

LEAGUE OF NATIONS.

O.D.C. 52.

SECOND OPIUM CONFERENCE.

Proposal of the German Delegation regarding the Definitions in Chapter III of the Hague Convention and the suggestions made for its extension.

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Cocaine shall be understood to mean:

The methylbenzoyl derivative of the l-ecgonin with the formula  $C_{17}H_{21}O_4N$  ( $[\alpha]_D^{20} = -16,4^\circ$ ) which is contained as the principal alkaloid in *erythroxyllum coca* Lamarck and *erythroxyllum novogranatense* (Morris) Hieronymus, no matter whether of vegetable origin or synthetically produced, and, in addition, all derivatives of ecgonin, the use of which creates a craving similar to that caused by cocaine.

Coca leaves shall be understood to mean:

Leaves of the *erythroxyllum coca* Lamarck and *erythroxyllum novogranatense* (Morris) Hieronymus.

Explanation.

So far as is at present known cocaine is only found in the *Erythroxyllum* genus; only the two species - *coca* and *novogranatense* - are cultivated. In the latest monograph on the erythroxyllaceae by O.E. Schulze no mention is made of other species.

It was resolved at the international congress of botanists at Vienna in 1905 that discoverers' names should be added to the name of the species, so as to describe the plant concerned without ambiguity. Names of species not derived from proper names should be written with a small letter.

LEAGUE OF NATIONS.

O.D.C.20.

SECOND OPIUM CONFERENCE.

Proposals for the consideration of the Conference submitted  
by Governments other than those already circulated  
in Documents C. 348 and A 32.

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AUSTRALIA.

Reference League document C.172.M.47 twenty-sixth March Second  
Opium Conference Australian Commonwealth Government supports  
proposal that in order protect countries undertaking reduction  
countries not at present producing be prohibited planting  
poppy and coca leaf.

S.M. BRUCE.

Prime Minister.

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AUSTRIA.

Translation.

Austrian Representative accredited  
to the League of Nations.  
No. 358.

Geneva,

August 31st, 1924.

To the Hon Sir Eric Drummond, C.B., M.C.M.G.,  
Secretary-General of the League of Nations,  
GENEVA.

..... With regard to the annexed report, I am instructed  
to transmit to you the following observations, which the  
Federal Government desires to make in regard to the  
communications contained in your circular letters C.L.5.1924.NI  
and C.156.M.37.1924.NI.

The Austrian Government is in agreement with the United States Representative's proposal that the cultivation of the poppy and of the coca leaf should be reduced to the quantity sufficient for the requirements of medicine and science, i.e. to the strict minimum required for legitimate purposes, since the object of the International Opium Convention, which is to prevent the abuse of opiates, cocaine, etc., can only be attained by a measure of this kind. The cultivation of these plants, or their use for the production of opium, should not, however, be confined to a restricted number of countries or confined to countries in which opium had hitherto been produced. Such a restriction would, in the opinion of the Austrian Government, confer an unfair advantage on certain producing countries, which would thus obtain a monopoly, while the industry of other countries would be injured.

In the opinion of the Austrian Government, each country should be left to determine the quantity of narcotics required for medical and scientific purposes in its own territory. As regards the calculation of a total for world consumption, the Austrian Government sees no objection to the proposal, on condition that this figure should be drawn up with due regard to the statistics for the requirements of the various countries over a period of several years.

As regards the uniform definition of all the substances falling under the Opium Convention, the Austrian Government agrees to abide by that adopted at the Hague Convention of January 23rd, 1912.

3.

CUBA.

Translation.

Make following proposal regarding practical measures for limiting use narcotics and preventing abuse: world production of opium and narcotics should be exactly proportionate to requirements of each country for medical and scientific purposes estimated on a bona fide basis.

CESSEDES.

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Geneva, November 17th, 1924.

N O R W A Y.

Memorandum.  
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The Norwegian Government cannot accede to the provision in accordance with which Governments would have to submit quarterly statistics of the amounts of the substances in question imported and exported by them instead of furnishing an annual report, as has hitherto been the practice:

As pharmacies are specially inspected at regular intervals in Norway and as, moreover, conditions in that country render supervision of the traffic in these drugs an easy matter, the Royal Government is of opinion that the annual statistics are amply sufficient for the requirements of control. There is accordingly every reason to believe that any serious abuse would speedily be discovered. The Government therefore considers that, as regards Norway, quarterly reports- which would, moreover, entail a considerable amount of work- cannot be regarded as necessary.

PART II.

V. The Norwegian Government has no objection to the inclusion of ecgonine.

VI. (Conclusion). The Norwegian Government cannot accede to the proposal for the deletion of the last sentence in Article 10 of the Hague Convention, if that is to be taken to mean that chemists would have to enter in their books, together with the name of the purchaser, each consignment of opium, etc., or of drugs containing the foregoing substances, and to notify the authorities of the facts. Such a provision would be too drastic and is not essential for the purposes of control. It would, moreover, appear to be impracticable.

-2-

While dealing with this subject, we desire to state that pharmacies in Norway are regularly inspected by the authorities and that the licence system at present governing the opening of pharmacies in that country is, from the standpoint of control, equivalent to a State monopoly.

SOCIETE DES NATIONS.

O.D.O.112.

12 février 1925.

2ème CONFERENCE DE L'OPIUM.

Proposition du Délégué australien.

La Conférence prend acte de la résolution présentée par le Délégué de la Finlande, mais elle estime que cette résolution soulève une question qui est en dehors de sa compétence.

La Conférence estime donc ne pas pouvoir exprimer d'opinion sur la question; elle considère qu'il suffira d'attirer l'attention du Conseil de la Société des Nations sur les suggestions <sup>contenues</sup> dans la proposition.

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SECOND OPIUM CONFERENCE.

February 12th. 1925.

Proposal by the delegation of Australia.

The Conference takes note of the Resolution submitted by the Delegate of Finland but considers that it raises a question outside the functions of this Conference.

The Conference therefore feels unable to express a definite opinion on the merits of the question but thinks it of sufficient importance to draw the attention of the Council of the League of Nations to the suggestions contained therein.

O.D.C. 20. A.

LEAGUE OF NATIONS.

SECOND CONFERENCE ON OPIUM

MEMORANDUM.

concerning Annex I to Document A. 32 1924 XI "Measures suggested as a basis for the deliberations of the Second Conference November 1924."

submitted by the Austrian Government.

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When submitting its report for the year 1923 the Federal Government pointed out that in its opinion the final estimate of the annual consumption in narcotics ought to depend on statistical observations carried out over a period of several years. In Austria the Hague Convention has only been in force since 1921. Consequently the statistics only include the period from September 1st 1921. Observations made during this period concerning the traffic in narcotics could not possibly be held to provide a sufficient basis for estimating the actual requirements of the country. The Federal Government therefore ventures to propose that the determination of these quantities should be postponed for at least a year. This would make it possible to complete the observations which have so far been carried out and provide data on which to determine the actual needs,

(a) for consumption in the country for medical and scientific purposes,

(b) for the manufacture of drugs or of other medical preparations,

(c) for foreign trade.



Austria cannot agree to the proposal that every country should undertake not to authorise the importation of quantities of narcotics greater than those specified in its estimates. The slightest change in market conditions, an epidemic, &c. would suffice to make it impossible strictly to observe such an undertaking. In the opinion of the Federal Government it is to the interest of every State - if only for reasons of health - that the State should control the trade in drugs and on its own initiative prevent all abusive use. On the other hand a restrictive measure such as that implied in the above-mentioned undertaking, might produce results which would cause irreparable loss to traders authorised to export these drugs. It is also important to bear in mind that authorised merchants finding themselves unable (because the quantities specified in the estimate had been exceeded) to obtain licences for the speedy importation of these drugs to meet urgent needs might possibly be forced to adopt illegal expedients.

The Federal Government does not consider that it is absolutely necessary to set up a Central Board composed of experts to supervise the proportion of quantities imported as compared with those set out in the estimate. Such a Board could only work if the Conference also adopted the new proposal to the effect that Governments should be bound to furnish every three months statistics concerning their imports, exports and re-exports to or from every country and every six months statistics concerning the manufacture of drugs in their country and the amount of

the stocks held by wholesale merchants. All industrial and commercial establishments are at present overburdened with statistical work and reports of every kind which they are required to furnish for official and semi-official purposes. A request to furnish the above-mentioned statistics at such short intervals, would certainly give rise to some difficulty. The Federal Government therefore thinks that it would be better to avoid making it compulsory to furnish these quarterly or half-yearly reports: the annual reports of each country which would provide a sufficient basis for effective measures against all abuses.

As far as the Federal Government is able to judge, the Advisory Committee on Opium to which this work has hitherto been entrusted, has always when necessary succeeded in exerting its influence in the various countries. In the view of the Federal Government, the control of the traffic in narcotics as exercised by the Committee has given entirely satisfactory results. The Federal Government is consequently of opinion that it would be unnecessary to set up a new committee.

The Federal Government is unable to agree to the proposal contained in Nos. III and VIII of Section IX to the effect that when a copy of the export licence does not accompany the consignment the Government issuing the export licence shall send a copy to the Government of the importing country. The Federal Government thinks that a measure of this kind would merely give excessive work to the authorities concerned without appreciably contributing to the suppression of illicit traffic.

As the Federal Government has already ventured to point out when submitting its report for the year 1923, it is, in principle, prepared to issue licences in quadruplicate. In its opinion it would be well to render this rule universal and to lay down that one of these copies should accompany each consignment. Should the Government of an exporting country so request, it might further be laid down that the copy of the export licence accompanying the goods should be returned to the Government in question with an affidavit by the Government of the importing country to the effect that importation has actually taken place.

As regards the question raised in No. V i.e. whether ecgonine should be included in the list of controlled articles in conformity with the Hague Convention, the Federal Government is not in a position to make a proposal, as it has not been observed in Austria that this preparation has ever been put to such abusive use as to call for stricter control.

As regards the proposal contained in No. X, namely that in the case of a consignment of narcotics passing in transit through the territory of a third country without being removed from the ship or conveyance in which it is being conveyed, that a declaration should be made to the authorities of the country of transit of the contents of the consignment and the country for which it is destined, the Federal Government feels that it should point out that the authorities of the country through which the goods pass are not in a position to apply the provisions concerning the control in traffic in narcotics to goods transported in closed receptacles which are not removed from the means of transport- which in other words remain during transit under customs seal. The control of such consignments by the authorities of the countries

through which they pass would be going too far, and would not moreover produce any results, unless part at least of some of the packages chosen at random were to be examined. The authorities of a country of transit are not, however, entitled- unless they have serious suspicions concerning the contents - to open these packages. It should, moreover, be borne in mind that according to the Convention for the simplification of Customs Formalities concluded on November 3rd 1923, all excessive or useless formalities should be avoided. In the opinion of the Federal Government the copy of the export certificate accompanying the goods should be sufficient to warrant the consignment;

LEAGUE OF NATIONS.

O.D.C. 47.

SECOND OPIUM CONFERENCE.

Proposal submitted by the Delegation of the  
United States of America concerning Article I.

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On behalf of the Delegation of the United States of America, I hereby present for consideration by the Conference Article I of the suggestions of the United States of America which reads as follows :

"The Contracting Parties shall enact effective laws or regulations for the control of the production and distribution of raw opium and coca leaves so that there will be no surplus available for purposes not strictly medical or scientific.

"The foregoing provision shall not operate to prevent the production for exportation, or exportation, of raw opium for the purpose of making prepared opium into those territories where the use of prepared opium is still temporarily permitted under Chapter II of this Convention, so long as such exportation is in conformity with the provisions of this Convention,"  
and move that a plenary session of the Conference be called to consider the proposal.

SOCIETE DES NATIONS.

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O.D.C. 66

Genève, 16 janvier 1925

DEUXIEME CONFERENCE DE L'OPIUM.

Motion présentée par la Délégation des Etats-Unis d'Amérique

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Au nom de la délégation des Etats-Unis d'Amérique, je sou mets à l'examen de la Conférence le chapitre II des suggestions formulées par les Etats-Unis d'Amérique, et je demande que les propositions contenues dans ce chapitre soient renvoyées par la Conférence, à une Commission compétente, aux fins d'examen.

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O.D.C.66

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE .

December 11th, 1924

Motion submitted by the Delegation of the  
United States of America.

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On behalf of the Delegation of the United States of America, I hereby present for the consideration of the Conference Chapter II of the suggestions of the United States of America, and move that the proposals contained in this Chapter be referred by the Conference to an appropriate committee for consideration.

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LEAGUE OF NATIONS.

C.D.C. 101

Geneva, February 6th 1925.

SECOND OPIUM CONFERENCE

The President of the Second Opium  
Conference has the honour to forward the  
attached letter and memorandum received  
from the American Delegation for the  
information of the members of the Con-  
ference.

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LETTER FROM THE DELEGATION OF THE UNITED  
STATES OF AMERICA TO THE PRESIDENT OF THE  
SECOND OPIUM CONFERENCE

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Geneva, February 6th 1925

My dear Mr. President,

I have the honour to inform you that, in pursuance of authorisation of the President of the United States, this Delegation, to its deep regret, finds itself unable longer to participate in the deliberations of the Opium Conference. The reasons for this action are more fully set forth in the enclosed memorandum.

In taking leave, permit me, on behalf of the Delegation, to say that we are deeply sensible of the consideration and kindness of our colleagues in the Conference, and to express to you and to the officers and Secretariat our appreciation of the uniform courtesy and the cheerful untiring and efficient service which have been shown to the Delegation.

I am, my dear Mr. President,

Very sincerely yours,

(Signed) Stephen G. PORTER

Chairman.



MEMORANDUM

The League of Nations on October 18th 1923, extended an invitation to the Powers signatory to the Hague Convention, including the United States, to participate in an International Conference which was called for the purpose of giving effect to the following principles, subject to reservations made by certain nations regarding smoking opium:

"1. If the purpose of the Hague Opium Convention is to be achieved according to its spirit and true intent, it must be recognised that the use of opium products for other than medical and scientific purposes is an abuse and not legitimate.

"2. In order to prevent the abuse of these products it is necessary to exercise the control of the production of raw opium in such a manner that there will be no surplus available for non-medical and non-scientific purposes."

The Joint Resolution adopted by the Congress of the United States May 15th 1924, authorising our participation in the present Conference quoted the principles referred to in the preamble and expressly stipulated:

"That the representatives of the United States shall sign no agreement which does not fulfill the conditions necessary for the suppression of the narcotic drug traffic as set forth in the preamble."

Despite more than two months of discussion and repeated adjournments, it now clearly appears that the purpose for which the Conference was called cannot be accomplished.

The reports of the various Committees of the Conference plainly indicate that there is no likelihood under present conditions that the production of raw opium and coca leaves will be restricted to the medicinal and scientific needs of the world. In fact the nature of the reservations made show that no appreciable reduction in raw opium may be expected.

It was hoped that if the nations in whose territories the use of smoking opium is temporarily permitted would, in pursuance of the obligation undertaken under Chapter II of the Hague Convention, adopt measures restricting the importation of raw opium for the manufacture of smoking opium or would agree to suppress the traffic within a definite period, such action would materially reduce the market for raw opium and an extensive limitation of production would inevitably follow. Unfortunately, however, these nations, with the exception of Japan, are not prepared to reduce the consumption of smoking opium unless the producing nations agree to reduce production and prevent smuggling from their territories and then only in the event of an adequate guarantee being given that the obligations undertaken by the producing nations would be effectively and promptly fulfilled. No restriction of the production of raw opium under such conditions can be expected.

In the matter of manufactured drugs and the control of transportation an improvement over the Hague Convention is noticeable. There is, however, no likelihood of obtaining a complete control of all opium and coca leaf derivatives. Irrespective of the measure of control provided for manufactured drugs, it is believed that, by

reason of the very small bulk, the ease of transportation with minimum risk of detection and the large financial gains to be obtained from their illicit handling, such drugs and their derivatives can only be effectively controlled if the production of the raw opium and coca leaves from which they are obtained is strictly limited to medical and scientific purposes. This the Conference is unable to accomplish.

In the circumstances, the Delegation of the United States, in pursuance of instructions received from its Government, has no alternative, under the terms of the Joint Resolution authorising participation in the Conference, other than to withdraw as it could not sign the Agreement which it is proposed to conclude. We desire to make it clear that withdrawal from the present Conference does not mean that the United States will cease its efforts through international co-operation for the suppression of the illicit traffic in opium and other dangerous drugs. The United States recognises that the world-wide traffic in habit-forming drugs can be suppressed only by international co-operation but believes that for the present at least greater strides in the control of the traffic may be hoped for if it should continue to work toward this end upon the basis of the Hague Convention of 1912.

February 6th 1925.

SOCIÉTÉ DES NATIONS

O.D.C. 103.

le 6 février 1925.

SECONDE CONFÉRENCE DE L'OPIMUM

Le Président de la Seconde Conférence de l'Opium a l'honneur de communiquer aux membres de la Conférence le texte de sa réponse à la lettre de la Délégation des Etats-Unis.

(Voir document O.D.C. 101).

LETTRE DU PRÉSIDENT DE LA SECONDE CONFÉRENCE DE L'OPIMUM  
AU PRÉSIDENT DE LA DÉLÉGATION DES ÉTATS-UNIS.

Genève, le 6 Février 1925.

Mon cher Président,

J'ai l'honneur de vous accuser réception de votre lettre en date d'aujourd'hui, par laquelle vous avez bien voulu m'informer que la Délégation des États-Unis d'Amérique se voit, de par les termes de l'autorisation délivrée par le Président des États-Unis, dans l'impossibilité de participer plus longtemps aux délibérations de la Conférence de l'Opium.

J'ai l'honneur de vous accuser réception, en même temps, de la note jointe à votre lettre et dans laquelle vous avez exposé les raisons de cette décision. La lettre et ses annexes ont été immédiatement communiquées, à titre officiel, à tous les membres de la Seconde Conférence et transmises au Secrétaire général de la Société des Nations. J'attirerai, bien entendu, l'attention des membres de la Conférence, au cours de la séance plénière qui aura lieu demain matin, sur le contenu de votre communication.

Je suis convaincu que la décision prise par le Gouvernement des États-Unis sera accueillie avec le plus vif regret par toutes les Délégations assemblées à Genève, qui, j'en suis certain, conservent encore l'espoir d'arriver à une solution efficace du problème auquel nous vous tous, et particulièrement la Délégation américaine, consacré tant d'efforts pendant ces dernières semaines.

L'Hon. Stephen G. Porter,  
Président de la Délégation Américaine  
à la Seconde Conférence de l'Opium,  
Hôtel de la Paix,  
G E N È V E

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Je ne manquerai pas, à la première occasion, de transmettre à la Conférence le message amical que vous m'avez adressé, au nom de la Délégation des Etats-Unis, au sujet des égards et des attentions dont ont fait preuve envers vous, vos collègues de la Conférence; j'exprimerai également au Secrétaire général, ainsi qu'à tout le personnel qui a pris part aux travaux de cette Conférence, votre vive appréciation des services rendus à la Délégation des Etats-Unis.

Permettez-moi enfin de vous remercier personnellement des termes bienveillants en lesquels vous vous êtes exprimé à mon égard. Je tiens de mon côté à vous exprimer ma profonde reconnaissance de la collaboration loyale et éclairée que j'ai trouvée auprès de vous en ma qualité de Président. J'espère que vous conserverez de nos relations un souvenir aussi amical que celui que j'en garde moi-même. Je vous prie également de bien vouloir transmettre à vos collègues de la Délégation mes remerciements les plus vifs.

Veillez agréer, etc.

(s) ZAHLE.

Président de la Seconde Conférence  
de l'Opium.

O.D.C. 103

LEAGUE OF NATIONS

February 6th, 1925.

SECOND OPIUM CONFERENCE.

The President of the Second Opium Conference has the honour to communicate to the members of the Conference the text of the reply which he has sent to the letter from the United States Delegation (See Document O.D.C. 101) •

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LETTER from the PRESIDENT OF THE SECOND OPIUM CONFERENCE  
to the CHAIRMAN OF THE UNITED STATES DELEGATION.

GENEVA, February 6th, 1925.

My dear Mr. Chairman,

I have the honour to acknowledge the receipt of your letter of to-day's date, in which you have communicated to me that the Delegation of the United States of America, in pursuance of the authorisation of the President of the United States, finds itself unable to participate any longer in the deliberations of the Opium Conference.

I beg, at the same time, to acknowledge the receipt of the memorandum enclosed with your letter in which you have set forth the reason for this action. The letter and its annexes have at once been officially circulated to all the members of the Second Conference and sent to the Secretary-General of the League of Nations. I shall, of course, in the Plenary Meeting of the Conference which will be held tomorrow morning, draw the attention of its members to the contents of your communications.

I am fully convinced that this decision taken by the United States Government will be received with the profoundest regret by all the Delegations assembled at Geneva who, I feel sure, must still retain the hope that some effective solution may be found to the problems to which so much consideration has been given during these past weeks by us all, and, in particular, by the American Delegation.

The Hon. Stephen G. Porter,  
Chairman of the American Delegation  
to the Second Opium Conference,  
Hotel de la Paix,  
GENEVA.



I shall take the first opportunity of conveying to the Conference the friendly words you have spoken on behalf of the Delegation of the United States as to the kindness of your colleagues at the Conference, and I shall express to the Secretary-General and to the whole staff which has been engaged in the work of this Conference, your appreciation for the efficient services rendered.

May I finally, on my own behalf, thank you for the kind words expressed to me personally. I am most grateful for the loyal and efficient collaboration you have given me in my capacity as President. I hope that you will keep as friendly a remembrance of our relations as I shall. I beg also to transmit to your colleagues in the Delegation my warmest thanks.

I am,

My dear Mr. Chairman,

(Signed) ZAHLE

President of the Second Opium Conference.

SPEECH OF THE RIGHT REVEREND CHARLES H. BRINT,  
BEFORE THE SECOND INTERNATIONAL OPIUM CONFERENCE AT GENEVA,  
SWITZERLAND, NOVEMBER 19, 1924.

On behalf of the Delegation of the United States of America I have the honour to submit to the Conference the program embodying not only the mind of the Delegation but also the mind of the Nation which we represent. I place this in your hands now <sup>informally</sup> in order that the delegates present may have opportunity to study, criticize and amend the propositions which it contains. You will note that we call our program "suggestions". It is an attempt to translate the ideals for which we stand into terms of national and international practice. It is couched not in terms of immediacy or expediency but of a purpose to which every signatory of the Hague Convention is pledged -- the ultimate suppression of the abuse of opium, cocaine, and their derivatives, and the restriction of their production and manufacture within the requirements of medicine and science. The thought we have had in mind is not how little we may do and call it progress, but how great a stride forward we may take, not ignoring that degree of risk which is invariably a companion of forward movement.

The Delegation of the United States would be acting beyond its province in presenting such a programme as is being placed in your hands were it not that we are voicing not merely an Act of Congress and the instructions of the Government, but also the popular demand. We carry with us written documents pledging the unsolicited support of societies and organisations representative of the whole country, from the American Red Cross Society, the

American Chamber of Commerce, the Grotto (a Masonic organisation) the Mystic Shrine (another Masonic organisation) and fraternal orders representing five million people, to international missionary societies, 700 schools and colleges and hundreds of churches and religious organisations.

It seemed to us wise to formulate our position in terms of The Hague Convention, amended and enlarged. If it be urged that we are expecting to cover too much ground at a stride, we would answer that such a course would be far less dangerous to the interests of the human race than an attempt merely to beat time or dally. The popular mind is beginning to be sufficiently informed of the peril of the situation to require some forceful action under the terms of a convention that has now been in existence for twelve years and thus far produced relatively little fruit. As I shall point out later, there is more at stake far than the immediate question before us. The whole principle of international action and the value of the international treaty is involved. When the time comes in the course of the Conference for formal and definitive action, the American Delegation will put before the Conference or it has a complete plan as occasion may advise in the shape of amendments or substitutes to propositions made, the various suggestions contained in their programme. For the present we are laying our whole case before the Conference without reserve and ulterior motive. There is nothing we do not say. There is no guile hidden beneath the surface. If we are bold in our proposals, we are frank in our presentation of them. No longer can we honestly say of the slavery of addiction what Canning once said of chattel slavery, "I abjure the principle of perpetual slavery; but I am not prepared now to state in what way I would set about its abolition." Our clear business is to prepare for action.

From the beginning it has been clear that no single nation can combat the peril and ruin with which habit-forming drugs

threaten, not one nation, but all nations. I venture to repeat words advocating international action written in 1906 relative to the nation both then and now most troubled by the abuse of opium: "The sole hope for the Chinese is in concerted action. As a side issue, but as a consideration that would in my mind enhance the value of the movement, it would tend to unify in some measure nations that are Oriental either by nature or through the possession of dependencies in the Orient. Nothing tends to promote peace more than a common sin." At that very moment there was beginning a bold adventure in China entailing much risk, where nation stood beside nation in a common endeavour to reach a seemingly impossible goal. The goal was reached and had it not been for the universal upheaval of the world which has turned back the clock of progress, China would probably have consolidated the victory she had won over her worst <sup>internal</sup> enemy. What was done before must be done again. China does not desire, nor will she be benefitted by, the pity, the cynicism or the criticism of sister nations; she needs their encouragement and active aid. I speak of China thus early because it is the Chinese, either in their own territory or else in the dependencies of other nations, who are the chief victims of a notorious form of narcotic abuse. The courageous treatment of this question in countries where the Chinese are resident in large numbers could not fail to have its effect on China. The representatives of China are themselves asking why the profit received from the sale of prepared opium in countries where such sale is legalised cannot be used to combat in one way or another the victims of addiction. This is a question which must be frankly answered, especially by such countries as claim that traffic in prepared opium is not practised for the purpose of making revenue. The whole world waits for the answer.

When it comes to the consideration of the restriction of production and manufacture within the limits of medical and scientific need -- let us be frank -- the crux is money. Eliminate economic difficulties and the rest would be easy. When I speak in this

way I recognise and appreciate the grave difficulties which confront many countries. The reduction of production and manufacture would mean economic embarrassment. Whatever steps are taken should have this in full view. We must determine on forward movement, forward movement that is steady and will not cease until the goal has been reached. Among those who are perplexed by such practical problems as I have indicated there is sometimes an inclination to irritation and impatience because of the unpractical side of idealists, but let us not forget it, the hope of the world is in idealism that breaks the bonds of conventional thought and practice and challenges the impossible to defend its claims. No movement for the betterment of the human race ever yet succeeded that did not lift its standard high and even have a gallant disregard for many of the maxims of commonsense. Science is the watchword of the day. Science is head without heart. Emotion, on the other hand, is heart without head. In this business we need as much heart as head. A biologist has recently claimed that the Golden Rule without science would wreck the world that tried it. How does he know? It has never been tried. This we do know that science without the Golden Rule has wrecked the world and we stand amidst the wreckage.

The League of Nations and the last compact signed within these walls, I mean the Protocol for the Pacific Settlement of International Disputes, are both distinguished instances of adventure in the realm of the seemingly impossible, ventures of the heart quite as much as of the head. That they are discounted and feared and criticized does not pale the real brilliance of their respective stars. It is better far to live in the freedom of bold experiment, pressing upward into the realm of the untried, than to abide in the doubtful security of the castle of self-interest and the stagnant

pool of the status quo. The story of the advancement of the human race is a story of adventure, and of refusal to stand still because there is a lion in the way. Two things destroy the power and beauty of an ideal; the one, a refusal to make adventures; the other, admiration without imitation. Both dangers threaten this Conference.

The Delegation of the United States ask of you but one thing at this time, and they ask it in the spirit of brotherhood and kindness and faith in human nature - let this Conference not adjourn without declaring in a practical way before the world that it is set on pursuing the ideal we have accepted until it has been realized. If you will allow one who has laboured for nearly a quarter of a century in our common cause to lay before you the principles which have actuated him, permit him to do so by suggesting certain guides that should determine our procedure during the days of our fellowship in this Conference.

