,700 | 57,000 | 63,000 | |
| STRAITS SETTLEMENTS : | | | | | | | | | | | | |
| Manufacture . . . | — | — | — | 173,000 | — | — | — | — | — | 163,000 | 170,000 | British Indian and Persian opium used. Figures for other years not given. Export to Malay and Brunei. |
| Consumption . . . | — | — | — | 57,000 | — | — | — | — | — | 64,000 | 70,000 | |
| Export | — | — | — | 110,000 | — | — | — | — | — | 104,000 | 98,000 | |

APPENDIX 3 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | | |
|---------------------------------------|-----------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|--|--|
| MALAY STATES : | | | | | | | | | | | | | |
| Kelantan : | | | | | | | | | | | | | |
| Consumption | — | — | — | 1,290 | 1,500 | 1,570 | 1,640 | 1,600 | 1,880 | 2,070 | 2,110 | Increase of Chinese population in Kelantan from 9,844 in 1911 to 12,779 in 1921. | |
| Johore : | | | | | | | | | | | | | |
| Consumption | 18,300 | 18,600 | 18,600 | 15,800 | 13,600 | 17,500 | 20,100 | 18,600 | 18,500 | 20,300 | 22,000 | | |
| Kedah : | | | | | | | | | | | | | |
| Consumption | — | — | — | 8,500 | 7,900 | 7,700 | 8,700 | 8,000 | 9,300 | 10,000 | 10,400 | | |
| Trengganu : | | | | | | | | | | | | | |
| Consumption | No figures available. | | | — | — | — | — | 2,000 | 2,200 | 2,600 | 2,300 | Before 1917, Trengganu imported annually from 2,000 to 3,000 kilos of raw opium. | |
| FEDERATED MALAY STATES : | | | | | | | | | | | | | |
| Import | — | — | — | 54,600 | 65,600 | 71,600 | 71,600 | 58,400 | 69,800 | 69,500 | 59,200 | Import from Straits Settlements. | |
| Consumption | — | — | — | 83,000 | — | — | — | — | — | 67,000 | 60,000 | | |
| BRITISH NORTH BORNEO : | | | | | | | | | | | | | |
| Manufacture | — | — | — | 7,100 | 6,200 | 7,800 | 6,300 | 6,500 | 8,100 | 10,100 | 8,400 | Chinese male population increased from 30,000 in 1915 to 39,500 in 1920. | |
| Consumption | — | — | — | 6,600 | 7,200 | 5,900 | 6,800 | 6,700 | 8,300 | 9,100 | 7,700 | | |
| BRUNEI | | | | | | | | | | | | | |
| Consumption | Unknown. | | | 214 | 181 | 166 | 202 | 192 | 198 | 252 | 245 | Chinese male population increased from 580 in 1911 to 1,120 in 1921. | |
| DUTCH EAST INDIES : | | | | | | | | | | | | | |
| Prepared opium manufactured | 64,885 | 69,809 | 107,610 | 122,573 | 112,990 | 86,133 | 82,310 | 105,946 | 84,528 | 4 | 126,817 | Figures previous to 1914 are not complete, as farming system was still partially in force and accurate statistics are not available. | |
| Sold | 58,980 | 61,816 | 94,262 | 105,666 | 98,815 | 89,957 | 91,477 | 94,126 | 90,183 | 86,89 | 100,665 | | |
| Raw opium sold | 1,497 | 1,476 | 1,327 | 976 | 244 | 15 | 8 | — | — | — | — | | |
| Tikee prepared | 2,350 | 1,850 | 1,230 | 630 | 410 | 260 | 93 | 10 | — | — | — | Sale of Tikee (a mixture of opium with leaves of ficus septica), raw opium and opium pills has been discontinued. | |
| Opium pills | 1,330 | 1,290 | 1,400 | 800 | 110 | 30 | 4 | — | — | — | — | | |
| INDIA : | | | | | | | | | | | | | |
| Consumption | — | 468 000 | 476,000 | 483,000 | 466,000 | 452,000 | 453,000 | 463,000 | 443,000 | 420,000 | — | Amounts of raw opium consumed in British India as stated in "The Truth about Indian Opium", published by India Office in 1922. | |
| CEYLON : | | | | | | | | | | | | | |
| Consumption : | | | | | | | | | | | | | |
| Raw eating | 860 | 4,200 | 4,200 | 4,000 | 3,700 | 3,700 | 3,600 | 3,500 | 3,200 | 2,900 | 2,700 | | |
| Prepared smoking | 190 | 800 | 800 | 800 | 820 | 480 | 340 | 280 | 270 | 310 | 370 | | |

APPENDIX 4. — Medicinal Opium, Morphine and Derivatives.

(Weights are given in kilos throughout.)

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|--|---------------------------|-------|-------|-------|------------------|--------|--------|--------|-------|--------|--------|---|
| CHINA : | | | | | | | | | | | | |
| Medicinal Opium Import | ? | 2 | 10 | 70 | 55 | 53 | 50 | 35 | 58 | 45 | 53 | |
| Morphine : Import | 24 | 15 | 104 | 103 | 740 | 1,700 | 804 | 1,900 | 3 | 9 | 8 | Almost entirely from Japan. |
| Salts of morphine : Import | — | 1 | 0 | 1 | 0 | 1 | .3 | 4 | .1 | .5 | 17 | |
| Heroin | Nil. | | | | | | .03 | 5.5 | .1 | 1 | 1.6 | |
| JAPAN ¹ : | | | | | | | | | | | | |
| Medicinal opium | | | | | | | | | | | | |
| Manufacture | 800 | 980 | 600 | 1,500 | 1,400 | 1,500 | 2,300 | 1,600 | 2,000 | 1,900 | 1,000 | |
| Consumption | 800 | 900 | 850 | 1,250 | 1,500 | 1,640 | 2,200 | 1,650 | 1,800 | 1,500 | 270 | |
| Export | No reliable figures. | | | | 2 | 90 | 170 | 8 | 24 | 5 | 1 | |
| Morphine : Manufacture | Nil. | | | | | | | | | | | |
| Chief sources of morphine imported to Japan: | | | | | | | | | | | | |
| | 1918 | 1919 | 1920 | | | | | | | | | |
| England | 3,400 | 1,070 | 5,010 | | | | | | | | | |
| France | 28 | 750 | 3,950 | | | | | | | | | |
| Germany | — | — | 900 | | | | | | | | | |
| Belgium | — | — | 1,400 | | | | | | | | | |
| Switzerland | 9 | 315 | 2,260 | | | | | | | | | |
| Holland | — | — | 125 | | | | | | | | | |
| U. S. A. | 1,040 | 9,110 | 9,230 | | | | | | | | | |
| | (See Great Britain.) | | | | | | | | | | | |
| Import | 600 | 830 | 910 | 2,600 | 5,000 | 10,000 | 17,000 | 17,000 | 4,700 | 11,600 | 22,000 | |
| Consumption | Statistics not available | | | | | | | | | | | |
| Export | No reliable figures. | | | | (1/2 year) 20 | 64 | 300 | 15 | 5 | 14 | 8 | |
| Salts of morphine : Manufacture | 0 | 0 | 0 | 0 | 0 | 45 | 270 | 500 | 970 | 2,200 | 3,600 | No other figures for salts of morphine given. |
| Heroin : Import | 17 | 33 | 50 | 16 | — | 68 | 23 | — | 240 | 2,700 | 2,800 | Mostly from U. S. A. |
| Consumption | Statistics not available. | | | | | | | | | | | |
| Export | — | — | — | — | (1/2 year) 1 | 6 | 8 | 8 | 40 | 2 | 4 | |
| Salts of heroin : Manufacture | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 70 | 760 | 400 | 4,900 | |

¹ The Japanese statistics give a nil return for manufacture of morphine and heroin, though reference is made elsewhere in the answers to the questionnaire to their manufacture. They may be included under "Salts".