1. The ethical must determine and inspire the practical. This is not a question where there can be a great deal of difference of opinion among men of principle and honour. That which we would count an evil and a pest in our own family must be considered an evil and a pest in the family of another. What applies to families applies to nations. In other words, we must aim at that level but difficult task of treating others and the interests of others on the same plane as ourselves and our own interests. Probably the only thing that keeps us from adopting this practice is because of some subtle fear that we shall in the end lose thereby

It has been truly said that "the people who do most completely what is in effect to their interest are those who, on moral grounds do what they believe to be against their interest."

Bertrand Russel gives as an illustration how among early Quakers "there were a number of shopkeepers who adopted the practice of

asking no more for their goods than they were willing to accept instead of bargaining with each customer as everybody else did. They adopted this practice because they held it as a lie to ask more than they would take but the convenience to customers was so great that everybody came to their shops and they grew rich". Similarly it has been recorded by an eminent statistician that in New England out of 100 commercial houses founded for the pursuit of gain and self-interest, which existed 100 years ago, but 5 have survived. On the other hand, out of 100 philanthropic organisations created for the benefit of others, in existence 100 years ago, 95 survive.

2. We must somehow get the courage and the wisdom that will enable us to speak the truth, the whole truth, and nothing but the truth. Open diplomacy is beginning to assert its reality and power in international negotiations. Open diplomacy alone will not suffice. We must also have frank diplomacy. Let us not dwell on technicalities or run off on side issues in order to evade the main question. Evasion is a form of cowardice and is headed for ultimate defeat. Dialectic cleverness usually leads to a hollow triumph and is a degradation of the truth.

3. In spite of any checks that we may have had in the mutual rapprochement of nations, in spite of the mistakes of governments that have unnecessarily aroused hostilities, in spite of the suspicions and fears which still mar free intercourse in the family of nations, we must recognise the essential unity of the human race. There is no white or yellow or brown or black human nature. We see the same stuff, the same substance, under every colour, whether in Africa, Asia, Europe or America. God never made one nation to be exploited or despised by another. The story goes that one man of eminence met another man of eminence. They accidentally jostled one another. Both turned and each looked fiercely at his neighbour. Then one of them said, "Why do you eye me so?"

God made me." To which the other responded, "Then He is falling off sadly in His work." A humorous way of indicating one of the chief reasons why the world is at odds with itself -- mutual disrespect and arrogance. Mutual respect is the sole basis of fellowship, whether among individuals or among nations. There are various phases of human nature and varying degrees of capacity in human nature. But there is only one human nature. I speak as a humble follower of Jesus Christ.

I made reference earlier in my address to the fact that more was involved in this Conference than the settlement of a single question. International treaties are as yet relatively few and the particular one by which most of the nations represented here are bound is among the earliest. In the international treaty we have the chief instrument by which the nations of the world are to be firmly bound together. Individual treaties are of small account as compared with a treaty where a large number of nations are all bound by a common compact. One country may have individual treaties with fifty others but that fact does not prevent those fifty countries being all at odds with one another. I look at the Hague Opium Convention as a test convention. If we can prove to a world which is apt to be cynical that this is an effective agent for mutual understanding and co-operative action we shall be doing a service valuable beyond computation for the peace of mankind. I would add, however, that I recognise that conferences and treaties are but agencies that must be taken out of the realm of mere mechanism into that of organic life by the spirit infused into them. We must start and we must end with kindness. Again to quote that versatile and brilliant publicist, Bertrand Russell, "Only kindness can save the world and even if we know how to produce kindness we should not do so unless we are already kindly."



To close. You and I are launched on an <sup>undertaking</sup> ~~uninterrupted~~ which will not brook delays, pretences, or backsliding. We are a gathering of men pledged in behalf of our respective nations to the pursuit of an ideal until it is realised. We must be true to our trust. There are those already who have finished their course without seeing the triumph of their cause and ours. They have handed on the torch for us to carry high and with blazing flame. My friends and colleagues, Hamilton Wright, representing the West, and Tang Kwo An, representing the Orient, have finished their labours and we are the richer because of the heritage that they have passed on to us. Sir John Jordan, that fine old warrior, is still with us but he is at the eventide of his life. Of him may it be aptly said as was said of another crusader of his sort: "Singleness of purpose is the crusader's characteristic virtue and the secret of his power". In a book that is wise beyond all books to the Christians it is written concerning the idealists of old: "These all died in faith, not having received the promises, but having seen them and greeted them from afar". It may be our fate and if it be so we shall not complain. Eventually the victory will be won by other hands if not by ours. But I cannot but feel that the moment of victory is not far distant. It is ready to arrive when the nations will it to arrive.

The record of the last moments of the life of William Wilberforce is an antidote to those who are faint-hearted and who are too eager for personal triumph in the cause which after all is not our own except so far as we serve it and make our contribution to it. In an interval of consciousness he told his son that he was in a very distressed state. "Yes", replied his son, "But you have your feet on the Rock". The dying man's last words were, "I do not venture to speak so positively, but I hope I have".

It was not until a year later that 800,000 slaves became free. We too believe that we have our feet upon the Rock and we earnestly hope that when the convention which will close this Conference is signed it will mean a near approach to the emancipation of the countless slaves now in bondage to the ruthless master of addiction.

SECOND OPIUM CONFERENCE.

MODIFICATIONS IN THE TEXT OF THE OPIUM CONVENTION PROPOSED  
BY THE BELGIAN DELEGATION.

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The Belgian Delegation proposes the following modifications in the text of the Opium Convention:

- Article 14. - (a) To medicinal opium;
- (b) To all preparations (official and non-official including the so-called anti-opium remedies) containing more than 0.05 gr. of morphine
- (c) To coca leaf and to all preparations official and non-official containing more than 0.025 gr. of cocaine.
- (d) To solutions of morphine and cocaine delivered in the form of ampullas
- (e) To hegonin.
- (f) To heroin, its salts and preparations containing heroin.
- (g) To all new derivatives of morphine, of cocaine or of their respective salts and to every other product which may be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like ill-effects

REASONS FOR ABOVE PROPOSALS.

By taking the proportion of alkaloids contained in official preparations as the limit of delivery this clause of the Opium Convention presents serious drawbacks from the point of view of pharmaceutical practice.

For example, a pharmacist cannot without a medical prescription give a client suffering from enteritis a single drop of laudanum (1 % of morphine) but he can give him 20 gr. of laudanum if he takes the precaution of adding 80 gr. of water. This mixture would only contain 0.2 % of morphine and would therefore not come under the Article in question.

Further, a pharmacist			<u>Opium extract</u>
if he prepares a powder of 0.05 gr.	may deliver	0.0001 M	±0.0005
" " " pill	0.20 " "	" "	0.0004 " "0.002
" " " lozenge	1 gr. " "	" "	0.0002 "
" " " solution	may deliver quantities of morphine varying with the volume.		

It is well known, moreover, that it is not necessary to evaporate solutions of alkaloids to dryness in order to obtain the alkaloids in a pure state. It will be seen therefore that it is abnormal in regulations to give prescriptions varying in their application from 1 to 2000. The proposed modification will allow pharmacists to deliver 5 gr. of laudanum 5 gr. of Dover powder and 25 pills with 0.01 of opium extract subject to entering all such transactions in the narcotics account and to observing the regulations concerning the sale of poisons.

It will not allow the delivery of ampullas of morphine and cocaine. It renders the delivery of heroin subject to a medical prescription.

Doctors should further be forbidden to prescribe alkaloids or their salts in a pure state and pharmacists to deliver them even against a medical prescription, since these alkaloids in a pure state can serve no legitimate purpose.

O.D.C. 63.

LEAGUE OF NATIONS.  
SECOND OPIUM CONFERENCE.

DECREE NO. 14969 OF SEPTEMBER 3rd, 1921, PROMULGATED BY THE  
REPUBLIC OF THE UNITED STATES OF  
BRAZIL.

This Decree gives official sanction to the Regulations re-  
garding the import of toxic substances into the country, the  
enforcement of penalties against offenders, and the sanatorium  
for drug addicts.

-----oOo-----

The President of the Republic of the United States  
of Brazil, in virtue of the authority conferred on him  
by Article 10 of the legislative Decree No. 4294 of July 6th  
of this year, has decided to approve the Regulations which  
accompany the present Decree and which are signed by the  
Minister of State for Justice and Home Affairs, concerning  
the import of toxic substances into the country, the enforce-  
ment of penalties against offenders, and the sanatorium for  
drug addicts.

(Signed) EPITACIO PESSOA

ALFREDO PINTO VICINA DE MELLO.

Rio de Janeiro,  
September 3rd, 1921.  
100th year of Independence and 33rd year of the  
Republic.

REGULATIONS REFERRED TO IN DECREE NO.4294

OF JULY 6th, 1921.

CHAPTER I.

CONCERNING THE IMPORTATION, SALE AND SUPPLY OF POISONOUS SUBSTANCES.

Article 1. Poisonous or narcotic substances (Anaesthetics or analgesics) such as opium and its derivatives, cocaine and similar drugs may only be delivered by the Customs authorities (or should they arrive as samples, by the postal authorities), if a licence has previously been obtained from the National Department of Public Health. This licence will be granted through the intermediary of the Inspectorate for the control of the medical, pharmaceutical, dental and obstetrical professions (Inspectoria de Fiscalisaçao do Exercicio da Medicina, Pharmacia, Arte dentaria et Obstetricia).

§1. This licence, which shall be required for each delivery of such substances, may be given in the form of an official entry in the document itself. The document must be kept in the records of the Customs or Postal Administrations after having been used for the purpose of withdrawing the goods.

§2. Offenders against the present article shall be liable to a fine of from 500 milreis to 2,000,000 reis in respect of a first offence, and twice as much in respect of subsequent offences, without prejudice to any penalty for a criminal offence which they may have incurred.

§3. The National Department of Public Health shall communicate to the Customs authorities of the Republic through the Ministry of Finance a table of the toxic and anaesthetic substances which from the scientific point of view are covered by the terms of the present article.

Article 2. Consignees of the substances referred in the previous article must, within three months, obtain the licence necessary for withdrawing or re-exporting them, in default of which, the consignments will be seized and rendered useless, but in no case sold by auction.

Paragraph: Samples of these substances may only be taken for official laboratory analysis or for the purpose of classifying the product.

Article 3. The Inspectorate of Medical practice, Pharmacy, Dentistry and Obstetrics shall keep a special book in which the licences shall be registered and the necessary information in regard to each part consignment of which the importation has been authorised shall be entered.

§1. This book shall be initialled by the head of the Inspectorate who will be responsible for the official formalities connected with the opening and the closing of the said book.

§2. The information referred to above must always include: the name of the consignee; the nature and quantity of the substance delivered and the place from which it comes; the date of the authorisation, etc.

Article 4. The substances to which Article 1 refers may only be imported by pharmaceutical chemists and druggists possessing the necessary licences, or by persons duly authorised by the National Department of Public Health.

Article 5. Druggists may only sell the substances referred to in Article 1 to pharmaceutical chemists; in such cases a written application certified by the pharmaceutical chemist must be produced.

§1. In conformity with §5 of the Article 166 of the Regulations of the National Department of Public Health, druggists shall keep a special register to record transactions in these substances and will enter therein the date of receipt, the quantity and the source of the various consignments imported or acquired, and the address of the purchaser's place of business, together with the name of the signatory of the document authorising delivery, the date of the document and the quantity of goods sold.

§2. Offenders against the present article shall be liable to a fine of from 500 milreis to 2,000,000 reis in respect of a first offence, and twice such sum in respect of subsequent offences, without prejudice to any penalty which they may have incurred for a criminal offence.

Article 6. Pharmaceutical chemists may neither sell nor administer the substances referred to in Article 1 without a prescription from a doctor or dental surgeon in conformity with the Regulations of the National Department of Public Health. Offenders against the present article shall be liable to a fine of from 500 milreis to 2,000,000 reis in respect of a first offence, and twice such sum in respect of subsequent offences, without prejudice to any penalty which they may have incurred for a criminal offence.

Sub-Paragraph: In compliance with § 5 of Article 166 of the above-mentioned Regulations, pharmaceutical chemists shall keep a special register in which shall be clearly entered full details in regard to the circumstances relating to the importation or to the purchase and destination of these substances, including the name and address of the seller and the purchaser.



Article 7. For the purposes of enforcing and recovering the fines provided for in the foregoing articles, a subsequent offence shall be taken to mean an offence repeated within a period of one year, and the provisions of Chapters I and II of Part 6 of the Regulations of the National Department of Public Health shall apply.

Article 8. The following shall be liable to the penalties provided for in Article 1 of Decree 4294 of July 6th, 1921;

- a). a druggist who sells to the public any of the poisonous or narcotic substances dealt with in the present Regulations.
- b). a pharmaceutical chemist or qualified person lawfully acting for him who sells or administers these substances contrary to the provisions of Article 6 of the present Regulation:
- c). any other trader who offers for sale, sells, or administers the said substances,
  - d). any private person who sells or administers them,
  - e). the bearer, deliverer or any other person whose participation in the traffic in the above substances is established in the manner laid down in Article 18, § 3 of the Penal Code.

The following shall be regarded as accomplices:

The bearer, deliverer, or any other person whose participation in the above-mentioned traffic is established in the manner laid down in Article 21, § 1 of the Penal Code.

CHAPTER II.

SANATORIUM FOR DRUG ADDICTS.

Section I.

Aims, organisation and working.

Article 9. An establishment shall be created in the Federal District with the name of the Sanatorium for Drug Addicts, in which individuals poisoned by alcohol or other intoxicating or narcotic substances shall be given medical treatment and disciplinary treatment in the form of work.

§1. The Sanatorium shall comprise two sections: one for patients interned by judicial order, and one for voluntary patients.

§2. The Penal Section shall admit:

- a) persons sentenced for drunkenness in conformity of Article 3 of Decree No. 4294 of July 6th, 1921;
- b) persons the charges against whom have been withdrawn or who have been acquitted under Article 27, § 4 of the Penal Code on the ground of mental disease resulting from the abuse of the intoxicating or narcotic substances referred to in Article 1 of Decree No. 4294 mentioned above and in Article 1 of the present Regulations.

§ 3. The Section for voluntary inmates shall admit:

- a) persons poisoned by alcohol or by some poisonous substance of the nature of the narcotics referred to in the previous paragraph, who have applied through legal channels for admission to the Sanatorium and who furnish proof that they require appropriate treatment;
- b) persons who, on application being made by a member of their family or a guardian, are held to be the same position as the persons referred to under (a), and whom it is clearly necessary

to confine at once in order that they may be prevented from committing criminal offences or rescued ~~from~~ from complete moral degradation.

§ 4. Special Regulations shall be issued fixing the details in regard to the number, categories, duties and remuneration of the staff of the Sanatorium, and the medical and disciplinary system which shall be followed in this establishment.

§ 5. As long as there is no building with the necessary equipment for the Sanatorium, addicts shall be confined for medical treatment in the Lunatic Settlements; they will be divided according to the nature of their case in to different sections, and they will be subject to the regulations in force in these settlements. Voluntary patients may also be confined in private establishments whose organisation complies with <sup>the</sup> laws and regulations in force for establishments placed under Government supervision.

## SECTION II.

### INTERMENT AND DISCHARGE OF ADDICTS.

Article 10. When judgement has been pronounced sentencing a person as a habitual drug addict, he shall be interned in the Sanatorium on production of the admission form bearing his Christian name, surname, names of parents, place of birth, age, trade or profession, domicile, physical and facial peculiarities, colour, and full description and details establishing his identity; a copy of the sentence shall be produced and the internment shall be notified to the Judge for wardship.

Article 11. In the judgment of withdrawal or acquittal referred to in Article 9, § 2, b, the magistrate shall direct that, on the issue of the order, the person in question shall be placed under treatment in the Sanatorium, where he will remain at the disposal of the judge for wardship, to whom the magistrate mentioned above shall make the communication necessary for the purposes of Article 12.

Article 12. Internment shall be ordered by the judge for wardship:

a) When a person applies to be interned and appears before the Court for the purpose;

b) On application being made by a member of the family of the drug addict;

c) On application being made by a guardian.

§ 1. In the first and second of these three cases, the guardian will intervene in defence of the person in respect of whom an application for internment has been made and, in the third case, the latter will be defended by a trustee ad litem appointed by the judge.

§ 2. As soon as an application for internment is submitted to him the examining judge shall, after the parties have been summoned, direct the person in respect of which the application is made to undergo a medical examination in order to ascertain whether he is an addict requiring appropriate treatment and

further/

further, in the cases coming under b) and c) of the present Article, whether it is a matter of urgency to confine him to prevent him from committing criminal offences or to rescue him from complete moral degradation.

§ 3. This examination shall be carried out, in cases under a) of the present Article, by two specialists, one of whom shall be nominated by the counsel for the person in respect of whom the application is made, and the other appointed by the judge; and, in the case under b) and c) by three specialists, one of whom shall be nominated by the applicant, and one by the counsel for the person in respect of whom the application is made, while the third shall be appointed by the judge.

§ 4. If the medical experts consider that internment is necessary to keep the patient under observation, the judge may give orders to that effect forthwith, without right of appeal.

§ 5. In cases covered by b) and c) of the present article, the magistrate shall pronounce in the judgment which orders internment a decree of full or partial loss of civil rights, according to the mental state of the addict.

§ 6. Whether judgment has been pronounced or not, appeal may be lodged against internment or loss of civil rights before the Second Chamber of the Court of Appeal.

Article 13. The discharge of inmates sentenced for addiction to drugs will take place at the end of the term specified in the sentence of internment on receipt of an order sent by the competent magistrate. Other patients will be discharged by decision of the judge for wardship; this decision shall only be taken after consulting the guardian and will be based firstly on the opinion of the Director of the Sanatorium, and secondly on a full report by a medical officer of that establishment after consultation with two mental specialists selected by him, who shall certify that the patient has recovered.

A person in custody may, however, claim at any moment on his own initiative, or through his guardian, a fresh medical examination, which will be carried out by the experts selected in the manner laid down in para.3 of the previous article, the medical officer being appointed from among the doctors of the Sanatorium by the judge for wardship.

Article 14. In the event of a patient escaping from the Sanatorium, only the measures necessary to re-intern him may be taken.

### CHAPTER III.

(This chapter, which is the last of the present regulations, fixes the procedure to be followed in repressing the offences covered by Article 1 of Decree 4294 dated July 6th, 1921, and relating to the matters dealt with in Decree 14969, dated September 3rd, 1921.)

Instructions for the execution of the  
Regulations approved by Decree No.14,969  
dated September 3rd, 1921, concerning  
the importation of toxic substances into  
Brazil.

The Minister of Justice and Home Affairs has decided to promulgate the following instructions for the execution of the Regulations approved by Decree No.14,969, dated September 3rd, 1921, concerning the importation into Brazil of toxic or narcotic (anaesthetic or analgesic) substances, such as opium and its derivatives and cocaine and similar substances.

Article 1. On the expiration of six months from the publication of the present instructions, none of the substances referred to in the regulations accompanying Decree No.14,969 dated September 3rd, 1921, may be withdrawn from the Brazilian Customs without the production of an import certificate.

Article 2. This certificate shall be issued in the Federal District and in the State of Rio de Janeiro by the Inspectorate of Medical Practice, Pharmacy, Dentistry, and Obstetrics of the National Department of Public Health, and in the other States by the representative of that department appointed by its Director-General, on the application of the consignee or of the importer, made in person or through his properly accredited representative.

Sub-paragraph. In order to receive a certificate, the consignee or importer must be a druggist or a pharmaceutical chemist, duly established in this class of business, and he must have complied with all the requirements of the Public Health Regulations.

Article 3. Druggists and pharmaceutical chemists who fulfil these conditions and whose names are inscribed in the Register kept for this purpose at the National Department of Public Health shall on applying for an import licence for toxic substances, specify the nature and quantity of each of the products which they wish to import during the current year, and likewise the destination and purpose of such products, as evidence that they are carrying on lawful business.

Article 4. When a licence is granted, a certificate shall be issued to the consignee or the importer, giving the name of the applicant and the nature and quantity of the drugs which he may import during the year.

Sub-paragraph. This certificate shall be valid only for the year during which it has been granted; at the end of that year, a fresh application must be submitted for the renewal of the certificate.

Article 5. None of the toxic substances in question may be withdrawn from the Customs except on production of this certificate; the licence must be produced whenever any portion imported is withdrawn, as provided in Article 1 and sub-paragraphs of the aforesaid Regulations, except in the cases mentioned in the sub-paragraph of Article 2 of the said Regulations.

Article 6. If the drugs in question are intended for anyone not in possession of an import certificate, they shall be regarded as contraband and shall be seized and rendered useless, and the offenders shall in addition be liable to any penalties they may have incurred.

Article 7. Part consignments received by the importer in the course of the year shall be deducted from the quantities declared in the certificate and no consignment in excess of such quantities may be withdrawn.



Article 8. The certificates shall be drawn in the form usual in the case of official documents of this kind, the particulars common to all cases being printed as in the specimen attached hereto, and the blank spaces being filled in by hand, with particulars of the name of the importer or consignee, the nature and quantity of the substances and any other particulars which may be thought necessary in each particular case.

Sub-paragraph. Certificates shall be signed by the official responsible for filling them in and shall be endorsed by the head of department.

Article 9. When certificates have been granted, the application shall be entered, with the full particulars contained therein, in a special Register.

Article 10. A second Register shall be kept in which, under the names of the importers or consignees, a form of current account shall be opened, the credit side being represented by the quantity of each of the drugs to be imported during the year, and the debit side by the various amounts received by such importers or consignees under the licences granted.

Sub-paragraph. When the credit for any drug is exhausted, the account for the same shall be closed, and a fresh licence for the importation of that drug shall in no circumstances be granted before the end of the current year.

Article 11. An official of the Inspectorate, appointed by the head of department, irrespective of other duties, shall be responsible for keeping the aforesaid Registers and for issuing certificates.

Article 12. At the beginning of every year a schedule shall be drawn up, giving details of the imports of toxic substances for the past year.

Sub-paragraph. The Representative of the Department in each

State shall organise the services in accordance with the present instructions, and at the beginning of each year shall submit the schedule referred to in this Article to the Inspector of Medical Practice, Pharmacy, Dentistry and Obstetrics.

Article 13. The Inspector of Medical Practice shall submit to the Director-General of the Department, on March 31st each year, a detailed report of the work for the past year, together with the various schedules and particulars of the total imports of toxic substances at the various Customs offices throughout the Republic.

(signed) J. Luis ALVES,  
Minister of the Interior.

Rio de Janeiro,  
December 1st, 1923.

SPECIMEN IMPORT CERTIFICATE.

IMPORT CERTIFICATE

REPUBLIC OF THE UNITED STATES OF BRAZIL.

National Department of Public Health.

I hereby certify that in virtue of the decision concerning application No. .... of ..... 29 000 M. .... established ..... (nature of business, and address), whose name is inscribed in the Register kept for this purpose, is authorised, during the current year, to import the following quantities of the drugs specified below:

.....  
.....  
.....  
.....

These drugs, which were mentioned in the aforesaid application, shall be withdrawn from the Customs on arrival, on production of the licences granted in conformity with Article 1, § 1, of the Regulations issued pursuant to Decree No. 14,969 of September 3rd, 1921.

..... (date) ..... 29 000

Endorsement (of Head of Department) (Signature of Responsible Official)

.....

O.D.C.6C(1)

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

Resolution proposed by the British Delegate and adopted by the Conference December 8th, 1924.

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1. That a joint meeting of representatives of Sub-Committees A, B, C and D be held for the purpose of co-ordinating the conclusions of these Sub-Committees and presenting a joint report to the Plenary Conference.

Sub-Committees A, B and D shall each nominate two members in addition to the Chairman and Committee C one member in addition to the Chairman, to represent them at the meeting.

2. That a Drafting Committee (Comité de Rédaction) be appointed forthwith, consisting of the president of the Conference and five persons to be nominated by the President, and that this Committee commence its work as soon as the report of any of the Sub-Committees has been approved by the Conference.

LEAGUE OF NATIONS.SECOND OPIUM CONFERENCE.

28th November, 1924.

MEMORANDUM SUBMITTED BY THE BRITISH DELEGATION AS TO  
CONSUMPTION OF DANGEROUS DRUGS IN THE UNITED KINGDOM.

PART I.

RESULTS OF AN INVESTIGATION INTO USE OF DANGEROUS  
DRUGS IN MEDICAL PRACTICE IN THE UNITED KINGDOM.

I. CONSUMPTION OF DANGEROUS DRUGS IN GENERAL MEDICAL PRACTICEA. - CONSUMPTION UNDER NATIONAL HEALTH INSURANCE SCHEME.

The organisation of the National Health Insurance Acts has been utilised to undertake an investigation into the amounts of dangerous drugs consumed by persons insured under the Acts in Great Britain. The persons who receive medical treatment under the National Health Insurance scheme may be roughly described as all manual workers, male and female, of the age of 16 and over, and other employees of that age whose salary is less than £250 a year; they number about one half of the whole population over sixteen. The insurance doctors are general practitioners who have entered into an agreement with the local Insurance Committee to treat insured persons. Every insured person is entitled to obtain medical treatment from some insurance doctor whom he has selected within the area within which he resides, but he may not obtain treatment concurrently from more than one doctor.

The treatment provided consists of the ordinary sickness and accident treatment which might be expected from a general medical practitioner together with the provision of medicines and certain appliances; it does not include treatment in respect of confinements or treatment requiring the services of a specialist, or dental treatment, or hospital treatment. For the

most part, the medicines are provided by means of prescriptions obtained by the insured person from his own insurance doctor and dispensed by an authorised insurance chemist. These prescriptions are examined and priced by special Bureaux, one in each of the fifteen administrative areas into which the country is divided for this purpose, and payment for the medicine dispensed is subsequently made to the chemist by the local Insurance Committee. The medicines dispensed are of course supplemented, to a certain extent, by drugs personally administered by the doctors.

(a) Investigations of dangerous drugs prescribed by insurance doctors.

With a view to estimating the total amounts of dangerous drugs prescribed by insurance doctors, a careful analysis has been made of 1,215,834 prescriptions dispensed in England and Wales during the months of June 1923 and January 1924, being one sixth of the whole number of prescriptions dispensed in each of those months. These prescriptions were taken from each of the fifteen administrative areas into which the country is divided, in proportion to the total number of prescriptions dispensed in each of these areas; and they may be regarded as statistically representative of the whole number of prescriptions given during the two months concerned. The two months of June and January were selected as being typical of the summer and winter incidence of sickness, so as to eliminate, as far as possible, any special factors of area or time of year. The number of prescriptions examined represents about 3% of the total number dispensed during the year.

The total amounts of dangerous drugs dispensed on these prescriptions have been carefully extracted, and from the figures so obtained there have been calculated the amounts

of each drug prescribed in a year <sup>insured</sup> per head of the /population. The amounts have been calculated for each of the fifteen administrative areas separately, but though they show, as might be expected, certain variations among themselves, it has not at present been found possible to relate these variations to any differences in climate or industrial character between the areas concerned, and they must, therefore, be attributed merely to local differences in medical practice. The totals are given in Appendix I.

A similar investigation had previously been made in Scotland, in which the whole of the prescriptions dispensed during the months of May 1922 and March 1923 were examined. These two months were, perhaps, not so typical of the seasonal incidence of sickness, but there is no reason to suppose that an estimate of the year's consumption based upon them will be seriously inaccurate. The Scottish investigation includes drugs administered by doctors as well as drugs prescribed by them, but no attempt was made to ascertain the use of codeine or other alkaloids of opium to which the Opium Convention does not apply. The totals are given in Appendix II.

The Table A which follows shows the amounts of each of the drugs prescribed in a year per insured person in England, Scotland and Wales, (the Scottish figures, as noted above, including also drugs personally administered by doctors.)

TABLE A.

Amounts prescribed per  
insured person.

In grains.

	Opium.	Codcine <sup>x</sup>	Morphine.	Cocaine.	Heroin.
England	1.0590	.0160	.1377	.0070	.0549
Scotland	.7227	?	.1134	.0100	.0186
Wales	1.1508	.0062	.1315	.0061	.0811

In milligrammes.

England	68.77	1.04	8.94	.45	3.56
Scotland	46.93	?	7.36	.65	1.21
Wales	73.43	.40	8.54	.40	5.27

x. The use of any other alkaloid or derivative of opium (dionine, cotarnine, etc.) was negligible.

(b) Drugs personally administered by doctors to insured persons.

With a view to completing the estimate of the drugs consumed by insured persons in England and Wales, a further investigation was carried out of the amounts of each of the drugs personally administered to such persons by insurance doctors. The method employed was to request a number of selected insurance doctors who had large practices, to note down during the months of April, May, June and July, 1924, every occasion on which they administered a



dangerous drug to an insured person, with the amount of the drug administered. The doctors were chosen from all parts of England and Wales. Returns were ultimately furnished by 191 doctors or partnerships of doctors, the total of the insured persons treated by them being 429,209. This total represents rather over  $\frac{1}{2}\%$  of the insured population. For this investigation it was necessary (owing to the shortness of the time available) to choose four spring and summer months, and, in order to allow for possible increase in the administration of the drugs during the winter months, as well as for possible omissions by the doctors who made the returns, the figures derived from the 193 returns received were increased, on the advice of the Ministry of Health, by 50% before being multiplied by 3 to represent the whole year's use of the drugs.

The total amounts of the drugs administered by the 191 doctors or partnerships of doctors during the four months concerned were 734 grains of opium, 35 grains of codeine, 293 grains of morphine, 143 grains of cocaine, and 11 grains of heroin. There was considerable divergence between districts in the extent to which the drugs were administered, but throughout the figures were very small. The figures for Wales (see Table B) were considerably greater than for any one of the fourteen administrative areas in England.

Table B shows the estimated amount of each of the drugs administered per head of insured persons in a year (as noted above, the Scottish figures of drugs administered are included in Table A).

TABLE B.

Amounts administered per insured person, in grains.

	Opium	Codeine	Morphine	Cocaine	Heroin
England	.0048	.0001	.0020	.0008	.0001
Wales	.0268	.0025	.0090	.0065	.0006
In milligrammes					
England	.31	.01	.13	.05	.01
Wales*	1.74	.16	.58	.42	.04

(c) Combined figures of drugs prescribed and administered to insured persons.

Table C, being the sum of Tables A and B, gives the total amount of each of the drugs administered and prescribed per insured person in a year.

TABLE C.

Amounts prescribed and administered per insured person

In grains

	Opium	Codeine	Morphine	Cocaine	Heroin
England	1.0638	.0161	.1397	.0078	.0550
Scotland	.7227	+	.1134	.0100	.0186
Wales	1.1578	.0087	.1405	.0126	.0817
In milligrammes					
England	69.08	1.05	9.07	.51	3.57
Scotland	46.93	+	7.36	.65	1.21
Wales	75.17	.56	9.12	.82	5.31

+ As mentioned above, no codeine figure was obtained for Scotland.

B. - ESTIMATE OF THE CONSUMPTION OF DANGEROUS DRUGS IN GENERAL MEDICAL PRACTICE IN THE WHOLE OF GREAT BRITAIN.

The total number of insured persons is about half the total population over the age of sixteen, and the Ministry of Health has advised that it would be quite proper to assume that the amounts of dangerous drugs used by general medical practitioners for the whole population are the same per head as the amounts used for the insured population. The figures in Table C may, therefore, be taken as representative of the whole population of the country of sixteen years of age and over; the consumption of codeine per head in Scotland being assumed (in the absence of ascertained figures) to be the same as in England.

The position of the population under sixteen is on a different footing. The drugs are used much less in the treatment of children, and, though no direct data for forming an estimate of the amounts so used are available, it would appear, from information furnished by general medical practitioners of wide experience, that the following percentages of the drugs used for the adult population may be regarded as a very rough estimate of the corresponding use of the drugs for the population under sixteen years of age:-

Opium	7%
Codeine	5%
Morphine	3%
Cocaine	15%
Heroin	2%

If these percentages are applied to the figures given in Table C, the use of the drugs per head in the treatment of the population under sixteen in general medical practice will be as shown in Table D, which follows:-

TABLE D:  
Amounts required per person under 16,  
 (in grains)

	Opium	Codeine	Morphine	Cocaine	Heroin
Percentage of adult figure	7%	5%	3%	15%	2%
England	.0745	.0008	.0042	.0012	.0011
Scotland	.0506	.0008	.0034	.0015	.0004
Wales	.0810	.0004	.0042	.0019	.0016
<u>In milligrams</u>					
England	4.84	.05	.27	.07	.07
Scotland	3.29	.05	.22	.10	.03
Wales	5.26	.03	.27	.12	.10

On the basis of the percentages in Tables C and D, the following estimate may be made of the total use of dangerous drugs in Great Britain in general medical practice.

TABLE E.

Total amounts required in Great Britain for purposes of doctors' prescriptions and administration.

	Population.	Opium	Codeine	Morphine	Cocaine	Heroin
		lbs.	ozs	ozs.	ozs	ozs
England	24,883,000	3,782	916	7,945	444	3,128
	over 16					
	10,347,200	110	19	99	28	26
	under 16					
Total	35,230,200	3,892	935	8,044	472	3,154
Scotland	3,344,500	345	123	867	76	142
	over 16					
	1,538,000	11	3	12	5	1
	under 16					
Total	4,882,500	356	126	879	81	143
Wales	1,784,600	295	35	573	51	333
	over 16					
	871,900	10	1	8	4	3
	under 16					
Total	2,656,500	305	36	581	55	336
Great Britain	42,769,200	4,553	1097	9504	608	3633
Requirements per head for Great Britain as a whole, all ages :-						
	in grains	.7452	.0112	1.0972	.0052	.0372
	in milligrammes.	48.39	.73	6.31	.40	2.42

It should be understood that these figures, besides excluding hospital and dental treatment, do not include the medical treatment of confinement cases or treatment by specialists when called in. Nor do they include the amounts of the drugs contained in preparations to which the Regulations do not apply when bought direct from a chemist without a doctor's prescription; the total volume of these is probably considerable.

## II. CONSUMPTION OF DANGEROUS DRUGS IN HOSPITALS.

### A. Voluntary Hospitals.

The Home Office has obtained figures of the consumption of dangerous drugs by a number of hospitals for the years 1922 and 1923, with a view to arriving at an estimate of the total hospital consumption of the drugs.

For the purpose of obtaining a unit of attendance on which to calculate the proportion of drugs used, one in-patient day has been selected, and two out-patient attendances have been taken as the equivalent of one in-patient day. The latter assumption is purely arbitrary, but will not introduce any serious error into the calculations.

#### (i) London Hospitals.

The figures for 1922 cover nine general hospitals with medical schools and two general hospitals without medical schools, and those for 1923 six general hospitals with medical schools and one general hospital without.

TABLE F.

London General Hospitals.

	In-patient days	Out-patient attendances	Units of attend-ance	Consumption of drugs per unit (in grains)			
				Opium	Mor-phine	Cocaine	Heroin
<u>1922.</u>							
9 hospitals with medi-cal schools	1,340,024	2,571,698	2,625,873	.11465	.01840	.02124	.00313
2 hospitals without medical schools	109,858	103,111	161,414	.00862	.00732	.01513	.00309
Total 1922.	1,449,882	2,674,809	2,787,287	.10851	.01775	.02088	.00313
<u>1923.</u>							
6 hospitals with medi-cal schools	907,463	1,680,244	1,747,585	.13560	.01540	.03170	.00236
1 hospital without medical school	40,002	62,073	71,038	0	.00502	.01870	.00230
Total 1923.	947,465	1,742,317	1,818,623	.13031	.01500	.03120	.00235

The Table shows that a distinction between hospitals with and without medical schools is of some importance. Apparently, where there is a medical school the work done is generally of a more serious nature, which results in a considerably larger expenditure per patient on all items, including surgery and dispensary. Seeing that the large majority of the London Hospitals are without medical schools the totals in the above Table if applied to all the general hospitals in London, may result in an over-estimate. It is, however, perhaps as well to err on this side.

Figures are also available for a few special hospitals. These include for 1922, one cancer hospital, one throat and ear hospital, one consumption hospital and one heart disease hospital. For 1923, only the cancer hospital and the consumption hospital have given figures.

TABLE G.  
London Special Hospitals.

	In-patient days.	Out-patient attendances.	Units of attendances.	Consumption of drugs per unit (in grains).			
				Opium.	Morphine.	Cocaine.	Heroin.
<u>1922.</u>	:	:	:	:	:	:	:
<u>4</u> hospitals.	152,875	115,156	210,453	.34793	.04124	.14540	.00457.
<u>1923</u>	:	:	:	:	:	:	:
<u>2</u> hospitals.	125,224	37,570	144,009	.15489	.03417	.01617	.00742

It would appear from the Table that the use of the drugs in these hospitals is larger than in the general hospitals.

From the available statistics of attendance at the London Hospitals, it may be estimated very roughly that the General Hospitals account for 3,526,000 in-patient days and 6,372,000 out-patient attendances, i.e. 6,712,000 units of attendance and the Special Hospitals for 500,000 in-patient days and 400,000 out-patient attendances, i.e. 700,000 units of attendance a total of 4,026,000 in-patient days, and 6,772,000 out-patient attendances, i.e. 7,412,000 units of attendance.

Applying to those figures the amounts used per unit in Tables F and G, the total consumption of dangerous drugs in the hospitals of London during 1922 and 1923 will be as follows:-

TABLE H.

Amounts used - London Hospitals.

	Units of attendance.	Opium.		Morphine.		Cocaine.		Heroin.	
		1922.	1923.	1922.	1923.	1922.	1923.	1922.	1923.
		lbs.	lbs.	ozs.	ozs.	ozs.	ozs.	ozs.	ozs.
General hospitals	6,712,000	104	125	272	230	320	479	48	36
Special hospitals	700,000	25	16	66	55	233	26	7	12
Total.	7,412,000	129	141	338	285	553	505	55	48

  

	Units of attendance.	kilos.		kilos.		kilos.		kilos.	
		1922.	1923.	1922.	1923.	1922.	1923.	1922.	1923.
General hospitals	6,712,000	47.3	56.8	7.7	6.5	9.1	13.6	1.4	1.0
Special hospitals	700,000	11.4	7.3	1.9	1.6	6.6	.7	.2	.3
Total.	7,412,000	58.7	64.1	9.6	8.1	15.7	14.3	1.6	1.3

(ii) Provincial Hospitals.

Figures have been obtained from eighteen provincial hospitals in 1922 and twelve in 1923, which may be divided into 3 groups - Southern, Northern and Scottish. The groups differ considerably amongst themselves, but within broad limits there is a general similarity between the individual hospitals composing each group. The summary of the figures available for these hospitals is given in Table J.

TABLE J.  
Provincial Hospitals - Recorded use of drugs.

	No. of hospitals.	In patient days.	Out-patient attendances.	Units of attendance.	Consumption of drugs per Unit. (in grains).			
					Opium.	Morphine.	Cocaine.	Heroin
<u>1922.</u>								
Southern	10	610,628	555,374	888,315	.03108	.01048	.01244	.00092
Northern	6	871,535	1,167,804	1,455,437	.01824	.01224	.03709	.00063
Scottish	2	441,740	336,867	610,173	.00118	.00840	.06132	.00011
Total 1922	18	1,923,903	2,060,043	2,953,925	.01858	.01092	.03468	.00061
<u>1923.</u>								
Southern	3	221,219	267,365	354,901	.01620	.00848	.01626	.00046
Northern	7	1,326,808	884,951	1,769,283	.01358	.00995	.02309	.00018
Scottish	2	466,185	369,518	650,944	.00084	.01189	.04471	.00006
Total 1923	12	2,014,212	1,521,834	2,777,128	.01092	.01022	.02729	.00018



The statistics available of the work done in provincial hospitals do not include the exact number of in-patient days and out-patient attendances. They do, however, give particulars from which an estimate of these can be made; this estimate (covering the 755 hospitals which are said to exist) gives 12,783,000 in-patient days and 12,723,000 out-patient attendances. Applying to these figures the consumption per unit recorded in Table J the total amount used in provincial hospitals works out as shown in Table K.

TABLE K.  
Amounts used - Provincial Hospitals.

In-patient days.	Out- patient atten- dances.	Units of atten- dance.	Opium.		Morphine.		Cocaine.		Heroin.	
			1922.	1923.	1922.	1923.	1922.	1923.	'22.	'23
			lbs.	lbs.	ozs.	ozs.	ozs.	ozs.	ozs.	ozs.
12,783,000	12,723,000	19,144,500	51	30	478	447	1518	1194	27	8
			kilos.	ks.	ks.	ks.	ks.	ks.	ks.	ks.
			23.2	13.6	13.6	12.7	43.1	33.9	.8	.2

B. Poor Law Institutions.

No figures have been collected of the consumption of dangerous drugs in any Poor Law Institution, but as there are estimated to be 60,000 in-patients every day in such institutions, it is desirable to allow for their use of the drugs. It may be assumed that this use (particularly of cocaine and heroin) is less in Poor Law Institutions than in ordinary hospitals, partly because fewer operations are performed (particularly eye, nose, throat and ear operations, such as require cocaine) and partly on other grounds, but if we assume the same rate of consumption as in provincial hospitals the estimated consumption will be as follows:-

TABLE L  
Amounts used - Poor Law Institutions

In-patient days	Opium		Morphine		Cocaine		Heroin	
	1922 lbs.	1923 lbs.	1922 ozs.	1923 ozs.	1922 ozs.	1923 ozs.	1922 ozs.	1923 ozs.
21,900,000	58.	34.	547.	512.	1,736	1,366	31	9
(No out-patients)	Kilos.kilos		kilos kilos		kilos kilos		kilos kilos	
	26.4	15.5	15.5	14.5	49.3	38.8	.9	.3

C. Total consumption in hospitals under review.

The figures given above do not touch certain classes of hospitals - tuberculosis clinics and sanatoria (wherein the use of opium will be important); infectious disease hospitals; hospital wards attached to prisons and lunatic asylums etc; and military and naval hospitals.

Subject to these reservations, the figures in Tables H, K. and L give the following total consumption of dangerous drugs in hospitals:

TABLE M  
Total consumption

	Units of attendance	Amount used							
		Opium		Morphine		Cocaine		Heroin	
		1922.	1923	1922.	1923	1922.	1923	1922.	1923
		lbs.	lbs.	ozs.	ozs.	ozs.	ozs.	ozs.	ozs.
Voluntary Hospitals London	7,412,000	129.	141.	338.	285	553.	505	55.	48.
Provincial	19,144.500	51	30	478	447	1518	1194	27	8
Poor Law Hospitals	21,900,000	58	34	547	512	1736	1366	31	9
Total	48,456,500	238	205	1363	1244	3807	3065	113	65
		Kilos.kilos.kilos.kilos.kilos.kilos.kilos.kilos.kilos.							
Voluntary Hospitals London	7,412.000	58.7	64.1	9.6	8.1	15.7	14.3	1.6	1.3
Provincial	19,144.500	23.2	13.6	13.6	12.7	43.1	33.9	.8	.2
Poor Law Hospitals	21,900,000	26.4	15.5	15.5	14.5	49.3	38.8	.9	.3
Total	48,456,500	108.3	93.2	38.7	35.8	108.1	87.0	3.3	1.8

Taking for each drug the average of the estimated figures in Table M for the two years 1922 and 1923, and on the basis of the population of Great Britain being 42.77 million, the figures in Table N give the hospital consumption per head.

TABLE N.

Hospital consumption per head.

	Opium.	Morphine.	Cocaine.	Heroin.
in grains	.0363	.0133	.0351	.0009
in milligrammes	2.36	.86	2.28	.06

III. ESTIMATED MEDICAL CONSUMPTION OF DANGEROUS DRUGS.

By using the estimates of consumption in general medical practice in I and of hospitals in II, an estimate can be formed for the whole population of 44.2 million in Great Britain and Northern Ireland (including the Isle of Man and the Channel Islands). It must be repeated that I does not include specialist treatment, treatment in confinement cases, or "home doctoring" of persons who buy preparations outside the Acts direct from chemists without a doctor's prescription (the volume of which is probably considerable); and that II does not include tuberculosis or infectious disease hospitals or hospitals attached to prisons, lunatic asylums, or military, etc., services. Nor do the figures include dental or veterinary treatment.

TABLE O.

Total Medical Consumption of Dangerous Drugs.

(subject to the reservations above).

in lbs. & ozs.	Opium	Codeine	Morphine	Cocaine	Heroin
	lbs.	ozs.	ozs.	ozs.	ozs.
General Medical Practice <sup>κ</sup>	4,705	1,132	9,820	626	3,758
Hospitals <sup>κκ</sup>	229	/	1,344	3,546	91
Total:	4,934	1,132 /	11,164	4,172	3,849
<u>in kilos</u>	kilos	kilos	kilos	kilos	kilos
General Medical Practice <sup>κ</sup>	2,138.6	32.2	279.0	17.8	106.8
Hospitals <sup>κκ</sup>	104.1	/	38.2	100.7	2.6
Total	2,242.7	32.2	317.2	118.5	109.4

<sup>κ</sup> The figures per head at the end of Table E used for a population of 44.2 million.

<sup>κκ</sup> The figures per head in Table N used for a population of 44.2 million.

/ No figures available for the use of codeine in hospitals.

The total consumption given in Table O may be expressed in terms of amount per head of a population of 44.2 million by combining Tables E and N.

TABLE P.

Total Medical Consumption of Dangerous Drugs  
(subject to the reservations above)  
expressed in amounts per head

	Opium	Codeine	Morphine	Cocaine	Heroin
<u>in grains</u>	.7815	.0112 <sup>κ</sup>	.1105	.0413	.0381
<u>in milligrammes</u>	50.75	.73 <sup>κ</sup>	7.18	2.68	2.47

<sup>κ</sup> Exclusive of hospital use of codeine.

APPENDIX I.

INVESTIGATION OF 1,215,834 PRESCRIPTIONS DISPENSED UNDER THE NATIONAL HEALTH INSURANCE ACTS IN ENGLAND AND WALES DURING JUNE 1923 AND JANUARY 1924 FOR THE PURPOSE OF ASCERTAINING THE QUANTITIES OF DANGEROUS DRUGS AND DERIVATIVES OF OPIUM OTHER THAN DANGEROUS DRUGS USED IN INSURANCE PRESCRIPTIONS.

TABLE A.  
Summary of Results:

1. Opium and preparations containing Opium:

Drug or Preparation.	No. of times ordered	Ounces	Draehms	Grains or Minims	Equivalent to Medicinal Opium containing 10% Anhydrous Morphine (in grains)
Ext. opii Liq.	1,399	414	4		13,566
Ext. opii Sicc.	33		4	32	544
Lin. Opii	197	347			7,571
Lin. Opii Amm. B. P. C.	10	23			301
Liq. Opii Sed. B. P. C.	437	104			4,538
Liq. Opii Sed. "Battley"	1		1	20	15
Nepentho "Ferris"	248	92	7		3,404
Omnopon "La Roche"	13	(42 tablets & 18 grs. powder)			125
Pil. Ipecac. Scill.	54	6	5	49	149
Pil. Opii.	17		3	33	213
Pil. Plumbi & Opii	90	5	6	42	311
Pil. Saponis Co.	24	2	7		259
Pulv. Cret. Arom. & Opii.	17	5	2	30	58
Pulv. Ipecac. Co.	2,806	149	6		6,555
Supposit. Plumbi Co.	3	1		12	30
Syr. Camph. Co. B. P. C.	111	91	2		66
Tinct. Camph. Co.	117,205	68,796			150,100
Tinct. Opii.	11,338	2,359			116,029
Opium (pulv).	741	16	2		7,120
Tinct. Opii B. P. 1898	14	102			3,338
Tinct. Opii Ammon.	171	127			554
Tinct. Opii Aquos.	5	2	7		125
Ung. Gall. & Opii	1,437	1,857			60,933
Ung. Myrebal. & Opii.	1	2			66
Vin. Opii B. P. 1885	23	4	1		155
*Other preparations	4				30

TOTAL 24.43 kilos = 376,155 grains

2. Codeine, salts of Codeine and preparations containing Codeine or its salts.

Drug or Preparation.	No. of times ordered.	Ounces	drachms	Grains or Minims	Equivalent to Codeine Alkaloid (in grains).
Codeine	231	4	2	40	1,910
Codein, Phosph.	388	2	6		904
Pil. Codein.	8	(210 pills)			105
Syr. Codein. Phosph.	1,621				2,589
	1,129				
TOTAL .36 kilos = 5,508 grains					

2 (a) Alkaloids and derivatives of Opium other than Codeine, Diarmorphine and Morphine and their Salts.

Apomorph. Hydrochl. ....	12 grains.
Cotarnin. Hydrochl. ....	34 "
Dionin ... ..	73 "

3. Morphine, salts of Morphine and preparations containing Morphine or its salts.

Drug or Preparation.	No. of times ordered	Ounces	Drachms.	Grains or Minims.	Equivalent to anhydrous morphine (in grs.)
Chlorodyn. B.P.C.....	10,287	2,491			4,125
Chlorodyn. Rub "Woolley"	341	50	5		153
Liq. Bism. Rub. ̄					
Pepsin. "Corbyn".....	93	68	7		35
Liq. Morph. Acet.....	1,522	308	3		961
Liq. Morph. Hyd.....	26,651	6,326	5		20,953
Liq. Bism. et Pepsin, "Oppenheimer".....	20	12			5
Mist. Chlorof. Co.B.P.C.	27	40			7
Mist. Tussi. Rub. Conc. "Woolley"	74	213			39
Morphine (Alkaloid).....	62		3	16	184
Morph. Acet.....	2,374	4	1	11	1,300
Morph. Hydrochl. ....	2,704	12	2	44	4,109
Morph. Sulph. ....	138	1	1	42	405
Supposit. Morph. ....	6	1	3	12	8
Tab. Morph et Atrop. ...	14	(60 tablets)			8
Tinct. Chlorof. et Morph. B.P.1885.....	52,101	11,175	7		7,402
Tinct. Chlorof et Morph. Co.....	11,763	2,682	3		8,884
Troch. Morph. ....	6	(67 lozenges)			
Troch. Morph. et Ipecao.	149	(1,910 lozenges)			47
Other Preparations	22				10
TOTAL 3.16 kilos = 48,635 grains					

4. Cocaine, salts of Cocaine and preparations  
containing cocaine or its salts.

Drug or Preparation.	No. of times ordered.	Ounces	Drachms	Grains or Minims.	Equivalent to Cocaine Alkaloid (in grains).
Cocaine (Alkaloid)	75		7	20	440
Cocain.Hydrochl.	480	4		19	1,580
Tab.Naso-Pharyg.Co.	78	(1,248 tablettes)			186
Troch.Kramer. et Cocain.	26	(240 losanges)			11
Ung. Cocain*	14	12	4		220
Other preparations	46				30
TOTAL .16 kilos =					2,467grains

5. Diamorphine, salts of Diamorphine and  
preparations containing Diamorphine or its salts.

Drug or Preparation.	No. of times ordered.	Ounces	Drachms	Grains or Minims	Equivalent to Diamorphine Alkaloid (in grains).
.-Diamorph. Hydrochl.	13,571	47	1	36	17,993
Elix.Diamorph. et Pini Co.B.P.C.	38	67	5		13
Elix.Diamorph.et Terpin B.P.C.	2,146	4,108	7		1,562
Glyc.Diamorph. B.P.C.	263	537			102
Glycc-Heroin	22	36	4		16
Tinct.Diamorph. B.P.C.	270	553	6		211
Other prepara-tions	19				14
TOTAL 1.29 kilos =					19,911 grains

APPENDIX II.

SUMMARY OF ALL THE NATIONAL HEALTH INSURANCE PRESCRIPTIONS ISSUED THROUGHOUT SCOTLAND DURING THE MONTHS OF MAY, 1922, AND MARCH, 1923.

	<u>May, 1922.</u>	<u>March, 1923.</u>	<u>Totals.</u>
Number of Prescriptions	184,152	234,868	419,020
Number of Orders for use by * Practitioners.	871	991	1,862
Opium, and preparations con- taining Opium, expressed in terms of Opium Powder.	79,431.54 grains (= 5.16 kilos)	98,895.178 gr. (= 6.42 kilos)	178,326.718 gr. (=11.58 kilos)
Morphine, and preparations containing Morphine, ex- pressed in terms of Morphine Alkaloid.	8,854.50 grains (=.57 kilos)	19,103,153 gr. (= 1.24 kilos)	27,962.653 gr. (=1.82 kilos)
Cocaine, and preparations containing Cocaine, expressed in terms of Cocaine Alkaloid.	1,043.57 grains (= .07 kilos)	1,416.426 gr. (= .09 kilos)	2,459.996 gr. (= .16 kilos)
Diamorphine and prepara- tions containing Diamorphine, expressed in terms of Diamorphine Hydrochloride.	1,671.38 (= .11 kilos)	2,925.510 (= .19 kilos)	4,596.890 (= .30 kilos)



PART II.

STATISTICS OF THE AMOUNTS OF DANGEROUS DRUGS AVAILABLE  
FOR CONSUMPTION IN THE UNITED KINGDOM AS SHOWN BY THE  
ANNUAL RETURNS MADE BY MANUFACTURERS AND TRADERS.

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An attempt has been made to estimate the amounts of dangerous drugs available annually for consumption in the United Kingdom from the returns furnished for the years 1922 and 1923 by persons holding licences from the Home Office to import, manufacture, or deal (wholesale) in the drugs. (Returns are not obtained from the retailers and actual users, i.e. the doctors, dentists, hospitals, etc.). These returns include particulars of imports, exports, sales, amounts used in manufacture of preparations etc., and stocks.

Two methods have been employed.

Method A.

The returns show the sales by licensees to retail chemists and to "actual users", who are mainly composed of the doctors, dentists and hospitals, etc. If we can assume that the stocks held by these purchasers are generally constant, we may regard their purchases as giving a fairly accurate indication of the actual consumption of the drugs. The only means, not accounted for in these sales, by which the drugs held by the licensees can pass into consumers' hands, is the sale of preparations

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- x. If anything, the restrictions imposed by the Regulations have tended to make retailers hold less stocks than they did before 1921; but probably these stocks have not altered much since 1922.

outside the Acts or Regulations. The licensee's sales of these preparations are not recorded; but an estimate can be formed because the amounts of opium or drugs used in their manufacture are known.

Method A. consists in collecting together (a) the sales to retailers and users and (b) the use of the drugs for preparations outside the Acts, less an allowance for export.

(In one point Method A. is incomplete - it takes no account of imports of preparations outside the Acts (of which no figures are available). Taken as a whole, however, this country manufactures its own preparations, and the import of preparations outside the Acts is probably negligible).

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x. The Dangerous Drugs Act, 1920, does not apply to preparations containing less than 0.2% of morphine or 0.1% of heroin, or cocaine. The following preparations are also exempted from the Dangerous Drugs Regulations made in pursuance of the Act:-

Schedule II.

Cereoli Iodoformi et Morphinae, B.P.C.  
Emp. Opii, B.P., 1898.  
Lin. Opii, B.P.  
" Opii Ammon., B.P.C.  
Pasta Arsenicalis, B.P.C.  
Pil. Hydrarg. c. Opio, B.P.C.  
" Ipecac. c. Scilla, B.P.  
" Plumbi c. Opio, B.P.  
" Digitalis et Opii Co., B.P.C.  
" Hydrarg. c. Cret. et Opii, B.P.C.  
Pulv. Cretae Aromar. c. Opio, B.P.  
" Ipecac. Co. B.P. (Poudre de Dover).  
" Kino Co., B.P.  
Suppos. Plumbi Co., B.P.  
Tablettae Plumbi c. Opio B.P.C.  
Ung. Gallae c. Opio. B.P. (Onguent de noix de galle et d'opium).  
" Gallae Co., B.P.C.