APPENDIX 4 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|--|---|------|------|------|------|-------|-------|-------|-------|-------|-------|---|
| FORMOSA¹: | | | | | | | | | | | | |
| Medicinal opium: Consumption. . . | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 375 | No medicinal opium, heroin, or salts are manufactured. |
| Morphine: Manufacture. . . | 0 | 0 | 0 | 0 | 0 | 590 | 2,900 | 3,000 | 2,000 | 1,400 | 3,600 | The crude morphia produced in Formosa is supplied to drug manufacturers in Japan. |
| Salts of morphine: Consumption. . . | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 96 | |
| Salts of heroin: Consumption. . . | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 133 | |
| CHOSEN (Korea) | No records given except manufacture of 5 kilos of morphine in 1920 and sales of 14.4 and 12.1 kilos of medicinal opium in 1919 and 1920 respectively. | | | | | | | | | | | |
| KWANTUNG: | | | | | | | | | | | | |
| Medicinal opium: Import | 0 | 13 | 15 | 10 | 13 | 15 | 18 | 20 | 20 | 22 | 20 | { From Japan. No manufacture. |
| Morphine: Import | 0 | 10 | 90 | 2 | 900 | 2,800 | 850 | 1,900 | 10 | 11 | 33 | { From England. To Japan. |
| Export | 0 | 0 | 0 | 150 | 160 | 1,070 | 50 | 22 | 0 | 360 | 0 | |
| Heroin: Import | 0 | 34 | 34 | 43 | 48 | 48 | 60 | 70 | 85 | 106 | 125 | { From England. No figures of export given. |
| Codeine: Import | 0 | 20 | 22 | 22 | 23 | 29 | 29 | 29 | 40 | 54 | 76 | { From England. No figures of export given. |
| TSING-TAO: | | | | | | | | | | | | |
| Medicinal opium: Import | — | — | — | — | — | .7 | .8 | 1.0 | .4 | .9 | 1.1 | |
| Consumption . . | — | — | — | — | — | .2 | .9 | .9 | .4 | .8 | .9 | |
| Morphine: Import | — | — | — | — | — | .4 | .8 | .9 | 1.7 | 1.7 | 2.1 | |
| Consumption. . . | — | — | — | — | — | .4 | .7 | .8 | 1.5 | 1.6 | 1.9 | |
| Heroin: Import | — | — | — | — | — | .03 | .05 | .1 | .4 | .6 | .6 | |
| Consumption. . . | — | — | — | — | — | .02 | .04 | .1 | .4 | .5 | .6 | |
| WEI-HAI-WEI: | 1/2 oz. of morphine in 1918 and 1919; medicinal opium consumed from 10 to 40 kilos p. a. | | | | | | | | | | | |
| HONG-KONG: | No figures available. No legitimate trade of any dimensions. No evidence of illicit trade. | | | | | | | | | | | |
| MACAO: | No figures given. | | | | | | | | | | | |

¹ The Japanese returns, unless the contrary is stated, do not take account of internal trade between Japan and her territorial possessions (Formosa, Chosen and part of Sakhalin).