Sales of these exempted preparations are not included in the licensees' returns.

Method B.

The returns give the stocks of each of the drugs held by the licensees at the beginning and end of the year, and the quantities of the drugs manufactured. The figures of the imports and exports during the two years are also accurately known from the Home Office Records. It is possible therefore to calculate from these figures the amounts which (not being otherwise accounted for) were presumably absorbed by the retail dealers and actual users. This method has been followed out for the year 1923: it is not considered that the figures of stocks at the beginning of 1922 are sufficiently reliable to permit of a calculation being made for that year.

The results obtained may be summarised as follows:-

Table (i)

Total Consumption of Drugs - Methods A and B.

(a) in pounds and ounces

		Method A.		Method B.
		1922	1923	1923
Opium	{ lbs }	12,516	9,994	13,020
Morphine	{ ozs }	19,458	19,662	17,068
Heroin	{ ozs }	4,631	3,800	3,723
Coca leaves	{ lbs }	1,412	927	-
Cocaine	{ ozs }	8,609	8,148	7,584

(b) in kilos

		Method A.		Method B.
		1922	1923	1923
Opium		5,689	4,542	5,918
Morphine		553	559	485
Heroin		132	108	106
Coca leaves		641	422	-
Cocaine		245	231	215

Comparing the results obtained for 1923 by the two methods of computation, it will be seen that Method A. shows a less use of opium and a greater use of morphine than Method B. On the basis of opium producing 10% of its weight of morphine, 19,662 ozs. of morphine would be equivalent to 12,289 lbs. of opium, and the totals of opium and morphine given by Method A. may be reckoned as equivalent to 22,283 lbs. (10,128 kilos) of opium; similarly 17,068 ozs of morphine would be equivalent to 10,667 lbs of opium and the totals of opium and morphine given by Method B may be reckoned as 23,687 lbs. (10,766 kilos) of opium; the difference is therefore reduced to 1,404 lbs (638 kilos) of opium, by which amount the estimate under Method B. exceeds that under Method A.

(i) Gross amount of Raw Opium consumed.

The totals of opium, morphine and heroin in Table (i) may be added together to ascertain the amount of raw opium required to provide the various drugs consumed.

In estimating the raw opium required in the manufacture of morphine it is assumed that the opium produces 10% of its weight of morphine. This will result in an over estimate of the amount of opium required since (a) the opium would produce considerably more than 10% of morphine salts, which form the bulk of the morphine actually used and (b) the opium used is generally of a higher morphine content than 10%.

For the morphine required in the manufacture of heroin; the figures given in Part II of the League of Nations document O.D.C.1 of 22nd July 1924 are used - viz. that 83 kilos of morphine produce 100 kilos of heroin.

The use of these conversion factors gives the following results -

TABLE (ii)

Total consumption of opium.

(a) In pounds and ounces.

	Method A		Method B
	1922	1923	1923
	ozs.	ozs.	ozs.
Heroin consumed	4,631	3,800	3,723
Morphine required in the manufacture of heroin ...	3,844	3,154	3,090
Morphine consumed as morphine ...	19,458	19,662	17,068
Total morphine consumed ...	23,302	22,816	20,158
	lbs.	lbs.	lbs.
Opium required in the manufacture of morphine and heroin ...	14,564	14,260	12,599
Opium consumed as opium ...	12,516	9,994	13,020
Total opium consumed ...	27,080	24,254	25,619

(b) in kilos

	Method A		Method B
	1922	1923	1923
Heroin consumed	132	108	106
Morphine required in the manufacture of heroin ...	109	89	88
Morphine consumed as morphine ...	553	559	485
Total morphine consumed ...	662	648	573
Opium required in the manufacture of morphine and heroin	6,620	6,482	5,727
Opium consumed as opium ...	5,689	4,542	5,918
Total opium consumed ...	12,309	11,024	11,645

(This calculation takes no account of consumption of codeine and other alkaloids not coming under the Opium Convention).

Taking the population of the British Isles excluding the Irish Free State as 44.2 million, these figures give the following results:-

TABLE (iii)

Consumption of Opium etc. per head.

in grains	the drug itself			raw opium required to manufacture the drug.		
	Method A	Method B	Method A	Method B	Method B	
	1922	1923	1923	1922	1923	1923
raw opium (as opium)	1.9822	1.5827	2.0620	1.9822	1.5827	2.0620
Morphine (as such)	.1926	.1946	.1689	1.9260	1.9460	1.6890
Heroin (as such)	.0458	.0376	.0369	.3301	.3121	.3062
Total raw opium				4.2883	3.8408	4.0572
<u>in grammes</u>						
raw opium (as opium)	.1284	.1026	.1339	.1084	.1026	.1359
morphine (as such)	.0125	.0126	.0110	.1250	.1260	.1100
heroin (as such)	.0030	.0024	.0024	.0248	.0202	.0200
Total raw opium				.2782	.2488	.2639

These last figures may be compared with the .450 grammes

LEAGUE OF NATIONS.

C. D. C. 56.

SECOND OPIUM CONFERENCE.

SUB-COMMITTEE F.

Memorandum submitted by the British Delegation.

Definition of cocaine and coca leaves.

The British authorities which have been consulted suggest the following definitions:-

Cocaine: "the methylbenzoyl derivatives of laevo-ecgonine ( $C_9H_{15}O_3N$ ) of the chemical formula  $C_{17}H_{21}O_4N$ , whether occurring naturally or prepared synthetically; and all other derivatives of ecgonine or of isomers of ecgonine whether occurring naturally or prepared synthetically, (which possess the property of creating addiction by their use)".

Coca leaves: "the leaves of the Erythroxylon Coca, Lamarck, and Erythroxylon nevogranatense (Marris) Hieronymus and their varieties, and of any other species of Erythroxylon from which cocaine may be extracted".

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The phrase in brackets, which follows the definition suggested by the American Delegation, appears to require further consideration. The phrase used in the similar provision in Article XIV of the Hague Convention is "which may be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like ill-effects". Both phrases appear to be open to the objection that there is no definite means provided for the determination of the question whether the new drug is a drug capable of creating addiction.

LEAGUE OF NATIONS  
SECOND OPIUM CONFERENCE

Motion to be proposed by the British Delegate

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In order that the Conference may terminate not later than the afternoon of Saturday the 20th December, it is decided

1. That all Sub-Committees be asked to finish their work and have their reports ready at latest by the afternoon of Friday, 12th December.

2. That a joint meeting of representatives of Sub-Committees A, B, C and D, be held on Saturday, 13th December for the purpose of co-ordinating the conclusions of these Sub-Committees and presenting a joint report to the Plenary Conference on Monday 15th December.

Committees A, B, and D, shall each nominate two members in addition to the Chairman, and Committee C. one member in addition to the Chairman, to represent them at the meeting.

3. That a Drafting Committee (Comité de Rédaction) be appointed forthwith, consisting of the President of the Conference and five persons to be nominated by the President, and that this Committee commence its work as soon as the report of any of the Sub-Committees has been approved by the Conference.



LEAGUE OF NATIONS.SECOND OPIUM CONFERENCE.Sub-Committee "B".

Notes furnished by the British Delegation on the production of opium in Afghanistan, Turkistan, and the Maritime Provinces (in the neighbourhood of Vladivostok) based upon information received by His Britannic Majesty's Government.

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(1) Afghanistan. The chief centres of cultivation are in the provinces of Herat, Badakshan and Jallabad. Opium has ceased to be a Government Monopoly and any person may deal in it. There is a 5% export duty levied upon opium under the latest Afghan Customs tariff.

Nearly all the opium produced in Afghanistan is regularly transported into Chinese Turkistan, not across the short frontier between the two - which is a very difficult road - but via the great and little Pamirs across the territory of the Union of Socialist Soviet Republics.

(2) Semiryechensk. Opium also reaches Chinese Turkistan from Semiryechensk (that part of Russian Turkistan which runs alongside and to the northwest of the Chinese province of Hsing Kiang). The opium grown in the Karakoll Valley, south of Lake Issik Kull, reaches Hsing Kiang by means of caravans passing between Przhevalsk (Semiryechenak) and Uch Turfan (Hsing Kiang) by various passes over the Tian Shan, none of which are less than fourteen thousand feet high. Most of the trade is in the hands of the Russian Kirghiz and Tungans of the Karakoll district, who exchange the opium in Uch Turfan for Kashgar cotton cloth, boots and shoes, fleeces, English muslin and thread. The trade

is so profitable that it is estimated that not less than two thousand traders are now engaged in the traffic. Such statistics as are available show that the weight of opium imported into Uch Turfan and district in 1921 was estimated at one thousand five hundred charaks (thirty thousand lbs.); in 1922 the figures rose to two thousand charaks, whilst in 1923 two thousand five hundred charaks (50,000 lbs.) had been imported by November.

Opium is also grown in Semiryechensk in the district round Djkent. Every year the Chinese authorities of Ili (Dzungaria) openly permit hundreds of persons to go over the border into Fjarkent, cultivate opium there and bring the produce back into Chinese Territory. In 1920 two thousand eight hundred crossed the border for this purpose.

Semiryechian opium is inferior to that of Afghanistan but is able to compete as the difficulties of transport make the price of Afghan opium almost prohibitive except to the very wealthy.

(3) The Maritime Provinces. According to the reports at the disposal of the Government Statistical Bureau (the Soviet Government at Vladivostock) seventy dessyatins (189 acres) were under cultivation of poppy in 1923. Figures for the year 1924 are not yet available, but the census of 1917 showed one hundred and eighty dessyatins (486 acres) growing poppy. All these statistics must be taken as being considerably under the real figure, as in consequence of the prohibition of poppy culture, the actual measurements of the opium areas were carefully concealed by the population and the raw opium found its way into China as contraband. One may judge of the extent of opium smuggling by the results of experiments in 1922 when cultivation,

storage and sale of opium were freely permitted upon payment of a tax of fifty roubles by the grower and of excise duty by the purchaser. These taxes naturally acted as a means of discovering the real extent of the ground under cultivation, but nevertheless in 1923 some eight hundred and eighty one poods (roughly fourteen tons) of opium were legally exported. Taking into consideration that one dessyatin yields fifty pounds of raw opium, the amount exported must have been gathered from at least seven hundred dessyatins (1890 acres). Adding thereto the quantity smuggled out, the actual area under cultivation must be considerably larger.

The August crop of opium in the Maritime Provinces for 1922 was estimated by a Russian who was endeavouring to obtain an Opium Monopoly in Vladivostok in that year, to be two hundred thousand funts (Russian pounds). Each of the three hundred opium dens which were licensed in Vladivostok and the Primorsky Province were expected by the same authority to each consume not less than twelve hundred poods per annum.

LEAGUE OF NATIONS.

O. D. C. 93.

SECOND OPIUM CONFERENCE.

AMENDMENT PROPOSED BY THE PRESIDENT TO RESOLUTION PROPOSED BY THE  
BRITISH DELEGATE AND ADOPTED BY THE CONFERENCE DECEMBER 8TH, 1924.

(O.D.C. 60 (1))

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1. That a joint meeting of representatives of Sub-Committees A, B, C, D, E and F be held for the purpose of coordinating the conclusions of these Sub-Committees and presenting a joint report to the Plenary Conference.

Sub-Committees A, B, D, E and F shall each nominate two members in addition to the Chairman and Committee C one member in addition to the Chairman, to represent them at the meeting.

2. That a Drafting Committee (Comité de Rédaction) be appointed forthwith, consisting of the president of the Conference and five persons to be nominated by the President, and that this Committee commence its work as soon as the report of any of the Sub-Committees has been approved by the Conference.

SOCIÉTÉ DES NATIONS.

O.D.C.133

le 18 février 1925.

DEUXIÈME CONFÉRENCE DE L'OPIMUM.

AMENDEMENT CONCERNANT LES DÉPENSES DU COMITÉ CENTRAL,  
proposé par la Délégation britannique.

Supprimer le 2<sup>e</sup> alinéa de l'art.20 et insérer comme 6<sup>e</sup> résolution, dans l'acte final, le texte suivant :

La Conférence prie le Conseil de la Société des Nations de bien vouloir décider de faire rentrer dans les dépenses du Secrétariat celles du Comité et de ses services administratifs.

Il est bien entendu que les Parties Contractantes qui ne sont pas membres de la Société participeront dans ces dépenses sur une échelle fixée d'accord avec le Conseil.

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February 18th, 1925

SECOND OPIUM CONFERENCE

AMENDMENT AS TO EXPENSES OF THE CENTRAL BOARD,  
proposed by the British Delegation.

Omit second paragraph of Article 20 and insert as Resolution VI in the Acte Finale, the following:-

The Conference requests the Council of the League of Nations to decide to include in the expenses of the Secretariat the expenses of the Central Board and its administrative services.

It is understood that those Contracting Parties which are not Members of the League will bear their share of the expenses in accordance with a scale to be drawn up by agreement with the Council.

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LEAGUE OF NATIONS.

O. D. C. 33.

Second Opium Conference.

Memorandum and Proposals submitted by the Chinese Delegation  
with reference to Chapter IV of the Hague Convention of 1912.

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Above other nations, China is suffering by reason of the illicit trade in narcotic drugs. Besides the debasing effects of these drugs upon her people, there is the further circumstance that their widespread use enters as a discouraging element in the effort which the Government and the people are making to suppress the production and consumption of prepared opium which are illegal under Chinese law. It is, therefore, of special concern to China that the Governments of the countries where these drugs are manufactured should adopt common and effective regulations regarding their manufacture, export, re-export, transshipment, and transit with the view of confining traffic in them to their strictly medicinal and scientific uses.

China, which manufactures none of these drugs, will, upon her part, do all that is within her governmental power to control their importation into China, their transshipment and re-exportation, and will thus, in every possible way, co-operate with the other Powers in their efforts to solve the world-problem of confining the traffic in these drugs to strictly scientific and medical purposes.

And, as regards the trade in, and the use of, these drugs within China, the Government of China will use all its powers,

/legislative

legislative and administrative, to prevent their use for other than the purposes which science and medicine approve. In most countries this is a task the performance of which is not directly dependent upon the co-operation of other Governments, but, in China, by reason of the existence of the extra-territorial rights of the nationals of a number of the other Powers, as well, also, as by reason of the existence within China of areas within which some of the Treaty Powers are permitted to exercise certain administrative powers, it is necessary that the Government of China should obtain the hearty co-operation of these Powers in order that it may efficiently control the narcotic problem.

For the control of her own citizens over whom she has full administrative jurisdiction, the Chinese Government has enacted comprehensive and stringent laws which it enforces to the extent of its powers, but with regard to those of her citizens who live within the above-mentioned areas, as well with regard to the nationals of those Powers within these areas, and the nationals outside these areas who enjoy extra-territorial privileges, China is largely, if not wholly, dependent upon the co-operation of the Powers for the effective control of the use of narcotics. This fact is recognised in Chapter IV of the Hague Convention of 1912 which provides for harmonious and co-operative action between the Signatory Powers and China.

China has sought loyally to fulfil the obligations thus assumed by her, but she has thus far failed to receive full co-operation upon the part of the other Powers as regards the action required to be taken under Art. 16; namely, that diplomatic representatives of those Powers at Peking should examine the pharmacy laws regulating the sale and distribution of morphine,

cocaine, their respective salts and other substances referred to in Art. 14 of the Convention, enacted by the Chinese Government and communicated to them, with a view, if found acceptable, to applying them to their own nationals residing in China. And, furthermore, the Chinese Delegation is constrained to say with reference to the laws of some of the Powers, for the control of their own nationals in China, that the penalties they impose seem scarcely severe enough efficiently to attain the purposes for which they have been enacted, nor are they, in all cases, vigorously and uniformly enforced by the officials of the Powers concerned. This observation applies also to laws for the punishment of smuggling of opium and narcotic drugs into China.

Therefore, in order that the present unsatisfactory conditions may be corrected, the Chinese Delegation requests that, in substance, the following provisions be included in the Convention which, it is to be hoped, will result from the labors of this Conference.

1. That the existing laws and regulations and administrative processes of the Signatory Powers shall be so strengthened and perfected as to prevent the exportation, importation, transshipment, transit and re-exportation of opium, except as provided for in Chapter II of the Hague Convention of 1912, and of morphine, heroine, cocaine and other narcotic drugs except in amounts needed for strictly medicinal and scientific purposes.

2. That prompt examination of, and action not later than April 1, 1925, with regard to the application to their own nationals of the pharmacy laws of the Chinese Republic regulating the sale, possession, and distribution of narcotic drugs

/shall



shall be made by the Powers enjoying extraterritorial rights in China, as provided for in Art. 15 of the Hague Convention.

3. That the Powers which enjoy extraterritorial rights in China shall either apply Chinese laws to their nationals for contraventions against Chinese laws prohibiting the cultivation, sale, transport or trade in opium and other narcotics, or enact adequate laws regulating these matters which shall provide that the violation of these laws by their nationals shall be punishable by fines whose amounts shall be multiples of the values at the places where the offences are committed of the drugs concerned and, in addition, by terms of imprisonment, and, at the expiration of such terms, deportation of the party or parties concerned from China and prohibition thereafter to return to China.

4. That the Powers enjoying extraterritorial rights in China shall either apply to their own nationals in China the laws of China with regard to the smuggling or attempted smuggling into China of opium or narcotic drugs, or strengthen their own laws by attaching to them penalties for their violation which shall include fines the amounts of which shall be multiples of the values of the opium or drugs concerned, together with terms of imprisonment at the expiration of which terms the party or parties shall be deported from China and forbidden thereafter to return to China.

Reciprocally China will adopt measures to prevent the smuggling out of China by her own nationals of opium or narcotic drugs into the territories and possessions of the Contracting Parties.

5. That, if the smuggling of opium or the aforesaid drugs into China or their sale in China or their attempted smuggling or sale, is by or with the connivance of the officers of a ship, the

ship also shall be subject to a fine equal in amount to a multiple of the local value of the goods smuggled or sold or sought to be smuggled or sold.

6. That the trial of foreign nationals who enjoy extra-territorial rights in China for offences referred to in the preceding paragraphs shall be in open court, and that, at such trials, Chinese assessors may be present.

November 24th, 1924.

LEAGUE OF NATIONS.

O.D.C./ 104.

Geneva, February 7th, 1925.

SECOND OPIUM CONFERENCE.

The President of the Second Opium Conference has the honour to communicate to the members of the Conference the text of the reply which he has sent to the letter from the Chinese Delegation.

(See Verbatim Record of the Twenty-sixth Plenary Meeting).

LETTER FROM THE PRESIDENT OF THE SECOND OPIUM CONFERENCE  
TO THE CHAIRMAN OF THE CHINESE DELEGATION.

GENEVA, February 7th, 1925.

My dear Mr. Ambassador,

I have the honour to acknowledge the receipt of your letter of February 7th, by which you inform me that the Chinese Delegation is convinced that its further participation in the Second Opium Conference will serve no useful purpose. I beg, at the same time, to acknowledge the receipt of the memorandum enclosed in your letter. The letter and its enclosure will at once be distributed officially to all the Members of the Second Conference and sent to the Secretary-General of the League of Nations. I read your communication in the plenary meeting of the Second Conference, which took place this morning. The Conference, received it with the greatest regret - regrets for which I make myself the interpreter at the unanimous desire of the Conference. As to the reasons for your withdrawal as set out in your letter, I beg to add that I felt it necessary, after the reading of your letter, to make the following remarks on the question of the competence of the Second Opium Conference:-

"The terms of the letter from the first delegate of China call, however, for some remarks. Dr. Sze informs us that, acting under orders from his Government, he is no longer able to participate in the work of the Second Conference; the reasons for the withdrawal of the Chinese delegation are contained in the second paragraph of the letter which I have just read to you; that is to say, in the passage which refers to the measures to be taken for the suppression of the use of prepared opium. Apparently, therefore, the reasons for the

His Excellency M. Sao-Ke Alfred Sze,  
Chairman of the Chinese Delegation to the  
Second Opium Conference,  
Hotel de la Paix,  
GENEVA.

departure of the Chinese delegation, are that the Conference is, in the view of the first delegate of China, unable to reach a satisfactory settlement of this question of prepared opium. That touches very closely the question of competence, which, as you are aware, has not yet been determined by the Second Opium Conference. In my personal view the reasoning of the Chinese delegation is founded on a conception contrary to that adopted by the Assembly of 1923 in the two resolutions of which you are aware. The first of these two resolutions (Resolution No. V) established a special Conference of Plenipotentiaries to discuss and if possible to reach an agreement on the question of prepared opium. It is unnecessary, I think, to go further into details regarding that point at any rate at this moment, but it appeared to me to be necessary to make these remarks in view of the terms of the letter from the Chinese Delegation."

I have taken the first opportunity of conveying to the Second Conference the friendly words you have spoken on behalf of the Chinese Delegation as to your appreciation of and thanks for the courtesies shown to you.

May I finally, on my own behalf, thank you for the kind words expressed to me. I hope that you will keep as friendly a remembrance of our relations as I always shall. I beg also to transmit to your colleagues in the delegation my warmest thanks.

I am, my dear Mr. Ambassador,

Yours most sincerely,

PRESIDENT OF THE SECOND  
OPIUM CONFERENCE.

LEAGUE OF NATIONS.

124/41688/33778.

C.25.M.16.1925.XI.  
O.C.246.

Geneva, January 22nd. 1925.

TRAFFIC IN OPIUM.

CULTIVATION OF AND TRAFFIC IN OPIUM IN  
THE PROVINCE OF YUNNAN.

Note by the Secretary General.  
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The following memorandum forwarded by the British Government on January 14. 1925, is circulated at its request for the information of the Members of the League and parties to the Opium Convention.

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MEMORANDUM.

Information from a reliable Chinese source is to the effect that the total area under poppy cultivation throughout the province of Yunnan during the past season was twenty five per cent less than in the year 1922-23.

2. The principal cause to which this decrease is ascribed is the reduced amount of land planted with the poppy in the area lying between two concentric circles the centre of which is Yunnanfu and the radii of which are respectively three and ten days' journey by land.

3. The opium produced in the country contained within the inner of the two circles - i.e. K'un-ming Hsien, Ch'on Kung Hsien, I-liang Hsien, Chin-ning Hsien, K'un-yang Hsien, An-ning Chou, Fu Ming Hsien and Sung Ming Hsien - is mostly consumed in the city of Yunnanfu, and there was not the same incentive to reduce production in that region as that which actuated the farmers living in the outer area, who produce for export and who

had learned of the increased difficulty of transporting the drug out of the province and of the correspondingly restricted market.

4. Estimates of the total acreage under poppy during the past season vary between 850,000, 730,000 and 500,000 mou, since there are many obstacles in the way in attempting to arrive at an exact calculation.

5. The estimate of 500,000 mou, which is made by a good Chinese authority, is based on the total amount collected during this period, in the form of production tax, which is assessed at two dollars per mou and amounted in round figures to a million dollars. This computation also takes into account the circumstance that, in some instances, the farmers wilfully understate the number of mou planted with poppy, while in others the farmers, out of pure ignorance, overstate the number, and in others again the agents of the Opium Prohibition Bureau deliberately assess the number at a higher figure than that at which it really stands in order to augment their tax collections.

6. The total amount of opium produced during the season under review was, according to the same Chinese authority, 1,000 tons, the yield per mou being taken as 50 cuncea (liang) and the number of liang to the catty and catties to the ton being reckoned respectively at 16 and 1,650. The foreign authority giving the estimate of 850,000 mou increases this estimate by thirty per cent to cover short declarations by the farmers of the amount of land under poppy and thus arrives at a total acreage of 1,133,333 mou, the average yield of which is put at 25 cuncea per mou. His estimate, however, of the total quantity of opium produced during the period in question is approximately 1,000 tons, the same as that of the former authority, whose method of computation is believed to be the more correct of the two.

7. Observations made by His Majesty's Consul General at Yunnanfu during a journey to and from Mengtzu in the months of March and

April last showed that there was a considerable area under poppy cultivation in the Yunnanfu plain, but that the flower was not much in evidence in the I-liang, Ani, Ta-chuang and Hengtzu plains, which are traversed in the order named when travelling southward from the provincial capital. There was more poppy growing in the I-liang plain than in the other three.

8. The highest and lowest prices realised in Yunnanfu last year for an ounce of opium have been 70-80 and 50-60 cents, as compared with 90-100 and 70-80 in 1923.

9. Broadly speaking, there are five grades of opium produced in the province, viz:-

1st grade. Produced in the Yungchang and Shunning districts and the country bordering upon Burma in the West. Export mostly to Kwangtung and Hunan - chiefly the former.

2nd grade. Produced in Kai-hua, Kwang-nan, Linan and Pu-orh in the South. Export mostly to Kwangtung and Hunan - chiefly the former.

3rd grade. Produced in Ch'u Hsiung, Talifu, Henghwa and Lichiang, West and North-west of Yunnanfu. Export mostly to Kwangtung, Hunan and Szechuen in the proportion of one half to the two former and one half to the last-named province.

4th grade. Produced in the area within three days' journey from Yunnanfu. Mostly consumed in this city.

5th grade. Produced in Ch'ü-ching (Kütsing), Tungch'uan and Chaotung, North-east of Yunnanfu, and Ch'on-chiang and Kwang-hsi-chyu (Lu-hsi), South-east of the provincial capital. Export mostly to Kweichow, Szechuen, Kwangsi, Hunan and Tonkin, the larger proportion going to the former Chinese provinces.

10. The number of opium dens in Yunnanfu is 3,500 and the taxation which they pay to the municipality, reckoning an average of fifteen lamps to each den is as follows:-



Annual registration fee of \$8.00	\$ 28,000
Monthly lamp tax of \$1.00 per lamp	\$630,000
TOTAL:	<u>\$658,000</u>

11. The sum of \$658,000 is approximately equivalent to fifty per cent of the whole municipal revenue and the habit of opium smoking is very prevalent among the youth of the city - students and others.

12. The bulk of the opium which is being exported this year from Yunnan to Kwangtung is the produce of the Ch'u-ching, Kwang Hsi-chou and other districts producing the fifth grade opium indicated in the ninth paragraph of this memorandum and is carried overland by the Cantonese via Kwangnan to Post on the West River and thence by water to Nan-ning, Wuchow and beyond. The remainder, the produce of Talifu and the other districts to the West of Yunnanfu producing third grade opium, is brought to Yunnanfu and taken by rail to Chitsun, three hundred and three kilometres by rail south of the provincial capital, whence it is transported overland through Kai-hua and Kwangnan to Kwangsi and thence through Tonkin to Moncay to be smuggled across the frontier to Tung Hing. The quantity of opium conveyed by this route last year was considerably less than in former years.

13. Opium from Yunnan, the produce of the Ch'u-Ching and other districts producing fifth grade opium, which is destined for the provinces of Kweichow and Kwangsi, continues to follow the road via Huang Tsao-pa, a frontier point in the Sing-yi district of Kweichow, and that for Szechuen from Talifu and Ch'u-ching and other districts, which produce third and fifth grade opium, is carried direct by road across the common frontier with that province.

That for Hunan, which is of first, second, third and fifth grade, is sent overland to Kweichow.

FOREIGN OFFICE, S.W.1.

14th January, 1925.

LEAGUE OF NATIONS.

Translation.

O.D.C.38.

SECOND INTERNATIONAL OPIUM CONFERENCE.

Memorandum on Hashish

submitted by Dr. Mohammed Abdel Salam El  
Guindy, First Delegate of  
Egypt.

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As I promised in my speech, I am venturing to submit to the Conference in as concise a form as possible a memorandum on hashish.

In doing so, I hope that I shall arouse the assembly's interest in this important question.