APPENDIX 4 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|----------------------------|---|------|------|------|------|------|------|------|------|------|------|---|
| SIAM : | No figures available. | | | | | | | | | | | |
| FRENCH | | | | | | | | | | | | |
| INDO-CHINA : | | | | | | | | | | | | |
| Medicinal opium : | | | | | | | | | | | | |
| Import | — | — | — | 5 | 10 | 30 | 27 | 22 | 5 | 37 | — | |
| Morphine : | | | | | | | | | | | | |
| Import | — | — | 132 | 406 | 457 | 468 | 75 | 3 | 33 | 103 | 63 | Mostly from France. |
| Salts of morphine : | | | | | | | | | | | | |
| Import | — | — | 1 | 91 | 10 | 6 | 80 | 34 | 195 | 184 | 16 | |
| Heroin and salts : | | | | | | | | | | | | |
| Import | — | — | — | .01 | — | — | — | .1 | .07 | — | — | |
| BRITISH NORTH BORNEO : | No records available. | | | | | | | | | | | |
| ETABLISSEMENTS : | | | | | | | | | | | | |
| Medicinal opium : | | | | | | | | | | | | |
| Import | — | — | 2 | 3 | 38 | 1 | 31 | 27 | 165 | 8 | 8 | No manufacture. No figures of home consumption available. Exports to Malay States. |
| Export | — | — | 2 | 2 | — | 2 | 3 | 8 | 15 | 5 | 3 | |
| Morphine : | | | | | | | | | | | | |
| Import | — | — | 1 | — | — | — | — | 1 | — | 26 | 2 | Negligible exports to Malay States. |
| Export | — | — | — | 1 | — | 2 | 8 | 9 | 9 | 6 | 1 | |
| Heroin | Imports of small fractions of one kilo. | | | | | | | | | | | |
| 6 | | | | | | | | | | | | |
| Salts of morphine : | | | | | | | | | | | | |
| Import | — | — | 2 | 2 | 2 | 1 | 2 | 2 | 2 | 3 | 2 | |
| Export | — | — | 1 | 1 | 0 | 1 | 1 | 3 | 4 | 7 | 1 | |
| MALAY STATES (UNFEDERATED) | | | | | | | | | | | | |
| Medicinal opium : | | | | | | | | | | | | |
| Import | — | — | — | 24 | 70 | 64 | 54 | 76 | 115 | 97 | 95 | |
| Morphine : | | | | | | | | | | | | |
| Import | — | — | — | 5 | 6 | 17 | 8 | 13 | 17 | 16 | 26 | |
| INDIA : | | | | | | | | | | | | |
| Morphine : | | | | | | | | | | | | |
| Manufacture . . | 0 | .5 | 70 | 9 | 9 | 4 | — | — | — | — | — | Previous to 1919 "imports of morphia, &c., were included in the category 'other sorts of drugs and medicines'." In 1919 £4,572 worth of morphia preparations were imported. |
| Salts of morphine : | | | | | | | | | | | | |
| Manufacture . . | 216 | 170 | 143 | 130 | 620 | 170 | 367 | 92 | 330 | 450 | — | |

APPENDIX 4 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|--|--|-----------------------|------|------|------|------|------|------|------|------|-------|---|
| INDIA (continued): | | | | | | | | | | | | |
| Morphia : Consumption. | — | — | — | — | — | 3 | 110 | 73 | 56 | 53 | — | |
| Salts of morphine: Export | 120 | 100 | 130 | 103 | 320 | 102 | 450 | 234 | 236 | 340 | — | All to London. |
| CEYLON : | | | | | | | | | | | | |
| Medicinal opium : Consumption. | — | — | — | 41 | 41 | 45 | 44 | 42 | 41 | 60 | 70 | A small amount of medicinal opium and salts of morphine and all the heroin were imported from the United Kingdom. |
| Morphine : Manufacture. | — | — | — | 95 | 102 | 102 | 122 | 116 | 130 | 140 | 180 | |
| Salts of morphine: Consumption. | — | — | — | 103 | 105 | 104 | 110 | 120 | 130 | 140 | 135 | No exports. |
| Heroin : Consumption. | — | — | — | 37 | 37 | 33 | 49 | 55 | 57 | 40 | 63 | |
| ROUMANIA : | | | | | | | | | | | | |
| Medicinal opium : Import | — | — | — | — | 492 | 253 | — | — | — | 89 | 22 | |
| Opium derivatives Import | — | — | — | — | 107 | 213 | — | — | — | 643 | 56 | |
| BULGARIA : | | No information given. | | | | | | | | | | |
| GREECE : | | | | | | | | | | | | |
| Medicinal opium : Import | — | — | — | — | — | — | — | — | — | 495 | 2,483 | From various European countries. No other statistics given. |
| EGYPT : | | | | | | | | | | | | |
| Morphine salts : Imports. | — | — | — | — | — | — | 7 | 7 | 31 | 21 | 22 | |
| Heroin : Imports. | — | — | — | — | — | — | — | — | 2 | 3 | 4 | |
| ITALY : | | | | | | | | | | | | |
| Morphine & salts : Imports. Heroin : Imports | No figures available previous to 1920. | | | | | | | | | | | |
| SWITZERLAND : | | | | | | | | | | | | |
| Medicinal opium : Manufacture. | — | — | — | 630 | — | — | — | — | — | — | 450 | 2,500 in 1921 |
| Morphine : Import | — | — | — | — | — | — | — | — | — | — | 3,226 | From Germany 1,583 " England 6 " France 401 " Norway 107 " Denmark 87 " Belgium 44 " Holland 21 |