I do not wish it to be thought, however, that I am only dealing with this question in so far as it concerns Egypt alone. It is true that in our country we have taken the strictest measures against the contraband of this drug, but there are other peoples also which suffer from its ravages. Egypt is not the only nation affected, and I therefore wish to ask you to examine the problem of hashish with all the attention that it deserves, since it is a problem of capital importance for a large number of Eastern peoples.

The cannabis indica or sativa, called also name of hashish (English - Indian hemp; German - indianischer Hanf; French - chanvre indien) was known even in antiquity.

Its cultivation was originally undertaken on the plateau of Persia and Turkestan. Later it was introduced into Asia Minor and Egypt, where it was mentioned by chroniclers of the time of the Crusades. At present the countries which produce it are Siberia, Russia, the Caucasus, Persia, the western plateau of the Himalayas, Kashmir, India and also South eastern Europe.

Researches undertaken with a view to determining the active agent of this plant led to the discovery of a product called cannabine, a kind of soft and brownish resin. An odoriferous oil of an amber colour, whose inhalation caused dizziness and giddiness is also derived from cannabis indica. In addition, it has been found to contain a certain quantity of nicotine.<sup>1</sup>

The flowers, the tender shoots and the fruits are what are specially utilised in the cannabis. Only the female flowers which have not been fertilised by the male flowers are able to produce the resinous matter, as fertilisation destroys the active principle of the plant.

Hashish, prepared in various forms, is used principally in the following ways:

a). In the form of a paste made from the resin obtained from the crushed leaves and flowers, which is cooked with butter and aromatic substances and mixed with sugar, it is used to make sweets, confectionery etc., known in Egypt by the names of manzul, maagun and garawish.

b). Cut into small fragments, it is mixed with tobacco for smoking.

c). The Indian hemp is simply smoked in special hookahs.

We must next consider what are the effects produced by the use of hashish and distinguish between:

- 1). Acute hashishism, and
- 2). Chronic hashishism.

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1. (See Dictionnaire Encyclopédique des Sciences Médicales by Dechambre and Lereboullet, Paris 1886, Volume XII p.p.500-516).

Acute hashishism occurs when the consumer uses hashish irregularly.

Let us study the effects of this intoxication : Taken in small doses, hashish at first produces an agreeable inebriation, a sensation of well-being and a desire to smile; the mind is stimulated. A slightly stronger dose brings a feeling of oppression and of discomfort. There follows a kind of hilarious and noisy delirium in persons of a cheerful disposition but the delirium takes an extreme form in persons of violent character.

It should be noted that behaviour under the influence of the delirium is always related to the character of the individual.

This state of inebriation or delirium is followed by slumber which is usually peaceful but sometimes broken by nightmares. The awakening is not unpleasant; there is a slight feeling of fatigue, but it soon passes.<sup>1)</sup>"

Hashish absorbed in large doses produces a furious delirium and strong physical agitation; it predisposes to acts of violence and produces a characteristic strident laugh. This condition is followed by a veritable stupor, which cannot be called sleep. Great fatigue is felt on awakening and the feeling of depression may last for several days.

The habitual use of hashish brings on chronic hashishism, which is much more serious than acute hashishism.

The countenance of the addict becomes gloomy, his eye is wild and the expression of his face is stupid. He is silent; has no muscular power; suffers from physical ailments, heart troubles, digestive troubles etc.; his intellectual

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1) (See Binet-Sanglé "Action du hachich sur les neurones" .  
Revue scientifique of March 2nd 1891.

faculties gradually weaken and the whole organism decays. The addict very frequently becomes neurasthenic and, eventually insanè.

In general, the absorption of hashish produces hallucinations, illusions as to time and place, fits of trembling, and convulsions.<sup>1.</sup>

A person under the influence of hashish presents symptoms very similar to those of hysteria.<sup>2.</sup>

From the therapeutic point of view, science has not made much use of hashish with good results. It has, however, been administered with some success in certain cases of delirium tremens.

Taken thus occasionally and in small doses, hashish perhaps does not offer much danger; but there is always the risk that once a person begins to take it, he will continue. He acquires the habit and becomes addicted to the drug, and once this has happened, it is very difficult to escape. Notwithstanding the humiliations and penalties inflicted on addicts in Egypt, they always return to their vice. They are known as "hashashees" which is a term of reproach with us, and they are regarded as useless derelicts.

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1. (See Moreau de Tours. Du Hashich et de l'aliénation mentale. Etudes psychologiques.)

2. (See Charles Richet, Dictionnaire de Physiologie, Paris 1909; article by Raymond Meunier, Volume VIII, p.188-200).

Chronic hashishism is extremely serious since hashish is a toxic substance, a poison against which no effective antidote is known. It exercises a sedative and hypnotic effect. It is prescribed in the following doses:

The extract, from 0.015 gr. to 0.06 gr.

The tincture, from 5 to 15 drops.

Generally speaking, hashish is not very much used in medical practice, and its results are a matter of controversy.

In view of the great danger involved by the consumption of hashish, special measures have been taken by the Egyptian Government.

As early as 1868, Dr. Mohammed Ali Bey, made a report to the competent authorities regarding the accidents caused by the abuse of hashish. In 1884, the cultivation of this plant was forbidden. The cafés (or mahshashas) in which hashish was consumed being smoked special hookahs, were closed, and are still mercilessly sought out by the police.

Measures were taken to prevent the production and importation of the cannabis indica; the following are the chief;

All cultivation of cannabis indica is prohibited and the cultivator is liable to a fine of £E.50 (equal to about 26 gold francs) per feddau, or fraction of a feddau (the feddau is equal to 4,200.83 square metres).

As regards importation, a few years ago smuggled hashish used to be confiscated and resold to agents for exportation.

At present the goods confiscated are destroyed and a fine of £E.10 per Kilogramme is imposed on the clandestine importer. However small may be the quantity imported, the fine cannot be lower than £E.2.

It is interesting to note the quantities of hashish that have been confiscated as a result of the measures taken by the Egyptian Government.

The following quantities were seized by the Customs Administration.

In 1919	Kg. 2709,535 of Hashish
1920	1869,199
1921	621,822
1922	173,468
1923	2128,864
1924	3262,227

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Total: 10765,119 KG.

The following quantities were seized by the Coast-Guards Administration.

In 1920	Kg. 3697,648
1921	1775,235
1922	1223,842
1923	2078,169
1924	2262,350

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Total: 13679,264 KG.

Unfortunately I have no information regarding the quantities seized by the police, which must certainly be greater than the above-mentioned figures. There can be no doubt, however, that the goods confiscated represent only a small



fraction of what is introduced clandestinely.

It is known, for example, that in a single year (about 1909) more than 140,000 pounds of hashish were consumed in Egypt.<sup>(1)</sup>

Some idea of the ravages produced by these enormous quantities of hashish clandestinely consumed may be gained from the fact that the real requirements of the country hardly ever exceed 50 kilogrammes annually.

For example, the requirements of hashish for medical purposes in an average year may be estimated at

11,165	kilos	of	extract
1,331	"	of	soft extract
12,375	"	of	tincture.

In 1919, the Egyptian Government allowed the importation of 65 kilos of hashish for medical purposes and in 1920 of 23 kilos.

The illicit use of hashish is the principal cause of most of the cases of insanity occurring in Egypt. In support of this contention, it may be observed that there are three times as many cases of mental alienation among men as among women, and it is an established fact that men are much more addicted to hashish than women. (In Europe, on the contrary it is significant that a greater proportion of cases of insanity occur among women than among men).

Generally speaking, the proportion of cases of insanity caused by the use of hashish varies from 30 to 60% of the total number of cases occurring in Egypt.

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1.

"Dictionnaire de Physiologie" by Ch. Richet, Paris 1909  
Article by Raymond Mounier, Vol. VIII. (Pages 188-200).

My Government is giving increasing attention to finding the best method of eradicating this social evil. Other countries are also taking an interest in this question. In the English House of Commons on February 19th, 1924, for example Mr. Gilbert asked the Government a question regarding hashish and its uses. He expressed surprise that hashish was not included in the list of dangerous drugs which were under restriction of importation into Great Britain. He asked whether the Government had any information of the use of the drug in certain seaport towns, and whether it proposed to take any steps to add this drug to the list of dangerous drugs and place it under the same restrictions as applied to them.

Mr. Rhys Davies replied that indulgence in the use of hashish was rare in Great Britain, though it was possible that it was practiced to a certain extent among oriental seamen visiting her ports.

Hashish was not one of the drugs to which the International Opium Convention of 1912 applied, though the Hague Conference recommended that its use should be investigated. Any proposal for the extension to hashish of the restrictions relating to the drugs included in the Convention would have to be considered from the international standpoint.

He understood that the League of Nations, which by the Treaty of Peace was entrusted with the general supervision over the traffic in dangerous drugs, had not yet considered the question.

He added, "the question is one in which other countries are more closely concerned than this country, but the position is being watched by my department, and, if it appears desirable, steps will be taken to raise the question before the Opium Advisory Committee of the League." (1)

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(1). See the Lancet of March 1st, 1924, pp. 469-470.

I was very glad to hear that the South African Government had made the same proposal as myself. I would also specially like to thank the honourable delegates of the United States, Turkey, Japan, Brazil, Poland, Greece and other countries, who have assured me that this subject was also comprised in their programmes. And I would like to thank all the delegates to whom I have spoken on this question and who have promised me their support.

I do not see why we should wait until 1925 to take a decision on this question, since a large number of countries, have pronounced in favour of my proposal through their delegates.

Personally, even at the risk of seeming importunate, I insist and will continue to insist on the importance of this question, being confident that in this respect I am voicing the views of the entire Egyptian people, from His Majesty King Fuad I, our august and well-beloved sovereign, who takes a special interest in the question, down to the humblest fellah of the Nile valley.

I earnestly beg all the delegates to give this question their best attention, for I know the mentality of oriental peoples, and I am afraid that it will be said that the question was not dealt with because it did not affect the safety of Europeans. I am in full agreement with my eminent colleague Dr. Chodzko, who said that considerations of religion, of race or of nationality must not ever be allowed to stand in the way of the humanitarian work which the League of Nations undertakes.

Moreover, I am sure that if we take a decision regarding opium and the drugs mentioned in the schedule of the Advisory Committee without adding hashish, the latter will soon replace the other narcotics and will then become a terrible menace to the whole world.

The League of Nations aims at safeguarding the liberty of man. It is an arbiter guaranteeing the rights of every nation.

The League wants all the citizens of the world to be able to live their lives in freedom and good health, and therefore I am sure that it will give its attention to the havoc wrought by hashish among our population.

It will save the thousands of human beings who lose their reason every year as a consequence of the excessive use of hashish.

The League of Nations will earn the gratitude of all those it will have rescued from the hashish habit, and it will thus swell the ranks of those who wish to fight under its banner in the good cause.

Let the League of Nations help us then in the struggle we have undertaken against this scourge, which reduces man to the level of the brute and deprives him of health and reason, self-control and honour.

SOCIÉTÉ DES NATIONS

LEAGUE OF NATIONS

O.E.C. 43

DEUXIÈME CONFÉRENCE DE

L'OPIMUM.

PROPOSITION SOULÈVÉE PAR LA DÉLÉGATION ÉGYPTIENNE .

Monsieur le Président,

J'ai l'honneur de présenter à la II<sup>ème</sup> Conférence de l'Opium la proposition suivante qui a terminé mon discours et ainsi conçue :

Il devrait être d'ores et déjà entendu que toute substance narcotique déjà connue et non classée actuellement parmi les stupéfiants, mais qui cependant peut être considérée comme telle, ainsi que tout autre produit stupéfiant qui pourrait être découvert ou fabriqué à l'avenir tombât automatiquement sous le coup des dispositions de la convention que nous avons le désir de conclure.

Avec l'espoir que cette proposition soit favorablement accueillie, veuillez agréer, Monsieur le Président, mes respectueux sentiments.

Signé: Dr Guindy

Délégué de l'Égypte

Genève, le 22 novembre 1924

O.D.C.44.

SECOND OPIUM CONFERENCE.

PROPOSAL BY THE EGYPTIAN DELEGATION.

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Mr. President, ladies and gentlemen:

I have the honour to communicate to the Second Opium Conference the three recommendations which the Egyptian Government desires to see embodied in the Convention which we are to draw up. They are as follows:

- 1) That hashish be included in the list of dangerous drugs with which we are to deal.
- 2) That the Powers signatories of the Convention impose uniform penalties for offences against the provisions of the Convention to be concluded by this Conference, or at least that they should mention in the Convention that the penalty will not be less than that provided for misdemeanours.
- 3) That it is desirable that the import and export permits referred to in the Convention should be alike in all countries and that they should be drawn up in such a way as to make it difficult for contraband dealers to forge them.

Dr. Md. Abdel Salam El. GUINDY.

Egyptian Delegate.

27/11/24.

SOCIETE DES NATIONS.

LEAGUE OF NATIONS.

O.D.N.C. 45

SECOND OPIUM CONFERENCE.

PROPOSAL BY THE EGYPTIAN DELEGATION.

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To the President:

Sir,

I have the honour to propose that the Second Opium Conference should add hashish, a product of the Cannabis indica or sativa to the list of drugs with which we have to deal in the course of our present work.

I have the honour etc.

(Signed) Dr. GUINDY.

Geneva, November 22nd, 1924.

LEAGUE OF NATIONS.

O. D. C. 53.

Errata.

SECOND OPIUM CONFERENCE.

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Errata to the Memorandum by Dr. A. H. Mahfooz Bey, Delegate of Egypt as to the quantities of stupefiant drugs consumed in Egypt.

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Bellevue Hotel,

Geneva.

5th. December 1924.

Sir,

Excuse me for troubling your Excellency about my first Memo, I should like to point out that if in Table IV (page 5 O.D.C. 53) the words 'Custom houses' are put in place of 'Coastguards' and vice versa in all the lines, the table will be quite correct. Also in Table V the word mon after the word extr: should be mou and acqueron should be aquepus. Also the second line from the bottom should read like this 'Cannabis Indica Extr: fluid:'

(Signed) A. S. MAHFOOZ.

(of Egypt)



LEAGUE OF NATIONS.

O. D. C. 53.

SECOND OPIUM CONFERENCE.

Memorandum by Dr. A. H. Mahfouz Bey, Delegate of Egypt as to the quantities of stupefiant drugs produced or consumed in Egypt.

POPULATION - The population of Egypt in 1923 was 13,551,000.

MEDICAL SERVICE - At the end of 1923 there was 1808 doctors, 120 veteran surgeons, and 323 dentists practising and residing in different parts of the country. There are also 23 general government hospitals, 22 ophthalmic hospitals (3 of which are travelling) 3 Insane asylums, 8 Fever hospitals run by the Public Health Departments and distributed all over the country. I have to add also that there are many voluntary general hospitals either run by different bodies or by "waka" "alms" administration and also many other provincial general hospitals, ophthalmic hospitals (travelling) children dispensaries, maternity homes belonging to the provincial councils and scattered all over Egypt which I am at present unable to give their exact number. Also the number of hospitals attached to prisons are not available at present.

OPIUM - From a historical point of view it is interesting to state that Egypt in the days of the pharaohs did not know *papaver somniferum* and is not mentioned in the medical papyrus. However *papaver rhoeas* flowers (a wild poppy) was found on the royal mummies and its seeds were discovered in the tombs of Fagum during the Greeks' period. The plant itself is found in the palace of Hawata (18th dynasty).

Plini in his *Histoire naturelle* livre XIX and XX said "Opium was known to the ancient Egyptians", but unfortunately did not fix the period.

Some Latin authors mentioned that opium existed in the Nile valley before Christ. Undoubtedly during the periods of the Greco-Egyptian and thenceforward, opium was especially cultivated in Egypt for procuring Extr:Opii and was principally cultivated near Thebes (now called Luxor).

In 1833 it is reported in L'histoire de L'Egypte by Marcel that 4830 acres were cultivated opium poppy in that year and the production was 14,500 okes (i.e. 17705 kilos).

Until 1887 our knowledge about the area cultivated opium poppy is limited.

Since 1912 Egypt has an accurate statistic about this crop.

It may interest the Advisory Committee or any other Committee or Sub-committee to know the number of acres of land cultivated opium poppy during the last 10 years in Egypt. They are as follows:

Table I

Year	No. of acres	Quantity of opium brut produced.	
1912	388	1746.000	kilos
1913	457	2356.000	"
1914	346	1557.000	"
1915	849	3820.000	"
1916	927	4171.000	"
1917	1379	6125.000	"
(from 1918 to 1920 cultivation was prohibited by law)			
1921	1599	7195.000	kilos
1922	not available.	not available.	
1923	do.	do.	
1924	2480	11160.000	kilos

The above list shows that cultivation of opium poppy is increasing to meet the internal requirements of the people.

The ordinary yield of opium brut varies from 3.6 to 5.4 kilos per acre or an average of 4.5 kilos. On many different

## 3.

occasions Egyptian opium was analysed in the laboratory of the Public Health Department; at Cairo from 1905 until 1924 and the average amount of morphine found was 9.8%. The highest percentage of morphine found was in 1917 from opium poppy cultivated in Alchmim (Guirga) and this contained 15% of anhyd. Morphine.

Egypt, more than the amount produced from cultivated opium poppy in its territories, imported the following quantities of raw opium from the different countries mentioned in the same list (Table II) during the last 5 years, i.e. from 1919 to 1923.

Table II.

Raw Opium imported into Egypt from 1919 - 1923.

Country	1919	1920	1921	1922	1923
Syria	-	55.385	3317.480	5368.210	318.120
Persia	9.766	305.190	1573.450	5644.292	-
Turkey	81.700	7.300	1221.685	1736.120	2.750
Gt. Brit.	20.859	96.454	64.000	23.350	66.284
India	-	-	300.000	-	-
France	0.225	5.325	7.700	10.220	-
Palestine	-	23.550	45.000	-	-
Greece	-	-	51.760	-	-
Italy	-	-	-	-	4.000
Germany	-	-	0.250	1.000	-
Switzerland	-	0.250	1.000	-	-
Crête	-	5.000	-	-	-
<b>TOTAL</b>	<b>112.550</b>	<b>499.954</b>	<b>7032.965</b>	<b>12868.692</b>	<b>387.154</b>

Opium Derivatives (Morph; Heroin) and Cocaine.

Egypt now is a consuming country and hardly could be regarded as manufacturing. As it has been already stated above it is a producing country in regard to opium brut. I believe in the near future Egypt will become also a manufacturing country to other drugs.

The following table (III) gives the quantities of stupefiant drugs imported into Egypt during the last 5 years (from 1919 to 1923).

TABLE III.

<u>Articulo</u>	<u>1919.</u>	<u>1920</u>	<u>1921</u>	<u>1922</u>	<u>1923</u>
Coca leaves	-	-	-	-	66,500
Cocaine and its salts	30,800	63,589	80,838	155,423	14,560
Morphine	22,935	19,943	33,714	22,340	11,901
Heroin	2,810	4,231	9,248	29,286	5,108
Opium	112,550	499,954	7082,965	9555,000	68,703
Cannabis Indica	65,000	23,000	15,00	33,000	2,615

It is understood that ampoules of any sort containing any drug mentioned above is not included.

Great quantities of stupefiant drugs have been smuggled into Egypt. The greater part of which was illicitly used. Following table shows quantities confiscated by Eg. Custom house and coast guards during the last 5 years.

TABLE IV.

Years	Op. brut.	Morphine.	Heroin.	Coca Leaves.	Cocaine.	Haschiche or Cannabis Indica.
1919. Custom Houses	22,767	-	-	-	-	2709.539
Coast Guards	not available	-	-	-	-	not available
1920. Custom Houses	288,529	-	-	-	-	1869.199
Coast Guards	909,631	-	-	-	16,759	3697.648
1921. Customs Houses	110,923	-	-	-	0,728	621,822
Coast Guards	740,846	-	-	-	55,685	1775,235
1922 Custom Houses	162,861	-	-	-	6,595	173,468
Coast Guards	186,794	-	-	-	68,435	1255,862
1923 Custom houses	224,898	4,165	-	-	81,260	2123,864
Coast Guards	452,548	-	-	-	149,903	2708.169

IN CONCLUSION I have to admit that our Medical service is rapidly increasing in these days e.g. we have established several special Hospitals for Ankylostoma and Bilharzia; special anti-venereal clinics, and we are about to establish special hospitals for Leprosy, tuberculoses (which are rare in our country) etc.

In view that Egypt can request revision of her legitimate requirements at any time in future I have prepared the following table V showing the quantities of stupefiant drugs required for legitimate use in Egypt for one year and this was taken over from the average of the last 2½ years, taking the import figures as the basis.

TABLE V.

Article	Legitimate annual requirement.	
Op. Powder	101.232	Kilos.
- Extr. fluid	5,491	"
- " mon	2,775	"
" brut	4,896	"
" Teinture	14,422	"
" Extr sec	1,429	"
" " Aqueron	6,939	"
Morphine	14,569	"
Coca leaves	31,297	"
" Extr fluid	118,453	"
" Teinture	22,000	"
Heroin	17,553	"
Cocaine	66,223	"
Cannabis Indica Extr mon	11.165	"
" " Fluid	1,331	"
" " Teinture	12,375	"

-6-

To the amount of raw opium indicated above 90,000 kilos should be added as to the quantity taken from the Egyptian product for the legitimate use. Much Morphine is imported in ampoules and this is not included also.

LEAGUE OF NATIONS

O.D.C.55.

SECOND OPIUM CONFERENCE.

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Geneva,

December 5th, 1924.

Memorandum submitted by Dr. A. H. MAHFOOZ BEY, Delegate of Egypt, with reference to Haschiche as it concerns Egypt.

HASCHICHE.

Name: In French: chanvre de l'Inde. In English: Indian hemp. In Latin: cannabis Indica. In Arabic: haschiche.

It grows in countries of warm or temperate climates, like India, Central Asia, Syria and Greece.

Composition: Haschiche brut contains many alkaloids as:

- 1) Tetano-cannabine, which is one of them and could be easily separated;
- 2) Cannabinol, a kind of resin; and it contains also
- 3) a volatile oil.

Preparations: Haschiche is sometimes used in its natural form for smoking or chewing in Turkey (Asia Minor), Egypt, Tunis, Algeria, Persia, Turkestan and India. It is called esrar in Turkey and keif in Egypt. Many different preparations have been prepared from it, such as:- pills, chocolates, bons-bons, decoctions, syrups and many other varieties. The form which gives the severest and worst effect is that produced by boiling the upper part of the stem bearing the remains of flowers, leaves and a few ripe fruits and to

which/

which is added butter with a little water. This mixture is boiled until the water evaporates and the residue is greenish in colour and nasty in taste. Sometimes they add to it cinnamon, nutmeg, sugar, vanilla, essence of roses, musk, to make its taste and odour agreeable.

Action: Haschiche is considered as a dangerous narcotic and more harmful than opium in its effects. It is either smoked with tobacco, cigarettes or taken by mouth before food, i.e., while the stomach is empty. If smoked or taken in small quantities a pleasurable sensation of mild intoxication is felt after from half an hour to two or three hours. The victim is always gay, joyous and pleased with everything. He laughs and smiles on the slightest provocation and is himself able to say sharp witty things. Pleasant ideas flit through his mind with wonderful rapidity. His eyes are bright and his pupils become slightly dilated. The limbs feel heavy and there is a marked lowering of general sensibility which in chronic cases passes on to complete anaesthesia. After a time sleep comes on with very pleasant and delightful dreams.

If taken in excess as it is always done when habit is established it leads to loss of appetite and strength, laziness, anaemia, general trembling and insanity.

Therapeutics: It has been given with success for:  
1) migraine; 2) neuralgia; and 3) some stomach diseases.

Its evils: Haschiche leads to loss of strength, laziness, anaemia, general anaesthesia, general trembling and insanity.

About/



about 70% insane people in lunatic asylums in Egypt are haschiche eaters or smokers.

Egyptian Laws: Egypt was aware of the great dangor produced to its national security by the use of haschiche a very long time ago and prohibited importation, sale, distribution, possession and cultivation of haschicho. The law of 1884 and that of 1905 concerning this matter run as follows:-

Prohibited Crops.

Hashish.

Decree of March 10th, 1884 (12 Gamad Awal 1301) modified by the decrees of May 28th, 1891, and July 8th, 1894 and by Law No. 9 of April 27th, 1905:-

Article 1. (As modified by decree of May 28th, 1891)

The cultivation of hashish is forbidden throughout all Egyptian territory and is punishable with a fine of £E50 per feddan or part thereof.

If the offense is repeated, the fine shall be increased to £E100.

It is also forbidden to import, offer for sale or be in possession of hashish; these offences shall be punishable with a fine of £E10 per kilogramme. The fine shall in no case be less than £E2 no matter how small a fraction of one kilogramme the quantity concerned may be.

The same penalties shall be applied in cases of attempts to import hashish.

If the offense is repeated, the fine shall be raised to £E30 per kilogramme; in no case shall the fine be less than £E6, should the quantity be under one kilogramme.

Plants shall be destroyed and the hashish shall be confiscated.

Article 2. (Abrogated by Law No. 9 of 1905)

Article 3. The above-mentioned provisions shall apply jointly and severally to owners, cultivators, holders, conveyors of and traffickers in the prohibited product.

Article 4. In addition, all boats, vehicles, beasts of burden, apparatus and material of any nature whatsoever which may have been used for transporting hashish, together with all other goods among which it may have been inserted, with a view to concealing its presence, and facilitating its importation, shall be confiscated.

Article 5/

Article 5. All hashish confiscated shall be sold; the buyer thereof may not take delivery of it in Egypt. He must, within fifteen days, consign it to a foreign port, other than a port in Turkey through the customs and in conformity with the customs regulations. For this purpose he must pay, in addition to the purchase price of the goods, a sum by way of deposit equal to ten times the price. This deposit shall be returned to him upon his presenting a certificate of the port of destination in due form.

Article 6. The other articles or goods shall also be sold. (As modified by Decree of July 8th, 1894)  
One half of the proceeds of the sale of the hashish and other articles or goods shall, after deducting current expenses in connection therewith, be handed over to the person giving the information which led to the discovery of the offence and one half to the person making the seizure.

Article 7. The present provisions shall also apply to hashish and other goods connected with its importation which have already been seized and are deposited in the customs warehouses.

Article 8. Articles 4 of the First Decree of March 29th 1879 and II of the Second Decree of this date, are abrogated.

Article 9. Our Ministers of the Interior and of Finance are instructed to see to the execution of this Decree within their respective spheres.

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In conformity with these two laws the Egyptian Custom Administration laid the following severe rules :-

ADMINISTRATION AND CRIMINAL LEGISLATION

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Law No. 9 of February 27th., 1905 (23 ZilHedjeh 1322)

No.171 In view of the Customs Regulations:  
In view of Article 2 of the Decree of March 10th, 1884  
(1)  
concerning hashish:

In view of the Decree of October 24th, 1885, assimilating Customs officers and agents to the officers of the judicial police:

In view of the Code of Criminal Procedure for the Native Tribunals:

The Legislative Council having been consulted:

Article 1. Any person caught in the act of smuggling may be arrested by the Customs officials and agents,

Article 2. If the person arrested can prove that he is of fixed and known domicile in Egypt, he shall be immediately set at liberty after a statement of the case has been prepared, unless he has been previously convicted.

Any person who has been convicted of smuggling within five years previous to the offence in question shall be considered for the purposes of this article as a person having been previously convicted,

Article 3. Any person detained in custody who has not been released in virtue of the preceding article shall be brought before the Customs Commission which shall within 24 hours of his arrest, determine whether he shall be kept in preventive custody.

Article 4. If the Commission decides that he shall be kept in preventive custody, it shall fix the amount of bail on the deposit of which the detained person may be set at liberty. The sum in question/

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(1) See below

question may not exceed the total fine which might, in the opinion of the Commission, be eventually imposed. The Commission may accept surety in lieu of money deposit.

The period of preventive custody may not in any case exceed seven days.

Article 5. The payment of fines imposed by the Customs Commissions or the Tribunals deciding appeals against the decisions of these Commissions may be secured by means of bodily constraint in conformity with Articles 267-270 of the Code of Criminal Procedure. Authority for the application of bodily constraint shall be given by the Director of Customs or his substitute.

Article 6. Fines imposed by the Customs Commission may be secured provisionally, notwithstanding the fact that appeal has been lodged, by bodily constraint, unless the person sentenced provides surety approved by the Commission for the execution of any sentence which may finally be passed on him.

Except in so far as concerns the provisional execution referred to above, the decisions of the Customs Commissions, when final, shall be rendered executory by an Order of the President of the Court of the District.

Article 7. Customs officials and agents shall, in the exercise of their duties, be regarded as officers of the judicial police.

Article 8. The Decree of October 24th, 1885, referred to above and Article 2 of the Decree of March 10th, 1884, referred to above are abrogated.

Article 9. Our Ministers of Justice and Finance are responsible for the execution of this Law in their respective spheres.

CODE OF THE CUSTOMS ADMINISTRATION

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(1)  
II. Hashish

144 The cultivation of hashish is forbidden throughout all Egyptian territory and is punishable with a fine of £E50 per feddan or part thereof.

If the offence is repeated, the fine shall be increased to £E100.

145 It is also forbidden to import, offer for sale or be in possession of hashish; these offences shall be punishable with a fine of £E10 per kilogramme; the fine, however, shall in no case be less than £E2, no matter how small a fraction of one kilogramme the quantity concerned may be.

The same penalties shall be applied in cases of attempts to import hashish.

If the offence is repeated, the fine shall be raised to £E30 per kilogramme; in no case shall it be less than £E6, if the quantity is less than one kilogramme.

146 All hashish seized shall be confiscated and destroyed (2)

1204,

Page 593

Hashish must be burned and therefore the proceeds of sale will be replaced by a sum of 200 milliemes per kilogramme taken from the credit specially appropriated for this purpose. In this case the amount to be taken for the special fund shall be 10 per cent.

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{1} Decree of May 28th, 1891.

{2} Whenever the quantity of hashish seized in a warehouse amounts to 10 kilogrammes it should be destroyed in the presence of Customs delegates, specially appointed for this purpose by the Director, who shall take a written note of the proceedings. In every case, the Director General shall immediately be informed that such action has been taken.

In spite of these severe and strict laws and regulations hashish is still smuggled into the country in great quantities. The following table I shows the great quantities of hashish confiscated by Egyptian Customs Houses and Egyptian Coastguards during the last 5 years.

Year	1919	1920	1921	1922	1923	kilos
Eg. Custom	not available	3697.648	1775.235	1235.862	2708.350	
Coast guards	2709.539	1869.199	621.822	173.468	2128.864	

As to the annual legitimate quantities of hashish required for Egypt I have drawn up the following table II which was taken over from the average of the last 2½ years, taking the import figures as the bases.

Table II.

Cannabis Indica.

Extr: MOU	11.165 Kilos
- fluid	1.331 "
Teinture	12.375 "

In conclusion I have to state that Egypt has adequate national control and requests that international control is imposed on hashish as the case is for other and dangerous narcotic drugs.

LEAGUE OF NATIONS.

O.D.C.110.

SECOND OPIUM CONFERENCE.

Geneva, February 10, 1925.

Text proposed as an addition to the Egyptian proposal.

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Further, any Contracting Party may declare at the time of its signature of, or accession to, the Present Convention, the limitations subject to which it accepts this Article as regards the production and distribution of raw opium. If such a declaration be made the other Contracting Parties agree that this Article shall only apply in the case of the Contracting Party making the declaration subject to the limitations contained in that declaration.

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O.D.C/121.  
O.D.C/R/20.

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

GENEVA, February 14th 1925

Proposal of the Egyptian Delegation

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Article 12.

1) I notice that States other than the United States of America and Germany, which might be signatories of the Convention and which, for one reason or another, are not Members of the League of Nations, have been somewhat overlooked as regards the possibility of taking an active part, as Members, in the work of the Permanent Central Board.

According to the present provisions of the Article, the continents, Europe, North America and Asia will have representatives on this Permanent Central Board.

Africa, including several States which are important and for whom the question is of importance should, I think, be represented thereon.

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O.D.C./126

O.D.C./R25

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

Geneva,

February 14th., 1925.

PROPOSAL OF THE EGYPTIAN DELEGATION

ARTICLE 22

In paragraph 2 the words "after the end of the year" to be replaced by the words "after the end of each half-year"

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SOCIÉTÉ DES NATIONS.

O.D.C.31.

Genève, le 21 Novembre 1924.

DEUXIÈME CONFÉRENCE DE L'OPIMUM.

Proposition soumise par la Délégation espagnole.

" Le Secrétariat est chargé de réunir et de classer les propositions et les suggestions faites par les représentants des organismes privés et de les communiquer au Comité des travaux pour renvoi, à toutes fins utiles, aux Commissions qui seront nommées au cours de la Conférence et qui, selon leur nature respective, ressortent de leur compétence."

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SECOND OPIUM CONFERENCE.

Proposal submitted by the Spanish Delegation.

The Secretariat is instructed to collect and classify the proposals and suggestions made by representatives of the private organisations and to communicate them to the Standing Committee in order that the latter may submit to the Commissions to be formed during the Conference, for such action as the Commissions may think necessary, any proposals with which they are able to deal.

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SOCIÉTÉ DES NATIONS

DEUXIÈME CONFÉRENCE DE L'OPIMUM

O.D.C. 114

Genève, le 13 février, 1925.

AMENDEMENT A L'ARTICLE 10 PROPOSÉ PAR LA  
DELEGATION ESPAGNOLE

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Rédiger la première ligne du dernier paragraphe  
comme suit:

"Dès que deux des Parties contractantes auront ...."

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Geneva, February 13th. 1925.

SECOND OPIUM CONFERENCE.

AMENDMENT TO ARTICLE 10 PROPOSED BY THE  
SPANISH DELEGATION.

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Amend the first line of the last paragraph  
as follows:

"As soon as two of the Contracting Parties have..."

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LEAGUE OF NATIONS.

O.D.C. 117.

February 13th, 1925.

SECOND OPIUM CONFERENCE.

AMENDMENT PROPOSED BY THE SPANISH DELEGATION.

Article 24.

Draft paragraph 6 as follows:-

"Any contracting party which is not represented on the Central Board shall be invited to send a representative to sit on the Board when a question specially interesting it is brought before the Committee".

LEAGUE OF NATIONS.

O.D.C.127.  
O.D.C./R/15.

SECOND OPIUM CONFERENCE.

DRAFTING COMMITTEE.

Geneva, February 14th,  
1925.

AMENDMENT PROPOSED BY THE SPANISH DELEGATION.

Article 24.

The Spanish Delegation has the honour to propose the omission of paragraphs 3 and 4 from Article 24.

Before it was proposed to institute the right of appeal to the Council of the League, these paragraphs were necessary, but they are now no longer so.

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LEAGUE OF NATIONS.

O.D.C.128.  
O.D.C./R/16.

SECOND OPIUM CONFERENCE.

Drafting Committee.

Geneva, February 14th, 1925.

AMENDMENT PROPOSED BY THE SPANISH DELEGATION.

ARTICLE 26 (a).

The Spanish Delegation has the honour to propose that there should be inserted between Articles 26 and 27 another Article worded roughly as follows:-

Article 26 (a)

"The right of appeal to the Council of the League as laid down in Articles 24 and 26 shall not prevent the parties exercising, if necessary, their right under the second paragraph of Article 11 of the Covenant of the League of Nations".

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O.D.C. 129  
O.D.C./R/17

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

Geneva,

February 14th., B

1925

Amendment proposed by the Spanish Delegation

Article 26

The Spanish Delegation has the honour to propose that the last paragraph of Article 26 should be worded as follows:-

"Such country shall be invited to send a representative to be present at the meetings of the Central Board during which this question is examined. Such country or any other State exporting to it any of the substances in question shall have the right to appeal to the Council of the League against any decision taken by the Board under this Article".

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LEAGUE OF NATIONS.

O. D. C. 136.

Geneva, February 18th, 1925.

SECOND OPIUM CONFERENCE.

DRAFT RECOMMENDATION TO BE INSERTED IN THE FINAL ACT.

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(Submitted by the Spanish Delegation)

The Conference recommends that the Contracting Parties shall not avail themselves of the right accorded under Article 9 of the new Convention, unless special circumstances, of which they shall be free to judge, render it necessary, and that any action shall be confined to a strict minimum.



LEAGUE OF NATIONS.

O.D.C. 137

SECOND OPIUM CONFERENCE.

DRAFT RECOMMENDATION TO BE INSERTED IN THE FINAL ACT.

(Submitted by the Spanish Delegation)  
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The Conference recommends that the Council of the League of Nations shall invite the Health Committee to consider immediately whether it would be expedient to consult the International Health Office regarding the products mentioned in Articles 8 and 10, in order that, if so, a decision concerning preparations which cannot give rise to the drug habit and a recommendation concerning all other drugs which might come under the provisions of the Convention may be notified immediately upon the entry into force of the said Convention.

LEAGUE OF NATIONS.

O.D.C.96(1)

SECOND OPIUM CONFERENCE.

January 24th, 1925.

AMENDMENT PROPOSED ON THE MOTION OF THE DELEGATION  
OF THE UNITED STATES OF AMERICA (DOC: O.D.C.66.)  
AND PRESENTED BY THE DELEGATION OF FINLAND AND  
ADOPTED IN THE PLENARY SESSION OF THE SECOND  
OPIUM CONFERENCE, SATURDAY, THE 24TH JANUARY, 1925,

AT 10.30 a.m.

In suggesting that the first Opium Conference meet in order to take a corresponding decision, identical in its object, and on condition that that corresponding decision be adopted

The Second Opium Conference

Decides:

To name 8 delegates representative of Governments who have not participated in the First Conference, to form a Committee with 8 members designated by the latter.

That Committee shall be entrusted with examining the proposals of the Delegation of the United States of America, together with the various suggestions and declarations presented during the recent discussions of the Second Conference. The Committee shall present a report to the two Conferences on the result of its work with the least possible delay.

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LEAGUE OF NATIONS.

O.D.C. 108.

Geneva, February 10th, 1925.

SECOND OPIUM CONFERENCE.

RESOLUTION SUBMITTED BY THE DELEGATE OF FINLAND.

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Whereas the Second Opium Conference believes that the recrudescence of the growth of the poppy in the Far East is one of the most serious elements of the world's drug problem:

Whereas that recrudescence is largely due to the unfortunate political conditions now prevailing in large territories of the Eastern Asia:

Whereas these unfortunate political conditions are in their turn largely due to the unlicensed importation of arms into those territories from outside countries:

Whereas the League of Nations has convened an International Conference on the Traffic in Arms and Munitions to be held in Geneva on May 4th next:

Be it resolved:

That the Second Opium Conference recommends to the Council of the League of Nations to consider the advisability of referring the question of the unlicensed importation of arms into the territories in the Far East to the forthcoming Conference on the Traffic in Arms and Munitions with the thought that the various interested Governments may, in the meantime, gather information and consider projects in this connection in the hope of removing what is one of the fundamental difficulties of the world's drug situation.

O.D.C. 131

C.D.C./R./10.

LEAGUE OF NATIONS.

Geneva, 14.II.25.

SECOND OPIUM CONFERENCE.

Text submitted by the French Delegation.

Chapter II.

Article 2.

The Contracting Powers undertake to strengthen the effective laws or regulations which they have enacted in virtue of Article 1 of the Hague Convention of 1912 for the control of the production, distribution and exportation of raw opium.

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SOCIÉTÉ DES NATIONS.

O.D.C. 131.

O.D.C./R./10.

DEUXIÈME CONFÉRENCE DE L'OPIMUM.

Genève le 14.II.25

Amendement proposé par la Délégation

française.

Article 2.

Les Puissances contractantes s'engagent à renforcer les lois, ou règlements efficaces qu'elles ont édictés en vertu de l'article 1er de la Convention de La Haye de 1912, pour assurer le contrôle de la production, de la distribution et de l'exportation de l'opium brut."

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LEAGUE OF NATIONS.

O.D.C. 1351  
Geneva, February 18th, 1925.

SECOND OPIUM CONFERENCE.

Proposal by the French Delegation (to take the place  
of Article 2).

The Contracting Parties undertake to enact laws and regulations to ensure the effective control of the production, distribution and export of raw opium, unless laws and regulations on the subject are already in existence; they also undertake to revise periodically, and to strengthen as required, the laws and regulations on the subject which they may enact in virtue of Article 1 of the Hague Convention of 1912 or of the present Convention.

LEAGUE OF NATIONS.

O. D. C. 27.

SECOND CONFERENCE ON OPIUM.

Decree of the Royal Hungarian Government and model import certificate submitted by the Hungarian Delegate.

DECREE No. 7430/1924 M. E. of THE ROYAL HUNGARIAN GOVERNMENT  
concerning the application of Law XXII of 1923  
ratifying the International Opium Convention concluded at  
the Hague on January 23rd, 1912.

The Royal Hungarian Government,  
in view of the application of Law XXII of 1923 ratifying the  
International Opium Convention concluded at the Hague on  
January 23rd, 1912,  
and with reference to Article 2 of this law,  
hereby decrees as follows:

Article 1.

Raw opium, medicinal opium, morphine, cocain, heroin  
(diacetyl-morphine) and dionin (diaethyl-morphine), and every  
description of salts of morphine, cocain, heroin (diacetyl-  
morphine) and dionin (diaethyl-morphine), and finally all  
preparations containing more than  $.2\%$  of morphine, or more than  
 $.1\%$  of heroin (diacetyl-morphine), or more than  $.2\%$  of dionin  
(diaethyl-morphine) shall be subject as regards importation  
and exportation, production, manufacture, transformation or  
sale, to the control of the Health Authorities.

The Health Authorities shall have the right to visit and control all places and premises used for the production, manufacture, transformation, warehousing, sale and handing over of the materials and products enumerated in the preceding paragraph. If the authorities so request, all information must be given concerning the place and date of imports from territories outside the customs frontier and of exports to such territories, the quantity of the materials or products imported and exported, the identity of the vendor (purveyor) and the recipient, and concerning any question connected with the sale of the materials and products in question. In addition, all correspondence and commercial books shall be placed at the disposal of the authorities.

With a view to supervising imports and exports, the health authorities may also refer to the papers of the customs service and to customs declarations.

#### Article 2.

The materials and products referred to in the first paragraph of Article 1 may be imported or exported, produced manufactured, industrially transformed, offered for sale, held, or handed over only by persons or enterprises that have obtained a special permit ("exploitation permit"). The exploitation permit shall be issued by the Royal Hungarian Minister of Social Welfare, in agreement with the Royal Hungarian Minister for Agriculture if it is a question of the production of raw opium, and with the Royal Hungarian Minister of Commerce in all other cases.

As a general rule, the exploitation permit required for the importation, exportation, production, manufacture, transformation and offering for sale of the above-mentioned materials and products will only be granted to persons or enterprises that, being mainly engaged in growing medicinal plants and manufacturing chemical or pharmaceutical products or in the wholesale trade in these substances do not supply them direct to the consumer, except in the case mentioned in the third paragraph below. In granting this permit, the question of its necessity will be taken into account as well as the honourable standing of the applicant.

Persons who can prove that they intend to employ the substances in question for scientific purposes may obtain the exploitation permit necessary for the acquisition of these substances if their technical experience and honourable standing afford sufficient guarantee against any misuse of these substances. An exploitation permit to render the acquisition of such substances possible for other purposes will only be given if the use of these substances is shown to be in the public interest. Even in this case the honourable standing of the applicant will be the subject of investigation.

The application for an exploitation permit must state all reasons of any importance in favour of granting the permit and the premises for which the permit is requested. In the case of the production of raw opium, the request must indicate the area and exact situation of the ground to be utilised.

Permits will be issued in the form of deeds (of concession drawn up by the Royal Hungarian Minister of Social Welfare and Labour. He will inform the Minister concerned and the competent subordinate health authorities.



In the case referred to in the third paragraph of the present article, authorisation may be restricted to a definite quantity and a definite period.

The premises and land to which the concession refers must be indicated in the deed of concession; the Commune, street, and number in the street, and the topographical number or the area, as the case may be, must be stated. If the permit is only available for certain buildings or certain parts of a building, the premises in question must be correctly described.

The authorities may refuse to grant an exploitation permit when considerations of public interest or of a private nature render such course necessary. For the same reasons, an exploitation permit may be rescinded at any time.

The Royal Hungarian Minister for Social Welfare and Labour is authorised to grant facilities in agreement with the Royal Hungarian Minister for Agriculture in the case of concessions for the purpose of research work in connection with the production of raw opium.

Pharmacies may freely acquire the materials and products in question, manufacture them and transform them for medicinal use. They may also freely supply them in the form of medicine on the prescription of a doctor or veterinary surgeon even though they hold no exploitation permit. They are forbidden to supply the materials or products referred to for any other purpose.

Article 3.

In the home trade, the materials and products referred to in the first paragraph of Article 1 may only be delivered to persons or enterprises that have obtained an exploitation permit in conformity with the provisions of Article 2, on the production of a certificate of purchase giving the name of the purchaser. The certificate of purchase containing the exact specification and quantity of the materials or products to be bought will be issued, on receipt of a request in writing, by the Royal Hungarian Minister for Social Welfare and Labour. The request must include a statement as to the existing stock and particulars regarding the purveyor from whom the applicant desires to buy the materials or products.

The certificate of purchase shall be sent to the purveyor mentioned in the request, unless the applicant otherwise desires. The purveyor shall keep the certificate of purchase and duly note thereon the date of delivery as evidence of the manner in which the goods delivered by him have been employed. If part only of the quantity indicated on the certificate of purchase has been delivered, this fact shall be noted on the certificate. In this case also the certificate shall be retained by the purveyor, who may not deliver the remaining quantity.

Article 4.

In the home market pharmacies shall buy direct the materials and products referred to in the first paragraph of Article 1, and shall address a special order form, duly signed, dated and stamped, to a person or enterprise possessing an exploitation permit authorising the

sale of these substances (Article 2). The purveyor shall retain the order form, taking care to note the date of delivery thereon, and shall keep it as evidence of the use to which the goods delivered have been put. If only part of the quantity indicated on the order form is delivered, this fact shall be mentioned on the order form, which in this case also shall be retained by the purveyor, who may not deliver the remaining quantity.

Persons or enterprises in possession of the exploitation permit authorising them to sell (Article 2) shall send to the Royal Hungarian Minister for Social Welfare and Labour, in the course of each half of the civil year, before the 15th of the month (July and January) following any completed half year, a report containing a detailed statement of the quantity of materials and products delivered during the preceding half year to the various pharmacies (Article 1, paragraph 1.), and the date on which such delivery was made, with separate figures for each pharmacy.

Article 5.

No certificate of purchase or order form need be produced in the case of sales in pharmacies for a medical purpose (on the prescription of a doctor or veterinary surgeon).

Article 6.

Persons possessing the exploitation permit, defined in Article 2, and pharmacies, are only authorised to import the materials and products referred to in the first paragraph of Article 1 from abroad if they hold an import certificate. The import certificate, drawn in accordance with the form annexed, to the present Decree is issued on application being made in writing, by the Royal Hungarian Minister for Social Welfare and

Labour. The application must indicate the existing stock, the nature and quantity of the materials and products to be imported, the country from which it is intended to import, and the purveyor.

Persons or enterprises possessing the exploitation permit defined in Article 2, and pharmacies may only export the substances referred to in the first paragraph of Article 1 on production of an import certificate similar to the certificate of which a model is attached, signed by the competent authorities of the foreign State and countersigned by the Royal Hungarian Minister for Social Welfare and Labour.

In order that the Customs services may carry out the necessary Customs formalities in connection with the materials and products referred to in the first paragraph of Article 1, and that they may authorise the transport of these goods, the importer or exporter must produce the certificate issued or countersigned by the Royal Hungarian Minister for Social Welfare and Labour and must prove that he has fulfilled the conditions required on the certificate. The Customs services shall note on the import certificate that the goods have entered or left the country, and shall in each individual case inform the Royal Hungarian Minister for Social Welfare and Labour by communicating to him a copy of the Customs declaration required under Law LII of 1921, and the number of the import certificate and the indorsement on the certificate. The Royal Hungarian Minister for Social Welfare and Labour shall duly inform the competent subordinate health authorities of consignments entering or leaving the country.

#### Article 7.

The materials and products referred to in the first paragraph of Article 1 may only be imported or exported through certain defined towns and communes. These localities shall be

fixed by the Royal Hungarian Minister for Social Welfare and Labour in agreement with the Royal Hungarian Minister of Finance. The Royal Hungarian Minister for Social Welfare and Labour shall also fix in detail the conditions under which import and export shall be authorised.

Export to the countries, possessions, colonies and leased territories of Powers which have adhered to the International Opium Convention shall be subject to any provisions which the importing States may have adopted concerning the importation of these substances.

Article 8.

Packages for export containing more than 5 kilograms of raw opium must be marked "N.O." in red. The letters must be at least 8 centimetres in height.

Article 9.

Persons or enterprises possessing the exploitation permit defined in Article 2, and engaged in the sale of the materials and products referred to in the first paragraph of Article 1, must open a store-book and enter therein, from day to day, the stock which they hold, showing any increase or decrease in the amount and any transformation effected in the establishment itself of the materials and products referred to in the first paragraph of Article 1, separate figures being given for each substance or preparation. Entries concerning the increase or decrease of stock must also include the name and address of the purveyor or the recipient.

The Royal Hungarian Minister for Social Welfare and Labour shall fix by ordinance the extent to which the provisions of the preceding article shall apply to pharmacies.

Article 10.

The Royal Hungarian Minister for Social Welfare and Labour is authorised to extend the provisions of the present Decree

to include any new derivative of morphine and cocaine or their respective salts, or any other alkaloid of opium which may be shown by scientific research to produce the same harmful effects.

Article 11.

The import, export, manufacture and sale, in any form whatever, of prepared opium (for inhaling) is forbidden.

Dross and all other residues of opium for smoking are likewise prohibited.

Article 12.

Unless the persons guilty of the offences specified below are liable to more serious penalties, it shall be an offence punishable with fifteen days imprisonment and a fine of a million crowns,

1) to import, export, produce, manufacture, transform, buy, sell, or otherwise put into circulation the materials and products referred to in the first paragraph of Article 1, without being in possession of an exploitation permit, or to produce, manufacture, transform, stock offer for sale or supply these goods in premises other than those indicated in the permit,

2) to buy or sell the materials or products referred to in the first paragraph of Article 1, contrary to the provisions of Articles 3 and 4, without a certificate of purchase, or special order form properly made out, or to exceed the quantity specified in the certificate of purchase, or to fail to observe the conditions set out on the certificate,

3) to omit, in contravention of the provisions of Article 3, to send to the Royal Hungarian Minister for Public Welfare the report on the materials and products, (see Article 1, para.1)

delivered to pharmacies, or to fail to forward this report within the prescribed period, or to give therein incomplete or false information,

4) to import or export a substance or preparation referred to in the first paragraph of Article 1 without an import certificate issued, or countersigned, by the Royal Hungarian Minister for Social Welfare and Labour, or to import or export a quantity in excess of that fixed in the import certificate, or to contravene the measures adopted by the Royal Hungarian Minister for Social Welfare and Labour in virtue of the provisions of Article 7,

5) to import, export, manufacture, or place on the market, opium for smoking purposes, or dross,

6) to neglect, in contravention of the provisions of Article 9, to keep a store-book, or to make false or incomplete entries therein, or to fail to fulfil the obligation of giving information.

In addition to the penalty, the objects which form the subject of the offence may be confiscated, irrespective of whether they belong to the person committing the offence or not.

The procedure to be followed in the case of offences shall be decided by the administrative authority, acting as a Police Court. In the first instance the Royal Hungarian Minister for Social Welfare and Labour shall decide the procedure to be followed.

Article 13.

This Decree shall come into force on the day of its promulgation; on the same date all legal measures at variance therewith shall be, and shall remain, abrogated.

Persons who in virtue of the regulations in force, were legally engaged before this date, in the manufacture, transformation, sale or delivery of the substances or preparations referred to in the first paragraph of Article 1 may not continue such activities after December 31st, 1924, unless they are in possession of the exploitation permit described in Article 2 of the present Decree.

The Royal Hungarian Minister of Social Welfare and Labour shall be responsible for the execution of this Decree, and to this end shall act in conjunction with the other Ministers concerned.

Budapest, October 31st, 1924.

(Signed) Count STEPHEN BETHLEN,

President of the Royal  
Hungarian Council of Ministers.



ROYAL HUNGARIAN MINISTRY OF  
SOCIAL WELFARE AND LABOUR,

No .....

192

I m p o r t      C e r t i f i c a t e .

In pursuance of the provisions of Article 6 of Decree No. 7430/1924. M.E. promulgated to give effect to Law XXII of 1923 ratifying the Hague International Opium Convention, dated January 23rd, 1912, I hereby certify that

a) (Name, address and trade or profession of importer)

.....

is authorised to import into Hungarian territory

b) (Exact description of the nature and quantity of the narcotic to be imported) .....

c) from (Name of exporting country together with name, address and trade or profession of purveyor)

.....

subject to the following conditions:

d) (State any special conditions which may have been imposed, e.g., that it is forbidden to send the narcotic by post) .....

.....

and that the package to be imported is intended

1) for legitimate purposes (in the case of the importation of raw opium)

2) for medicinal or scientific purposes (in the case of the importation of medicinal opium, morphine, cocaine, heroin, etc)

The present certificate is valid for six months.

Budapest, . . . , . . . . . 1924.

For the Minister (Signature)

Rank).

LEAGUE OF NATIONS.

O.D.C. 83.

SECOND OPIUM CONFERENCE.

NOTE FOR CIRCULATION TO THE MEMBERS OF THE  
CONFERENCE  
BY THE INDIAN DELEGATION.

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The Indian Delegation has not yet had an opportunity of presenting the case of the Indian Government to the Conference except so far as regards the question of competence. At the same time it has come to its knowledge that reports are in circulation to the effect that Indian opium is one of the main sources from which contraband trade in drugs is supplied. In these circumstances the Indian Delegation desires to take the first possible opportunity to make it clear to the members of the Conference that the said reports are entirely without foundation. The facts as regards the control exercised over the Indian opium trade, both internal and external, are briefly set forth in the attached memorandum which has been brought before Sub-Committee B. In addition it is to be noted that Indian opium, as is well known, has a morphine content of 8% only. Persian, Turkish, and East European opiums generally have a morphine content of from 12 to 16%. No opium with a morphine content of less than 10% is of commercial value for the purpose of extracting morphia, and therefore there is no demand on European markets for the Indian article, which is moreover as a rule considerably more expensive than the others mentioned.

The truth is that under normal circumstances the use of Indian opium for morphia production is not a business proposition, and it is therefore in the highest degree unlikely that smugglers

either in America or elsewhere are resorting to the extremely restricted, high priced, and, for their purposes, inefficient source of supply when large quantities of cheaper and more efficient raw material are readily obtainable.

The memorandum is circulated in full, with the connected resolutions, in order that it may be made clear to the members of the Conference that the Indian Delegation is leaving no stone unturned in its effort to find an agreed solution of outstanding differences.

MEMORANDUM BY THE INDIAN DELEGATION.

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The Indian Delegation associates itself wholeheartedly with the wish expressed by the Chairman of Sub-Committee B that the deliberations of the Sub-Committee may end in an agreed report. For this purpose it has, during the adjournment, given the most anxious consideration to the means whereby the opposing views hitherto put forward in the Sub-Committee may be reconciled. Before putting forward its definite proposals to that end, the Delegation desires to summarise the existing position in India under the two headings of domestic production and consumption and that of export.