APPENDIX 4 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 |
|---|------|------|------|------|------|------|-------|------|------|-------|-------|
| SWEDEN ¹ : | | | | | | | | | | | |
| GERMANY: | | | | | | | | | | | |
| LUXEMBURG: | | | | | | | | | | | |
| POLAND: | | | | | | | | | | | |
| AUSTRIA: | | | | | | | | | | | |
| HUNGARY: | | | | | | | | | | | |
| Morphine & salts: | | | | | | | | | | | |
| Manufacture . . . | — | — | — | — | — | — | — | — | — | about | about |
| Import | — | — | — | — | — | — | — | 607 | 398 | 100 | 100 |
| Export | — | — | — | — | — | — | — | — | — | 100 | 113 |
| CZECHO-SLOVAKIA: | | | | | | | | | | | |
| | | | | | | | | | | | |
| UNITED STATES OF AMERICA ¹ . . . | | | | | | | | | | | |
| CANADA: | | | | | | | | | | | |
| Powdered opium: | | | | | | | | | | | |
| Import | — | 160 | 140 | 130 | 120 | 80 | 300 | 24 | 60 | 130 | 150 |
| Morphine: | | | | | | | | | | | |
| Import | — | 12 | 60 | 130 | 7 | 440 | 1,500 | 800 | 860 | 800 | 345 |
| NEWFOUNDLAND . . | | | | | | | | | | | |
| | | | | | | | | | | | |
| UNION OF SOUTH AFRICA | | | | | | | | | | | |
| | | | | | | | | | | | |
| AUSTRALIA: | | | | | | | | | | | |
| Medicinal opium: | | | | | | | | | | | |
| Import | 400 | 640 | 650 | 410 | 500 | 680 | 460 | 480 | 600 | 340 | 140 |
| Morphia: | | | | | | | | | | | |
| Import | — | — | 1 | 20 | 20 | 20 | 40 | 60 | 80 | 66 | ? |
| Other French and British Colonies . | | | | | | | | | | | |

No statistics given.

Import of 571 kilos opium and 136 kilos of opium derivatives in 1920. Export of 298 kilos medicinal opium for China in 1920. Statistics incomplete.

See page 26.

No figures of exports before 1919. For 1919 20 kilos tincture of opium, 2 kilos heroin, 21 kilos codeine to U. S.A. For 1920 3 kilos morphine to Australia, 21 kilos to China.

Estimated annual import for internal consumption: 3 kilos powdered opium, 30 kilos tincture of opium, 3 kilos morphine sulphate, 1 kilo codeine salts, 1/2 kilo heroin salts.

No returns up to 1919. For 1920 35 kilos of medicinal opium.

Annual exports of medicinal opium, chiefly to Pacific Islands run from zero to £280.

Other drugs included in hypnotic and narcotic drugs of a total value of £26,000 in 1918-19, £4,000 in 1919-20, and £2,500 in 1920-21.