As regards domestic production and consumption of raw opium the Government of India has established a system of complete monopoly, which assures to it absolute control over all opium produced in British India from the moment of production, and in the case of Indian States from the moment it enters British India until it reaches the final consumer. Every stage is regulated by a most elaborate code of rules. No production beyond the needs of local consumption and export is permitted, and the average consumption per capita has been reduced from 27 grains in 1893 to  $17\frac{1}{2}$  grains, or 1.1 grammes in 1923-4. When the necessary reduction has been made to allow for the 8% morphine content in Indian opium as compared with the 12 to 16% morphine content of Persian, Turkish, and East European opium, the average per capita consumption in India falls to .79 grammes. If medical consumption by livestock, of which there is, according to the Government census, one head to every two of the human population, be further taken into account, the estimated annual consumption per capita of the human  
/population is

approximately half a gramme only, which compares favourably with the figures for most European countries and is not far short of the figure fixed by Sub-Committee F for the annual consumption of European countries possessing a well organised system of medical assistance. Further, the Indian system has except in Burma practically eliminated all contraband opium both from internal consumption, and export and the figure of half a gramme therefore covers all abuses which may still exist.

The control of opium has, under the Constitution introduced in 1919, been transferred to the Legislative Councils of the various Provinces, except in one instance, and further restriction of consumption is a matter for those Councils to deal with and is no longer within the powers of the Central Government. The possibility of further advance in the direction of the suppression of the use of opium depends upon public opinion among the electorate to those Councils, and the Government of India has made it known that it will not interfere with the discretion of the Councils in this matter.

As regards export, it is solely carried on by the Government of India, and is strictly controlled in accordance with the Import Certificate system introduced by the League of Nations. No opium is sent to any country which prohibits its import; none is sent in excess of any country's requirements; and none is sold to private merchants unless they produce import certificates from their Governments. No "prepared opium" is exported. It is the claim of India that her system is absolutely watertight and that, except in infinitesimal quantities, none of her opium production, whether produced for the internal or external trade, can find its way into the contraband traffic. So far as the Government of India is aware no evidence has been ever produced or is producible to impugn the correctness of this claim.

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The obligations undertaken by a signatory of the Hague Convention are twofold. First, to control internal production and consumption so as to prevent abuse, and secondly to prevent its domestic production either of opium or of drugs from adversely affecting the domestic control over consumption exercised by other nations. Both these obligations India has fulfilled to the uttermost, but at the same time she, in common with other nations, is suffering from the contraband traffic in drugs manufactured outside her borders. India is therefore above all things anxious that the result of this Conference should be to secure a Convention which shall render all nations as watertight in the matter alike of opium and of drugs as she has rendered herself in respect of opium under the Convention of 1912. In this aim India considers that she finds herself at one with all the other Powers represented at this Conference.

Sub-Committee B is concerned solely with the countries producing opium, and in order that the position with regard to those countries may be made clear the following estimate of their production, compiled from such sources as are available, is appended:-

Country	Total production	Remarks.
China ...	12,000	... Reduction of 20% on estimate by International Opium Association, Peking, not accepted by Chinese Delegation. No alternative estimate available.
India ...	820	... Official figures for 1923 for British India domestic consumption and all exports
Persia ...	870	... Figures in Persian Memorandum, p.7
Turkey ...	5000	estimate
Jugo-Slavia, Greece, Egypt, Russia...	1,200	
Afghanistan, etc.	<u>15,390</u>	estimate

It appears to the Indian Delegation that the position as regards the production of opium would be effectively secured if all producing countries represented at the present Conference were to bind themselves (1) to secure effective control of the domestic production and distribution of raw opium and the suppression of abusive uses; (2) to prevent any export (licit or illicit) not specifically permitted by the provisions of the Convention to be drawn up by the present Conference. The adherence of the countries not here represented would require to be obtained at a later date, as in the case of the Hague Convention 1912.

The Indian Delegation has drawn up three resolutions which it presents to the Sub-Committee for adoption. The first resolution is intended as a means of clearing up the misunderstandings which have arisen in the past between India, the United States and other countries and to indicate the existence of a common basis for agreement.

The second resolution lays stress on an important principle which underlies the Hague Convention and has always been respected by the League of Nations.

The third resolution, as to the second portion indicates the effective provisions which India desires to see entered in the new Convention, and, as to the first portion, manifests India's willingness that similar recognition should be given to the American principles in this Conference to that extended to them by the Advisory Committee and the Assembly of the League in 1923.



I.

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Sub-Committee B concurs in the opinion expressed by the Advisory Committee on Opium and Drugs in Resolution I passed at its meeting of the 5th June 1923 and subsequently adopted by the Assembly of the League of Nations on the 27th September 1923; namely, that the two principles submitted by the representatives of the U.S.A. as set forth in the preamble to the American draft of the Hague Convention embody the general principles by which the Governments should be guided in dealing with the question of the abuse of dangerous drugs, subject to the reservations made by certain nations. In expressing this concurrence the Sub-Committee does so on the understanding that the wording of the principles is to be interpreted in its strict dictionary sense, medicinal purposes being taken as those which have in view the cure or alleviation of disease.

At the same time the Sub-Committee is unable to accept those principles as an interpretation of Chapter I of the Hague Convention.

In that Chapter the obligations assumed by signatories to the Convention are clearly and simply defined and it appears that at the Conference of 1909-12 the internal regulation of domestic consumption was expressly excluded from discussion.

In any case the Sub-Committee considers that the best judges of the intention and scope of this part of the Convention are those who framed it.

The Sub-Committee therefore accepts as the correct interpretation of Chapter I and particularly of Article I of the Hague Convention 1912 that placed upon it by Mr. Hamilton Wright in the Report dated August 15th 1912 signed by him on behalf of the American delegates to the International Opium Conference 1909-12, the Right Rev. C. H. Brent, Mr. Hamilton Wright and Mr. Henry J. Finger; submitted to Mr. P. G. Knox, Secretary of State,

subsequently transmitted to Congress by the President, Mr. Taft; with a Presidential message, and ordered to be printed as Document 733 of the 62nd Congress 2nd Session.

This interpretation so far as regards Article I reads as follows:-

"By Article I of the Convention the contracting Powers  
"pledge themselves to enact effective laws or  
"Regulations to control the production and distribution  
"of raw opium, unless their existing laws and regulations  
"have already regulated the matter. That is by this  
"article the interested Governments must effectually  
"bring under some sort of Government supervision,  
"either by the monopoly system as practised in India,  
"or by authorisation of persons, the production and  
"distribution of raw opium".

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II.

Sub-Committee B accepts the principle followed by the provisions of the Hague Convention and reaffirmed by the Consumers Sub-Committee D of this Conference, viz, that it should be left to each contracting country to control its internal consumption.

The Sub-Committee holds that the acceptance of this principle involves, in the case of opium-producing countries that the control of the internal production and distribution should be left to the discretion of their Governments on their undertaking to take effective measures for the suppression of abuses and to prevent any export of opium, whether licit or illicit, not specifically permitted by the provisions of the Convention to be drawn up by the present Conference.

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III.

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Holding the above views Sub-Committee B recommends:-

- (a) That in an appropriate clause of the new convention, preferably in the Preamble, the Contracting Powers should declare their adhesion to the American principles in the manner set forth at the commencement of Resolution I above: thus associating themselves with the opinions expressed by the Advisory Committee on Opium and Drugs and the Assembly of the League in 1923;
- (b) That the effective article of the new Convention dealing with the production and distribution of raw opium should be as follows:-

"The Contracting Parties shall enact effective  
"laws or regulations for the control of the  
"production and distribution of raw opium and  
"the suppression of its abusive use. In  
"particular they shall undertake effective  
"measures to prevent any export of raw opium  
"either licit or illicit not specifically  
"permitted by the provisions of this Convention".

LEAGUE OF NATIONS .

C.D.C. 57.

SECOND CHINA CONFERENCE.

STATEMENT BY THE ITALIAN DELEGATION.

Italy, which has no other than a purely moral interest in the important question now under discussion - for she is not a country which produces narcotics - desires to demonstrate that she has, as a result of the Hague Convention, already established by means of explicit and severe legislation, regulations for the suppression of the illicit traffic in toxic substances producing narcotic effects.

These provisions are contained in the Law of February 18th, 1923 (see Document Annex A), in the Royal Decree of November 9th, 1923, approving the Regulation for the execution of this Law (see Document Annex B.), and in the subsequent instructions issued by the Central Office of Public Health (Ministry of the Interior).

In view of the above, and feeling that the study of these legislative provisions may be of some assistance in discovering the solution of the serious problem now before us, the Delegation ventures to recapitulate the basic principles which guided Italian legislators in drawing up the above-mentioned provisions.

1. PROHIBITION OF THE ILLICIT TRADE IN THESE SUBSTANCES.

This object is attained by three methods:-

- (a) Any person desiring to import, export, manufacture, sell, or in any way stock for sale or supply narcotic substances is obliged to obtain a special permit issued by the Government authorities. This permit is only

granted to manufacturers of and traders in medical pharmaceutical products whose record is unimpeachable. The latter obtain a licence issued by the competent authorities.

- (b) By exercising a more rigorous control over all Customs transactions in connection with import, export and transit, and by laying down that any of these goods entering the country must be accompanied by official documents until they reach their final destination.
- (c) By establishing special registers for incomings and outgoings, thus supervising the trade in these goods,

2. THE SUPPRESSION OF SMUGGLING FROM ABROAD AND OF ILLICIT TRAFFIC WITHIN THE KINGDOM in narcotic substances, and the limitation of the use of these substances exclusively to medical purposes or to the purposes of scientific research.

This object is attained by three methods:-

- (a) By applying penalties involving imprisonment and fines, which are increased in case of subsequent offences, and by extending these penalties to doctors, chemists, etc., infringing the law.
- (b) By ordering, according to the gravity of the offence, the temporary or final closing of warehouses and public or private premises.
- (c) By confiscating not only the toxic or narcotic substances themselves, but also the furniture, etc.

These are the principal measures adopted in Italy for the prevention and suppression of this traffic, and they have given satisfactory results.

The Italian Delegation feels that it may be helpful to communicate the foregoing to the other Delegations for their information, and in order that the Committee may refer to them, if necessary, when drawing up its proposals to the Conference.

-1-

ANNEX A.

Law of February 10th, 1923, for the suppression of the illicit traffic in toxic substances producing narcotic effects.

(Published in the Official Gazette March 5th, 1923, No. 53).

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VITTORIO EMANUELE III.

By the Grace of God and the will of the Nation  
KING OF ITALY.

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The Senate and Chamber of Deputies having approved, we sanction and promulgate the following Law:

Article 1.

Any person not authorised to sell medicinal products and not habitually and openly trading therein, who sells or in any other manner supplies to the public cocaine, morphine, their compounds and derivatives, or any other toxic substance which taken in small doses produces a narcotic effect; or who has these substances in his possession with a view to selling or supplying them to the public, shall be sentenced to a term of two to six months' imprisonment and a fine of from one thousand to four thousand lire.

Should the offender, not being authorised to sell medicinal products and not openly and habitually trading therein, exercise any trade or profession which may have enabled him to commit the offence or may have facilitated its commission, he shall, in addition to the penalties enumerated in the preceding paragraph, be deprived of his right to exercise such trade or profession for a period of from three to six months.

Should the offence be repeated, the term of imprisonment

shall be from three to nine months and the fine from two thousand to six thousand lira.

The period during which an offender who has been previously convicted shall be deprived of the right to exercise his trade or profession shall in no case be less than the period of the imprisonment to which he is sentenced.

In any case, and in addition to the above-mentioned penalties, the offender may be disqualified for a period of one to five years from holding any public appointment.

#### Article 2.

Manufacturers, agents and traders in chemico-pharmaceutical products who in any way furnish the substances referred to in this Law to persons not authorised to acquire them for the exercise of their profession or for scientific purposes shall also be liable to the penalties set out in the preceding Article.

Agents for the sale of toxic products producing a narcotic effect must obtain special permission from the police authorities.

#### Article 3.

Any person, authorised to sell medicinal products to the public in medicinal doses and in the form of medicine, who supplies the substances referred to in this Law without a medical prescription or in excess of the amount specified in the prescription, shall be sentenced to a term of imprisonment of from three to seven months and a fine of from one thousand five hundred to five thousand lire.

Should the offence be repeated, the term of imprisonment shall be from four to twelve months and the fine from three thousand to eight thousand lire.



In both cases, and in addition to the above-mentioned penalties, the offender shall be deprived of his right to exercise his profession for a period equal to the term of imprisonment to which he has been sentenced. The offender may, moreover, be disqualified for a period of from one to five years from holding any public appointment.

Article 4.

Should these narcotic substances be sold or supplied to minors, the penalties provided for in the preceding Articles shall be increased by one-fourth to one-half.

Article 5.

Any medical practitioner omitting to note, in a clearly legible manner, on a prescription containing any of the substances referred to in this Law the name and address of the patient to whom they are to be supplied, shall be liable to a fine of from two thousand to five thousand lire.

Any pharmacist who makes up a prescription containing these substances which does not comply with the provisions of the preceding paragraph or who omits to observe in connection with the prescription itself the provisions of the first section of Article 61 of the Unified Health Laws approved by Royal Decree No. 636 of August 1st, 1907, or the Provisions of Article 49 of the Regulation approved by Royal Decree No. 829 of July 13th, 1914, shall be liable to the same penalty.

Article 6.

The persons referred to in Articles 2 and 3 shall be subject to special supervision as regards incomings and outgoings of the substances referred to in this Law, in conformity with the rules to be laid down hereafter in a special Regulation.

The penalties fixed in Article 1 of this Law shall apply to any person infringing these rules.

Article 7

Products seized in connection with the offences referred to in the preceding Articles shall be confiscated.

Article 8.

Any person occupying any premises whatsoever or managing any undertaking, place of amusement or meeting place, whether public or private, who causes or permits these substances to be supplied for purposes of gain or otherwise, to groups of persons foregathering for the purpose of indulging in the abusive use of narcotics, shall be sentenced to the penalties defined in Article 1.

All such premises, undertakings, places of amusement or meeting-places, shall immediately be closed:

The closing referred to may be final or temporary; in no case shall premises be temporarily closed for a period of less than one year.

In addition to the products referred to in the preceding Article, all the furniture and fittings of premises ordered to be closed shall be confiscated.

Article 9.

The execution of sentences imposed in respect of offences referred to in the preceding Articles may not be stayed under the provisions of Article 423 of the Code of Penal Procedure.

Article 10.

Any person who may have taken part in the meetings referred to in the provisions of Article 8 for the purpose

of indulging in the abusive use of narcotics shall be liable to a fine of from a thousand to five thousand lire.

Should the offence be repeated, the term of imprisonment shall be increased by one half, and in addition the offender may be temporarily disqualified, for a period of from three to twelve months, from holding any public appointment and may be sentenced to imprisonment for a period of from one to three months.

Article 11.

Judgment delivered in respect of any of the offences defined in Articles 1, 2, 3, and 6, shall be published in whole or in part, and at the expense of the persons sentenced, in one of the most widely read newspapers of the locality in which the offence was committed, the name of the newspaper being indicated in the judgment.

Article 12.

A list of toxic substances producing a narcotic effect shall be published by the Ministry of the Interior. This list may be modified by Ministerial Decree after consultation with the Supreme Health Council.

Article 13.

In execution of this Decree and within one month from the date of its promulgation a special Regulation shall be issued, and the Royal Government may inflict penalties not exceeding those defined in Article 1 of the present Law on any persons contravening the provisions of this Regulation.

This Act shall be sealed with the Seal of State and shall be entered in the official Collection of Laws and Decrees of the Kingdom of Italy, and We enjoin on all whom it may concern to observe it and cause it to be observed as a Law of the State. Rome, this eighteenth of February 1923.

VITTORIO EMANUELE

Mussolini - Ovigilio.

Keeper of the Seal - Ovigilio.

ROYAL DECREE NO. 2534  
OF NOVEMBER 9th 1923.

Approbation of the Regulation in execution of Law No. 396 of February 18th 1923 for the suppression of the illicit traffic in poisonous substances producing narcotic effects. (Published in the Official Gazette, December 8th, 1923, No. 288).

VITTORIO EMANUELE III

By the Grace of God and the Will of the Nation  
King of Italy

In view of Law No. 396 of February 18th 1923 for the suppression of illicit traffic in poisonous substances producing narcotic effects;

In view of the Royal Decree-Law No. 335 of February 9th 1922 authorising the promulgation of the provisions of the International Opium Convention signed at the Hague on January 23rd 1912;

In view of the opinion of the Committee of the Supreme Health Council and the Council of State;

After consultation with the Council of Ministers;

On the proposal of Our Minister, Secretary of State for Internal Affairs, and President of the Council of Ministers, and with the concurrence of the Ministers of Justice, Finance, National Economy and Posts and Telegraphs;

We have decreed and do decree:

Sole Article.

The Regulation attached hereto is approved and we order that it shall be confirmed and signed by the Ministers responsible for the execution of Law No. 396 of February 18th 1923 against the Illicit Traffic in Narcotic Substances, and of the International Opium Convention signed at the Hague on January 23rd 1912.

We order that this Act shall be sealed with the Seal of State and shall be entered in the official collection of Laws and Decrees

of the Kingdom of Italy, and We enjoin all whom it may concern to observe it and cause it to be observed as a Law of the State. Racconigi, this ninth of November 1923.

VITTORIA EMANUELE

Mussolini - Ovigilio -  
de 'Stefani-Corbino - di Cesaro.

The Keeper of the Seal: Ovigilio.

Registered at the Records Office this 3rd of December 1923.

Government Acts. Registered 219 folio 10 - Granata.

REGULATION.

Chapter I.

Concerning the list of toxic substances producing narcotic effects.

Article 1.

Within the meaning and for the purposes of Article 12 of Law No. 396 of February 18th 1923, the list (Annex A) of toxic substances and preparations producing narcotic effects is approved.

Ordinances of the Ministry of the Interior involving any modification of this list shall be published in the Official Gazette.

Chapter II.

Concerning permission to trade in these substances.

Article 2.

Any person intending to import, export, manufacture, sell, or in any way stock for sale or supply one or more of the substances or preparations indicated in the list

of the Prefect of the Province in which he resides.

Chemists' shops open to the public are not required to obtain such permission.

Article 3.

All applications must contain full particulars and must be accompanied by the judicial record of the applicant and a certificate to the effect that he is a member of the Chamber of Commerce, together with a declaration that he manufactures or trades in medicinal chemical products.

In order to obtain authorisation for hospital dispensaries which are not open to the public it shall be sufficient to submit the application with full particulars showing that the substances and preparations in question are exclusively required for the use of these institutions.

After making all necessary enquiries, the Prefecture shall, if the application is approved, issue a licence (see Form B annexed to this Regulation) and shall enter this licence in a special register, showing the date on which it was issued, and the surname, Christian name, address and nature of the business of the persons to whom the licence is granted; and in the case of hospital dispensaries not open to the public the name and address of the institutions.

These licences may be withdrawn at any time.

The Prefect's decisions shall be final.

Article 4.

If a business ceases to exist or is transferred to another province; the licence must be returned to the Prefecture which approved its issue.

Chapter III.

Concerning the Importation, Exportation and Transit of Narcotic Substances.

Article 5.

Substances and preparations enumerated in the list annexed hereto may only be imported, exported, or consigned in transit through the principal Customs offices.

The consignment of these substances and preparations under transit-entry (against deposit) from one Customs House to another is authorised only if the goods are in transit, or if they are being transported from a frontier Customs office to the Customs office in the interior through which such goods must pass before entering the country.

Article 6.

Authorisation to import the substances and preparations in question shall be granted by the Ministry of the Interior only to persons holding a licence issued in conformity with Articles 2 and 3 and to responsible managers of pharmacies which are open to the public.

Article 7.

In order to obtain authorisation to import such substances, application must be made on each occasion to the Ministry of the Interior through the intermediary of the Prefecture of the Province in which the applicant resides.

The application must state:

a) The surname and Christian name of the applicant or the name of the firm or institution making the request;

b) The quantity and nature of the substances and preparations to be imported, a description of the external appearance of the package in which they are contained, and the place of origin (name of the consigner and locality);

c) The Customs office through which the goods will be imported and if necessary the frontier Customs office through which the goods will pass under transit-entry to the Customs office of final delivery;

d) The commune, street, and municipal number in which the establishment is situated to which the product is consigned.

e) The transformation which the substance is to undergo if it is not to be sold in the same state as imported;

f) Particulars concerning the licence referred to in Article 3 or the pharmacy of which the applicant is the responsible manager.

Applications shall be transmitted to the Ministry of the Interior by the Prefect after the latter has made all necessary enquiries. They should be accompanied by the Prefect's considered opinion.

Article 8.

The Ministry of the Interior will grant permission, through the Prefecture, by issuing an import certificate, (see Form C annexed to this Regulation). The Ministry shall at the same time inform the Customs office through which the goods are to be imported as well as the Customs office at which the goods will first arrive from abroad.

The decisions of the Ministry of the Interior shall be final.



Article 9.

When the importation permit has been submitted and after notification has been received from the Ministry of the Interior as laid down in Article 8, the customs office shall proceed to pass the goods out of the customs and shall seal the packages containing the goods with a lead seal.

The certificate of passage through the customs must indicate in addition to the particulars required under the Customs Law, the commune, street and municipal number of the premises to which the products are consigned.

Both the original and a copy of the customs certificate must show the date and number of the permit issued by the Ministry which must remain attached to the original.

The customs officials must also notify the Prefect of the province to which the goods are consigned quoting the main particulars set out in the import permit issued by the Ministry.

Article 10.

When raw materials (raw or medicinal opium, coca leaves and Indian hemp) are imported, three separate samples of each substance must be taken by the customs.

In the case of opium each sample must be of 40 grs; in the case of coca leaf, 300 grs; and in the case of Indian hemp, 50 grs.

Of these samples, two must be sent to the Ministry of the Interior and one must be transmitted to the consignee, who shall account for the amount thus received in the register of receipt and delivery referred to in Article 21 of this regulation.

The latter sample shall be sent after the goods have been despatched and the fact shall be noted in the certificate referred to in Article 11.

The samples shall be taken and sent at the expense of the persons concerned.

Article 11.

Together with the Customs-entry the Customs shall issue to the importer a certificate shewing the number, date and other particulars contained in the Customs-entry.

A summary of the provisions of the following article must also be given, together with a statement as to the period, having regard to the distance, the facility with which the goods can be transported, and the means of transport - within which the certificate must be returned to the Customs with the affidavits prescribed in the following article.

The certificate should, with the other transport documents, accompany the goods until they reach their destination.

Article 12.

The arrival of the substances or preparations at their destination will be proved by a declaration which the consignee shall cause the Excise Authorities (Customs, Warehouses for the bonding and sale of monopoly goods, and stations of the Excise Guards) or failing these, the local municipal authorities, to enter on the certificate.

The Consignee must on each separate occasion himself request the Authorities to take such action.

Until the declaration of the Excise or municipal authorities attesting delivery of the substances or preparations in the premises indicated on the certificate as their destination has been obtained, the lead seal placed on the packages when they were passed through the Customs must not be disturbed.

The signature of the official making the declaration on arrival must be confirmed by his official seal.

The certificate bearing the above-mentioned declaration must be returned to the Customs within the period fixed in Article 11.

If, on the expiration of the period fixed for the return of the certificate, the latter, bearing the declaration referred to above, has not been returned, the Customs Officials shall institute proceedings, at the same time notifying the Prefecture of the Province in which the consignee resides,

#### Article 13.

Subject to the above rules, the substances and preparations in question may be imported as postal packets of declared value.

Packets containing such substances and preparations, but not addressed to authorised persons may be returned to the place of origin when their contents are duly indicated in the declaration; otherwise they must be confiscated and the Customs must institute proceedings for smuggling and contravention of the Law 398 of February 18th, 1923, at the same time notifying the Prefecture of the Province in which the consignee resides.

Article 14.

In order to export the substances and preparations enumerated in the list annexed hereto persons duly authorised in accordance with Articles 2 and 3 and responsible managers of pharmacies open to the public must make application to the Ministry of the Interior through the Prefecture of the province in which they reside.

The application must state:

(a) The applicant's surname, Christian name and firm:

(b) The quantity and nature of the substances and preparations and the external appearance of the package in which they are contained:

(c) The surname, Christian name and address of the consignee:

(d) The reasons for exporting:

(e) Particulars concerning the licence referred to in Article 3 or the chemists business of which the applicant is responsible manager.

(f) The method of despatch (by railway, postal packet, road &c.) and the Customs Office through which the goods are to be exported.

If the goods are to be consigned to countries possessing legislation limiting the traffic in these substances, the written consent of the authorities of the country of destination should accompany the request.

Applications shall be transmitted to the Ministry of the Interior by the Prefecture after the latter has made all necessary enquiries. They should be accompanied by the Prefects considered opinion.

Article 15.

The Ministry of the Interior will grant permission through the Prefecture, by issuing an export certificate (see document D annexed to this regulation). The Ministry shall at the same time inform the Customs Office through which the goods are to be exported.

The sender must produce this certificate together with the packets containing the goods at the post office or railway goods office. The officials must then attach the certificate to the document accompanying the goods during transport in order that it may be produced with the goods at the Customs Office through which the goods are to be exported.

Postal packets must be insured.

The customs, after verifying the fact that the goods correspond to the particulars given in the export licence and the permit issued by the Ministry, shall allow the goods to pass, drawing up the export-entry, notifying the Prefecture concerned of their despatch and quoting the particulars of the customs-entry.

Both the original and copy of the customs' export-entry must show the date and number of the export permit

issued by the Ministry which should remain attached to the original.

In order to be able to justify the outgoing consignments shown in its books the firm should take care to obtain the customs' export-entry and if the latter is to accompany the goods, the customs shall subsequently issue a certificate to the effect that the goods have been exported.

If within 15 days of the receipt of notification from the Ministry concerning the export permit the goods described in this notification have not ~~be~~<sup>been</sup> brought to the Customs, the Customs shall inform the Prefecture concerned.

The decisions of the Ministry of the Interior shall be final.

Article 16.

Permission must be obtained from the Ministry of the Interior before any of the substances or preparations enumerated in the list annexed hereto may pass in transit through the Kingdom.

The application for such permit, when the goods are consigned to countries possessing legislation limiting the traffic in these substances must be accompanied by a statement issued by the authorities of the country of destination to the effect that they consent to their exportation.

The transit-entry must be attached to the transport documents and must accompany the goods from the customs

office of entry to the customs office of exit.

Postal packets must be insured.

Both the original and copy of the transit-entry (against deposit) must show the date and number of the transit permit, which must be retained by the customs' office of exit to be attached to the copy when the latter is returned to the customs' office of entry.

When the deposit on the transit-entry has been refunded and the copy has been exchanged for the original, the Customs Office of exit shall inform the Prefecture concerned that the deposit has been refunded.

The general rules of the Customs Law shall apply in the case of partial or total retention of the deposit, though this shall not detract from the penalties to which an offender is liable under Law No.396 of February 18th, 1923 and under this Regulation.

The decisions of the Ministry of the Interior shall be final.

Article 17.

The amount of the deposit required to obtain the transit-entry (against deposit) for transit of these substances through the Kingdom, shall be equal to the maximum amount of the fines for smuggling fixed by the Customs law, plus the maximum fines fixed under Law No.396 of February 18th, 1923. In special cases, however, the Ministry of the Interior may decide to require a larger deposit and the fulfilment of other conditions.

Articles 18.

All consignments in transit of the substances

and preparations enumerated in the annexed list shall, without exception, be liable to customs examination, even in the case of transport by rail.

In the case of such consignments, the written declaration required under the Customs Law must be submitted.

Article 19.

Transit, importation and exportation of prepared opium are prohibited.

By prepared opium is meant the product obtained from raw opium by a number of special processes, such as dissolving, boiling, concentrating and fermenting, the object of which is to transform the opium into an extract ready for consumption.