No trade of any dimensions is reported.

¹ No reply to questionnaire.

APPENDIX 5. — Cocaine.

(Weights are given in kilos throughout.)

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | | |
|---------------------------------------|---|------|-------|-------|-------|-------|-------|-------|-------|-------|-------|---|---|
| CHINA : | | | | | | | | | | | | | |
| Import | 800 | 3 | 19 | 18 | 3 | 320 | 170 | 105 | 0.3 | 4 | 7 | Imports from Hong-Kong chiefly in 1910 and from Japan and Formosa chiefly in 1915-17. | |
| JAPAN ¹ : | | | | | | | | | | | | | Chief sources of cocaine imports to Japan for 1918-1920 : |
| Manufacture | — | — | — | — | — | — | — | 70 | 1,040 | 830 | 4,100 | | |
| Import | 420 | 580 | 1,200 | 1,500 | 1,700 | 1,900 | 2,200 | 2,600 | 1,300 | 1,200 | 3,500 | | |
| Export | — | — | — | — | 1 | 15 | 40 | 25 | 70 | 120 | 18 | | |
| FORMOSA ¹ | In 1920 245 kilos were consumed. No import from foreign countries. | | | | | | | | | | | | |
| CHOSEN (Korea) ¹ | No statistics or information given. | | | | | | | | | | | | |
| KWANTUNG : | | | | | | | | | | | | | |
| Import | 0 | 0 | 10 | 0 | 0 | 310 | 240 | 130 | 20 | 29 | 65 | From England. To Japan. | |
| Export | 0 | 0 | 0 | 7 | 3 | 2 | 73 | 25 | 0 | 0 | 0 | | |
| TSING-TAO : | | | | | | | | | | | | | |
| Import | — | — | — | — | — | — | 1 | 1 | 2 | 2 | 2 | | |
| Consumption | — | — | — | — | — | — | 1 | 1 | 2 | 2 | 2 | | |
| WEI-HAI-WEI | A fraction of one ounce consumed annually. | | | | | | | | | | | | |
| HONG-KONG | No manufacture or records. | | | | | | | | | | | | |
| MACAO | No statistics given. | | | | | | | | | | | | |
| SIAM | No figures available. No manufacture or export. Imports very small. | | | | | | | | | | | | |
| FRENCH INDO-CHINA : | | | | | | | | | | | | | |
| Import | — | — | .2 | — | 7 | .3 | .3 | 4 | 4 | — | 4 | | |
| BRITISH NORTH BORNEO : | No records. | | | | | | | | | | | | |
| STRAITS SETTLEMENTS : | | | | | | | | | | | | | |
| Import | | | 2 | 2 | 1 | 1 | — | 1 | 2 | 1 | .5 | Exports to Malay States. | |
| Consumption | | | 1 | 2 | — | .5 | 1 | 2 | 1 | .5 | .5 | | |
| INDIA : | | | | | | | | | | | | | |
| Import | 39 | 40 | 49 | 41 | 31 | 26 | 15 | 8 | 4 | 30 | — | | |
| Consumption | 20 | .2 | .1 | .2 | .2 | 5 | 29 | 25 | 29 | 28 | — | | |

¹ The Japanese returns, unless the contrary is stated, do not take account of internal trade between Japan and her territorial possessions (Formosa, Chosen and part of Sakhalin).

APPENDIX 5 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|---|---|------------|--------------|------------|--------------|----------------|------------|-----------|--------------|------------|------------|--|
| CEYLON : Consumption . . . | | | | 2 | 1 | 1 | 2 | 2 | 1 | 2 | 1 | |
| ROUMANIA : Import | — | — | — | — | 160 | 140 | — | — | — | 143 | 33 | |
| BULGARIA GREECE | No statistics available. | | | | | | | | | | | |
| EGYPT : Import | — | — | — | — | — | — | 18 | 34 | 25 | 31 | 69 | |
| ITALY | No statistics available up to 1920. | | | | | | | | | | | |
| SWITZERLAND : Manufacture . . . Import | — | — | — | 870 | — | — | — | — | — | — | 321 892 | 1,617 kilos of cocaine and its derivatives imported in 1921. 732 kilos manufactured in 1921. Import from Germany 610 kilos. France 232 kilos, Holland 39 kilos. Estimated 1921 consumption 255 kilos. |
| FRANCE | No statistics of manufacture or consumption available. Particulars of import and export promised later. | | | | | | | | | | | |
| MONACO | No statistics given. | | | | | | | | | | | |
| SPAIN | No statistics available. Information will be collected and statistics compiled in future. | | | | | | | | | | | |
| PORTUGAL | Reply received concerns Macao only. | | | | | | | | | | | |
| GREAT BRITAIN : Import Export | 1120 900 | 390 190 | 1,570 700 | 810 440 | 1,900 770 | 1,500 1,120 | 580 270 | 450 70 | 660 1,230 | 210 580 | | Import largely from Peru. No manufacture. Exports chiefly to France and Netherlands in 1919 and 1920. |
| BELGIUM : | No statistics given. | | | | | | | | | | | |
| NETHERLANDS : Import Export | No statistics. | | | | | | | | | | | No statistics of manufacture or consumption available. |
| | | | | | | | 106 | — | 1 | 1,025 | 443 | |
| | | | | | | | | | 79 | 1,105 | 406 | |
| | | | | | | | | | | | | Imports. 1919 1920 Great Britain 1012 386 Germany 13 53 The chief items of 1919 exports were : Unspecified 316, Belgium 268, Spain 218, Italy 195, Greece 100 ; and in 1920 Japan and Korea 192, Italy 100, Chile 33, Mexico 33. |

APPENDIX 5 (continued).

| | 1910 | 1911 | 1912 | 1913 | 1914 | 1915 | 1916 | 1917 | 1918 | 1919 | 1920 | |
|---|--|------|------|------|------|------|------|---|------|------|------|---------------|
| DENMARK : | No statistics given. | | | | | | | | | | | |
| NORWAY : | | | | | | | | | | | | |
| Import | 5 | 23 | 12 | 14 | 20 | 10 | 25 | 25 | 4 | 14 | 35 | |
| SWEDEN | No reply yet received to the questionnaire. | | | | | | | | | | | |
| GERMANY | | | | | | | | | | | | |
| LUXEMBURG | No statistics given. | | | | | | | | | | | |
| POLAND | | | | | | | | | | | | |
| AUSTRIA | No statistics given. | | | | | | | | | | | |
| HUNGARY : | | | | | | | | | | | | |
| Import | — | — | — | — | — | — | — | 84 | 56 | 45 | 40 | No production |
| Export | — | — | — | — | — | — | — | 70 | — | — | — | |
| CZECHO-SLOVAKIA : | | | | | | | | | | | | |
| Import | — | — | — | — | — | — | — | — | — | — | 23 | From Germany. |
| UNITED STATES OF AMERICA | No reply yet received to the questionnaire. | | | | | | | | | | | See page 26. |
| CANADA : | | | | | | | | | | | | |
| Import | — | 1 | 7 | 30 | 2 | 150 | 200 | 140 | 350 | 190 | 95 | |
| Export | No figures available. | | | | | | | | | | | |
| NEWFOUNDLAND | Estimated annual import for consumption 5 kilos. | | | | | | | | | | | 2 |
| SOUTH AFRICA | No returns. | | | | | | | | | | | |
| NEW ZEALAND | No reply yet received to the questionnaire. | | | | | | | | | | | |
| AUSTRALIA : | | | | | | | | | | | | |
| Import | — | — | — | 12 | 12 | 4 | 22 | Merged in returns of hypnotic and narcotic drugs. | | | | |
| Other countries and Colonies from which replies have been received. | No trade of any importance disclosed. | | | | | | | | | | | |