Prepared opium shall be taken to include "gross" and other residues of opium for smoking.

Article 20.

In order to obtain permission to import or export the substances and preparations enumerated in the list annexed hereto, all State, provincial, communal or private scientific institutes must apply direct to the Ministry of the Interior.

In the case of importation, the request must be accompanied by a written undertaking on the part of the director of the institute that the goods to be imported will be employed for scientific purposes.



CHAPTER 4.

Register of Incomings and Outgoings.

Article 21.

Persons authorised under Articles 2 and 3 and pharmacies open to the public, must keep a register of incomings and outgoings (See Form E annexed to this Regulation) in which must be shown, without any omissions, erasures or additions, all quantities of these drugs entering or leaving stock.

The register which shall be provided at the expense of the party concerned, must be certified by the mayor. The first page must contain a summary of the licence or, in the case of pharmacies the date of authorisation and the name of the responsible manager.

All documents constituting evidence of various incomings and outgoings must be attached to the register.

The register, together with the above documents, must not be destroyed until three years have elapsed.

Article 22.

If these substances or pharmaceutical preparations, or patent-medicines are manufactured, the register must contain an account of the process followed, the quantity of the substance used and the quantity produced by the process. Any variations in quantity should be explained.

Article 23.

When registering medical prescriptions and repetitions of the same in the file for copies, in accordance with Article 61 of the Unified Health Laws, No. 636 of August 1st 1907, pharmaceutical chemists must clearly underline and give particulars concerning

all substances and preparations enumerated in the annexed list and must make monthly entries in the register of incomings and outgoings showing the total amount of each of these substances consumed. Any loss of such substances must be explained.

Article 24.

All persons who are obliged to keep a register of incomings and outgoings, must send to the Prefecture of the Province in which they reside, each month, a summary of information concerning the amounts of these substances received and sent out.

Pharmacies must send annual summaries.

CHAPTER 5.

Concerning Sale.

Article 25.

The substances and preparations enumerated in Annex A to this Regulation may be sold or supplied gratuitously to persons authorised under Articles 2 and 3, to pharmacies open to the public and to hospital dispensaries not open to the public only on receipt of a request in writing/<sup>referring</sup>exclusively to the substances and preparations enumerated in the list.

Article 26.

The written requests referred to in the preceding article must be countersigned by the Mayor in the case of persons authorised under Articles 2 and 3 of this Regulation, on production by the latter of their licence, and the seller must deliver to the buyer a bill of sale in which must be noted, in addition to other details usual in commerce, particulars concerning the request.

The buyer must deliver to the seller a receipt on which must be noted the exact nature and quantity of the goods sold or supplied.

The following requests need not be countersigned:

a) Requests made by scientific institutions. These, however, must be accompanied by a declaration by the Director to

the effect that the substances will be employed for scientific purposes;

b) Requests made by responsible managers of pharmacies open to the public. Such requests must, however, show the date of the Decree authorising the opening of the pharmacy;

c) Requests made by Directors of hospital dispensaries not open to the public. Such requests must, however, be accompanied by a declaration by the Director of the institute certifying that the substances will be employed for therapeutic purposes within the hospital.

#### Article 27.

Except in the cases set out in Article 30, medical prescriptions containing one or more of the substances enumerated in Annex A, or preparations containing a percentage of these substances in excess of the minima laid down in the table, must be drawn up in accordance with the provisions of Article 5 of Law No. 596 of February 18th, 1923 and Article 48 of Regulation No. 829 of July 13th, 1914, and must bear the date and information regarding the specific use to which the medicament prescribed will be put.

Such prescriptions must be kept by the chemist making them up. The chemist may not deliver a copy of these prescriptions to the buyer.

Prescriptions for general use in therapeutical institutions need not contain information regarding the specific use to which the medicament prescribed will be put, provided they are signed by the Director of the institution who thereby assumes responsibility for the manner in which they will be administered.

#### Article 28.

Prescriptions referred to in the preceding article shall only be valid once and for the quantities indicated therein, unless the medical prescription definitely states that they are to be repeated, giving the maximum number of times that the pres-

cription shall be made up and the interval which must elapse between each renewal of the prescription.

Article 29.

Medical prescriptions for the use of travelling hospitals must be drawn up in conformity with the first paragraph of Article 27 and must be accompanied with a declaration by the Director of the travelling hospital to the effect that the substances are intended for the hospital in question and that he assumes responsibility for the manner in which they will be employed.

Article 30.

In urgent cases chemists are authorised to supply medical preparations containing these drugs provided the proportion of the latter is not in excess of the maxima defined for each dose in the first column of Table XII of the official pharmacopoeia.

Any medicines thus supplied are issued on the personal responsibility of the chemist, who must verify the urgency of the case and the fact that the medicine will be employed for therapeutic purposes. He must enter the transaction in his register of copies, noting the surname, christian name and address of the buyer.

CHAPTER VI.

GENERAL AND TEMPORARY PROVISIONS.

Article 31.

The poppy (*papaver somniferum, glabrum and album*) may only be cultivated in the Kingdom in virtue of special authorisation granted by the Ministry of the Interior. The Ministry, in granting such authorisation must determine on each occasion, and after consultation with the Ministry of National Economy, the conditions and guarantees required for granting authorisation.

Any person contravening this article will be liable to the penalties defined in Article 1 of Law 396 of February 1st, 1923.

Article 32.

The substances and preparations enumerated in the list annexed to this Regulation may not be sent in the form of samples by letter post.

Article 33.

Patient medicines containing a proportion of the substances enumerated in Table A in excess of that indicated in the table, must bear a coloured label with the words "subject to the provisions of Law No.396 of February 18th, 1923."

Article 34.

Orders for the temporary or final closing of premises, under the provisions of Article 8 of Law No.396 of February 19th, 1923, shall be issued by the police authorities which granted the licence or authorisation to open these premises.

Article 35.

In case of any attempt to import or export by smuggling any of the substances enumerated in the list annexed to the Regulation, the provisions of the Customs Law concerning smuggling, including confiscation of the means of transport, shall apply without prejudice to the penalties defined in Articles 1 and 2 of Law No.396 of February 18th, 1923.

Article 36.

In addition to the penalties provided for in Article 1 of Law No. 396 of February 18th, 1923, persons contravening Articles 21, 22 and 23 of this Regulation, concerning the keeping of the register of incomings and outgoings and the documents attached thereto, shall be fined 500 to 2,000 lire.

If the offence is repeated the fine shall be doubled and the administrative authorities may, in addition, order the closing of the pharmacy for a period not exceeding thirty days, and the withdrawal of the licence referred to in Article 3.

Article 37.

Products sequestered by the Customs or confiscated under Article 7 of Law No. 396 of February 18th, 1923, shall be placed at the disposal of the Ministry of the Interior which will distribute them free to the dispensaries of incorporated charitable institutions according to their annual requirements.

This provision shall also apply to products sequestered by the Customs or in any way confiscated prior to Law 396 of February 18th, 1923

Article 38.

Reports of proceedings in connection with offences shall be communicated to the judicial authorities exclusively through the intermediary of the Prefecture.

Article 39.

Any person who, on the date of the publication of this regulation happens to be in possession, on any pretext whatsoever, of substances and preparations enumerated in the list annexed to this Regulation, must before February 1st, 1924, declare the fact to the Prefecture of the Province in which he resides, specifying the quantity and nature of the substances and preparations and giving the reasons why they are in his possession. He must, in addition, declare the quantity and nature of the substances and preparations ordered, but not yet received.

During this same period he must apply for the licence referred to in articles 2 and 3 of this Regulation or if he does not intend to obtain such licence, he must proceed to sell the substances and preparations informing the Prefecture of the surname, Christian name, or name of the firm and the address of the buyer.

Chemists must make a similar declaration and must immediately note such substances and preparations in the register of incomes and outgoings. Therapeutical institutions, private travelling hospitals and scientific institutions must do the same and must add a statement on the part of the director to the effect that he assumes responsibility for the manner in which these substances shall be administered or employed. Any persons contravening these provisions shall be liable to the penalties defined in Article 1 of Law 396 of February 18th 1923.

TABLE A.

List of Toxic Substances Producing Narcotic Effects.

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Article 12 of Law No. 396 of February 18th 1923.

- I. Raw opium in powdered or granular form or mixed with neutral materials.
- II. Medicinal opium in powder or granular form or mixed with neutral materials.
- III. Opium extract - soft or dry.
- IV. Opium extract in powder, chlorhydrate of the raw alkaloids. (Pantopon and similar substances).
- V. Morphine, narcotine and other alkaloids, of opium (except codein, narceine, papaverine, tebaine and dionine) salts and derivatives.

- VI. Medicinal and non-medicinal preparations of opium (except laudanum) including remedies known as anti-opiates containing over 0.2% of morphine.
- VII. Heroin, or diacetylmorphine chlorohydrate and its preparations containing more than 10% of heroin.
- VIII. Peronine or benzoilmorphine chlorohydrate and its preparations containing more than .10% peronine.
- IX. Coca leaf (*Erythroxylon coca* (Lam) Heru - Bolivia) and the Burk (Java) variety.
- X. Hydroalcoholic and fluid extract of coca.
- XI. Cocaine, or methylbenzoil,ecgonine and the other alkaloids of coca leaves, their salts and derivatives as well as other medical and non-medical preparations containing more than 0.10% of cocaine.
- XII. Basic ecgonine product for the manufacture of cocaine and other synthetic products producing narcotic effects.
- XIII. Hemp (*cannabis sativa* L. var. indica).
- XIV. Hydroalcoholic extract of Indian hemp.

NOTES

A. Codeine, Narceine, Papaverine, Thebaine, and Dionine, their salts and derivatives and preparations containing more than 0.10% of these products are included in this table solely for the purpose of the observance of the provisions of the Regulation concerning importation and exportation.

B. Medical and non-medical preparations containing less than 0.20% morphine equivalent or less than 0.10% heroin, peronine, or cocaine equivalent do not come within the scope of this regulation.



O.D.O. 105.

LEAGUE OF NATIONS.

Geneva, February 7th, 1925.

SECOND OPIUM CONFERENCE

Note by the Italian Delegation.

The Italian Delegation after hearing the observations of the honourable Bolivian delegate with regard to coca leaf is of the opinion that its proposal might be amended as follows:

As regards the production of raw opium, the Italian Delegation regrets its inability to associate itself with the honourable Indian delegate's suggestion. It proposes that the actual text of that part of the American proposal which refers to the production of raw opium should be accepted in principle by the Conference and that this text should be sent by the latter to the Drafting Committee for its guidance. It is understood that each state shall have the right in adhering to the American proposal of making such reservations as it may judge advisable.

LEAGUE OF NATIONS

O.D.C.120

Geneva, February 16, 1925

SECOND OPIUM CONFERENCE

RESOLUTION PROPOSED BY THE DELEGATE OF ITALY

Article 19

The Central Board shall consist of eight persons who, by their technical competence, impartiality and disinterestedness, command general confidence.

The members of the Central Board shall be chosen by the Council of the League of Nations.

The United States of America and Germany shall be invited each to nominate one person on to the Electoral Body.

In choosing the members of the Central Board, the Electoral Body shall take into consideration the necessity of including on the Central Board, in just proportion, persons possessing a knowledge of the drug situation, both in the producing and manufacturing countries on the one hand and in the consuming countries on the other hand.

The members of the Central Board shall not hold any office which puts them in a position of direct dependence on their Governments.

LEAGUE OF NATIONS.

O.D.C. 85.

C.O.P. 19.  
(O.C. 126).

Geneva, November 5th, 1924.

FIRST OPIUM CONFERENCE.

THE OPIUM POLICY IN THE NETHERLANDS INDIES.

(Circulated at the request of M. Loudon Delegate of the Netherlands).

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§ 1. In order to give due consideration to the opium problem with regard to the Netherlands Indies, it should be borne in mind that no opium is produced there. It is true that in former years the question was weighed whether it would be desirable to plant the poppy, but hitherto no trial has even been made.

Transgression of the prohibition to grow the poppy, issued in 1872, has never been ascertained. All the opium required, as well for medical as for other purposes, has to be imported from elsewhere.

Coca, on the other hand, is cultivated in the Netherlands Indies. Thus far, it has not been used for the manufacture of cocaine in the country itself, the whole crop being exported, in the shape of leaves. The manufacture of cocaine is not excluded, but is subject to a special licence, a strict supervision being, moreover, guaranteed.

§ II. The use of opium, though imported from elsewhere, is fairly well known in the Netherlands Indies, and the natives were already familiar with it when the Dutch settled in these regions. The most frequent form of indulgence in this drug is the smoking of opium specially

specially prepared for this purpose(chandu) and often mixed by the native population with leaves of some plants, cut fine. In very exceptional cases opium-eating is indulged in.

The use of other habit-forming drugs than chandu for non-medical purposes, has not penetrated into the Netherlands Indies, with the exception of morphine, which is used to some extent. This use, however, has not assumed any alarming proportions, and is chiefly found with one nation, the Chinese and that mostly in districts where it is difficult or impossible to obtain opium.

§ III. The native Princes have always tried to derive revenues from the consumption of opium, and with the same object in view did the East India Company endeavour to secure the monopoly of the trade in this product, wherever possible. This monopoly continued to exist when the Netherlands Indian Government had taken the place of the East India Company, but, as we shall see below, gradually assumed another character, according as the ill effects of the use of opium became more manifest.

During several decades this drug was farmed out by relinquishing the right of the sale of opium for specified regions to the highest bidder. As a rule, the farmers were Chinese. Under this system already, efforts were put forth to check the consumption of opium by means of restricting the quantity which the farmers were allowed to sell, but it is not astonishing that these measures should have failed to produce the desired effect. The farmers, namely, were intent upon making a substantial profit and therefore as a rule tried to increase the turnover, if need be, by means of using smuggled opium.

The farming system giving, moreover, rise to no end of abuses, a movement was started against it in the eighties. As the ultimate outcome of this movement, constantly growing in strength, a trial was made in 1894 with the

system/

system of direct management of the opium sale by the Government, under the name of Opium-Régie. As the trial proved to be successful, the Régie was gradually introduced all over the <sup>the</sup> Netherlands Indies, and, accordingly, in 1913 the farming system had been generally abandoned.

§ IV. Under the Opium-Régie, opium is for sale at the Government selling shops only. The sale is prohibited to all others, except to special persons and for medical use, as hereinafter specified.

The Opium-Régie is based on the principle that the sale should be entrusted to persons (officials) salaried by the Government, who are not interested in the turnover, while at the same time a great juridical warrant is offered by the mode of packing. This packing (metal tubes in various sizes) can hardly be imitated and, on opening, is unfit for further use. Moreover, the opium bears a secret mark, so that in case of seizure, Government opium and smuggled opium can always be easily distinguished.

At the opium selling shops opium is only for sale and cannot be smoked. If necessary, licenses are granted to establish public smoking places (divans), which must come up to certain requirements and are subject to a strict supervision. Women and persons under eighteen have no access to the divans; the keepers are not allowed to provide their customers with opium, and it is prohibited to offer the public an opportunity for the consumption of opium outside these licensed divans.

The quantities required by the Régie are exclusively drawn from British India. Of late, supplies have been obtained by virtue of a contract with the British Indian

Government, so that opium is no longer bought at the auctions, as was formerly the case. The drug is prepared and packed at a central Government factory established at Batavia.

Though at first the Opium-Régie had not set itself the task of vigorously combating the use of opium, it forthwith put a stop to various evil practices and to any encouragement of the opium habit.

§ V. As was said above, efforts had already been put forth under the farming system to restrict the use of opium by adopting various measures. Most of these efforts failed, but one measure appeared to be an effective one in actual practice and has proved to be one of the most powerful means of fighting the evil, viz:- the institution of the so-called forbidden areas.

Originally this measure was meant to protect the population in those regions where the use of opium was as yet unknown, from this vicious habit, which might stealthily creep in from elsewhere. In such parts importation and possession of opium were wholly prohibited. This occurred for the first time in 1824 with respect to a fairly large part of Java.

When later on the Opium-Régie began to deal more effectively with this evil, a similar prohibition was issued for districts where the opium habit, though known to some extent, was restricted to a small number of persons or to special groups of the population. In the latter case an exception was made for those groups where the habit had grown to such an extent that it could not be forbidden (e.g. for the Chinese living in these quarters).

If in a district where the prohibition was issued, the use of opium was restricted to a small number of persons, an exception was made for such as were addicted to smoking and could not break off the habit without detriment to their health. They were offered an opportunity of obtaining a non-transferable licence to buy and possess opium in quantities sufficient for private use. It was supposed that these licensees would gradually die out, so that the district would then be altogether free from opium.

With this system, the so-called licence system, good results were achieved in various parts of the Archipelago and it was, therefore, gradually extended.

In some districts, however, it was necessary to deviate from the principle that, after the enforcement of the system, no licenses should be issued. Vast regions, namely, are largely dependent for their economic development on the supply of labour from elsewhere, frequently non-native workers, and, should the use of opium be wholly prohibited, it would be impossible or at least extremely difficult to hire labourers, so that the public welfare would suffer materially from such a measure.

Until recent years, the Régie adhered to the principle that a licence system is applicable only in those districts where the number of smokers is comparatively small and where the licensees can be easily controlled by Government authorities and police. The system was considered unfit for vast centres of the population with large numbers of opium smokers.

§ VI. In the beginning, endeavours were made in those centres to fight the opium evil in a different way.

For years already, the names of the buyers and the quantities purchased by them have, as far as possible, been recorded. It frequently happened, however, that false names were stated, and for this reason a stipulation was laid down for those parts where adequate supervision was deemed essential and where the adoption of a licence system was not yet possible. In pursuance of this stipulation, only such persons were allowed to buy opium as could produce a certificate of identity with portrait. The main difference between the system of certificates of identity (identification system) and the licence system is the following:- the identification system has for chief object the curtailment of purchases, but does not preclude the possession of opium by others than the holders of a certificate of identity. The intention was to extend this system by degrees to all parts where the licence system was considered impracticable. Thus, it would at least be possible to know and duly control the buyers and to prevent the export of opium from those districts to parts of the Netherlands Indies where, owing to the restrictions in force, opium was difficult to obtain. It was expected that such identification would immediately involve reduced sales and that, guided by this system, it would eventually be possible to adopt more drastic measures and gradually to suppress the use of opium. The identification system, however, did not extend beyond certain districts, preference being given to the plan of applying the licence system referred to in S V, likewise in those parts where a large number of opium smokers were living.



§ VII. This plan was carried into effect when, a few years ago, the opium habit increased to an alarming extent in consequence of the marked revival of trade, industry and cultures, attended by high wages and substantial revenues for the lower classes of the population.

Especially in the large towns and in all parts where no restrictions were in force, heavy quantities were bought at the Government selling shops, not only for the buyers' own use but frequently destined for clandestine export to other parts of the Netherlands Indies. At first the Régie tried to combat this evil by considerably reducing the quantity formerly allowed to one person. When this measure proved to be ineffective, a licence system was gradually introduced in the large centres of the population. The object of this measure is not to restrict the use of opium at once to existing smokers. Persons newly arriving and temporary inhabitants can likewise obtain a licence. It is, however, anticipated that, through this system of non-transferable licenses, the customers will buy no more than what is needed for their own requirements. The Government hopes that a strict supervision, rendered possible by an occasional extension of the police force, may prevent the illicit trade in opium from being supplanted by contraband traffic.

It is only in small parts of the Netherlands Indies that the license system is not being applied and that opium-smoking is allowed without a non-transferable license, though also here smokers have to conform to general rules and to stipulations laid down for the possession of low maximum quantities.

It cannot yet be stated with any certainty whether adoption of the license system has produced the desired effect in regions

where the number of smokers was considerable. The quantities of opium bought at the Government selling shops have indeed shown a substantial decrease since then, but this is for the most part attributable to the all-round collapse that manifested itself about the same time, while, moreover, the fear of an increased illicit traffic may not be without foundation.

§ VIII. Another means of putting a check on the use of opium, applied with gratifying results is an enhanced selling price.

Formerly there was a wide difference between the prices of opium ruling in various parts of the Netherlands Indies. This was partly due to the farming system which prevailed in certain districts, and partly to the fact that the opium trade was not everywhere a Government monopoly. In some parts of the Archipelago this trade was either entirely free or only governed by stipulations laid down by the native Princes.

On the gradual establishment of the Regie, prices had to correspond with the existing ones, for fear of creating a large-scale contraband traffic. Though all the opium supplied by the Regie is of the same quality, it was sold in 1907 and 1908 at prices of f 3 and f 25 per tahl. By degrees the low prices were enhanced and, at the end of 1922, the price ruling in an extensive part of the Netherlands Indies was f 30, in another part f 25 and further f 20 and f 18 per tahl. The prices of f 20 and f 18 must prevail in the vicinity of the Malay Peninsula, lest

the cheaper opium from there should be imported. It is self-evident that, both with regard to an increase of prices and other restrictive <sup>measures</sup>, the Régie cannot go beyond certain limits in view of the danger of an expanding illicit traffic, to which a vast area like that covered by the islands of the Netherland Indies is eminently adapted. It is true that with the aid of the police and customhouse officers a forcible action is taken against this traffic, while, moreover, high premiums are offered, but, if the price of opium is fixed too high and if other obstacles are put in the way of the buyer, the profits attached to smuggling are so large that even the most scrupulous supervision would not be able to put a check upon this traffic.

It should also be borne in mind that enhanced prices might give rise to an economic exhaustion of that part of the population which cannot possibly dispense with opium.

§ IX. Furthermore, the following steps were taken in the course of years, to restrict the consumption of opium as far as possible.

At public festivities no opium may be distributed or offer<sup>ed</sup> as a prize.

No opium is sold to persons under 18.

Without a medical prescription Europeans are not allowed to possess opium. On the issue of this prohibition in 1911, an exception was made for such as were then accustomed to take opium. A non-transferable license was issued to them. At the close of 1921 nine Europeans were still in the possession of such a license.

The use of opium is wholly forbidden to the native crews of the navy and to native soldiers.

The number of opium selling shops is constantly being diminished (it was 1480 at the end of 1914, and 1274 at the end of the year 1921), while also the number of hours when the selling shops are open to the public is more and more being reduced. These measures are great handicaps for the acquisition of opium.

For the same purpose the number of divans is restricted. In 1914 this number was still 160, at the end of 1921 no more than 72 were left, the bulk of which was located in the large sea-port towns.

The Government promotes the publication of pamphlets written in the native languages, in which the detrimental influence of the use of opium is clearly pointed out and has, moreover, articles of like tendency inserted in school-books.

The Government has announced that, if one should succeed in finding an anti-opium remedy containing no morphine or other substances injurious to health, it would be prepared to make this remedy publicly known and to see that it be sold at cost price.

As a rule, opium using labourers are not admitted to the Government undertakings. Where, as with the tin workings in the island of Banka, the entire prohibition of the use of opium would be a danger to the undertaking, the Government has earnestly endeavoured, by adopting effective measures, to arrive at the ultimate extinction of the evil. Workmen newly engaged by this important concern, which almost exclusively employs Chinese workers, are forbidden to use opium. Only such as were active with the undertaking before the year 1917, and then already indulged in the opium habit, are allowed to continue, subject to severe restriction.

§ X. The provisions of the Opium-Régie, which allow the importation and sale on the part of Government only and prohibit any export, naturally admit of an exception with regard to opium for medical purposes.

The regulations concerning this matter, equally hold good for opium, morphine, cocaine and all kindred drugs. The importation, manufacture and sale of drugs are allowed to no other persons than to such as are authorised thereto, under due guarantees (1); the possession of drugs is not permitted to others without a medical prescription, and is subject to many restrictions.

The provisions laid down for exportation, which in practice does not exist, have since 1911 prevented possible consignments to countries closed to any imports. The import-certificate system of the League of Nations, adopted by the Netherlands Indies, in no way alters the actual situation.

§ XI. Holland was represented on the International Opium Commission at Shanghai in 1909 and in the International Opium Conference held at the Hague in 1911 and 1912. The International Opium Treaty of 23rd January was signed by the Netherlands, also in behalf of her overseas possessions. The treaty was ratified on 28th July 1914.

As may be gathered from the foregoing sections, the opium policy in the Netherlands Indies is founded on the principles adopted internationally.

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(1) Duly authorised persons are: (a) pharmaceutical chemists; (b) medical men, qualified to keep a dispensary; (c) veterinary surgeons at places where there is no dispensary, or where no dispensary was established at the time of their settling down.

To medical men who have no dispensary, veterinary surgeons at places where a dispensary is established, qualified dental surgeons and directors of private infirmaries which, in the opinion of the Director of the Civil Medical Service are entitled thereto, the possession is allowed, inasmuch as this is necessary to enable them personally to administer or to apply the narcotics.

At Shanghai already the representative of the Netherlands Indian-Government declared:

1. That the Netherlands Government, being convinced of the desirability of restricting the use of opium, will never be prevented by financial considerations from taking such measures as will in its opinion genuinely effect a gradual decrease in consumption.

2. That the Netherlands Government would not object to such alterations in the Régie-system, as might be likely in its opinion, to check the use of opium, or to the extension of the means of preventing smuggling by land and sea.

Accordingly, when the Convention was concluded, the statutory provisions met the requirements thereof, so that no alterations or important measures were required.

In accordance with article 6 of the Convention, the endeavours of the Netherlands Indian Government have for ultimate object the total suppression of the use of opium. Primarily it will try to restrict the use to such as, at the present moment, are habitual smokers, and to prevent others from taking to the drug. The Government is of opinion that, for the present, it can take no further steps and that only by degrees it will be able to attain its end. A sudden prohibition, namely, might lead to the licit use of opium being supplanted by a surreptitious one and would no doubt give rise to a large-scale contraband traffic with all the resultant drawbacks of corruption and vexation. This illicit traffic would very likely cause an increase of the actual use of opium and could not possibly, under the present circumstances, be kept within reasonable bounds in a vast empire of islands like that of the East Indies. Such a prohibition cannot be contemplated, unless the production of and the trade in opium should be completely controlled by the Governments by means of international measures. In order to gain this

and, the Netherlands Delegation moved on the International Opium Commission at Shanghai in 1909 a resolution:

"to recommend to the various Governments, after having established such a system, that nobody concerned in its management is interested in the amount of sale, to enter into diplomatic deliberations to the purpose that henceforth the wholesale trade in opium be allowed only between the Governments of opium producing and opium consuming countries and be forbidden to any private person."

This resolution, however, encountered various difficulties at the time.

Only in the event of there being no further danger of any extensive contraband traffic, could the Government give due consideration to the question in how far more vigorous measures might bring us nearer to the end in view; total suppression of the use of opium.

§ XII. Locally, good results have occasionally been achieved with the measures adopted to fight the opium habit. In the island of Madura, for example, the consumption totalled in 1903 6194 tahils and in 1921 no more than 1753 tahils; in the districts of Bali and Lombok 311,333 tahils were sold in 1909 (the first year after the introduction of the Régie), as against 45,095 tahils in 1921; in the island of Banka, the consumption had in 1914 increased to 82,554 tahils and was reduced to 21,145 tahils in 1921. These figures seem more gratifying at first sight than they actually are, a falling off in the licit trade being attended with a growing contraband traffic, especially as far as Banka is concerned.

The aggregate quantity, however, consumed in the Netherlands Indies, has not fallen off to such an extent as had been anticipated. In 1914 (the first year when the Régie was in operation

throughout the Netherlands Indies) it amounted to 2,559,832 tahils, then showed several fluctuations until 1920, without ever being in excess of the above quantity, but grew in 1920 to 2,607,840 tahils. In 1921, however, the total sales had again fallen off to 2,194,729 tahils and will no doubt show a considerable decline for 1922.

According to the late census (in November 1920), the number of inhabitants in the Netherlands Indies was 49,350,834, so that in 1921 the consumption per capita averaged 4.44 mata or about 26 grains.

The treasury is still deriving considerable revenues from the consumption of opium. The gross proceeds, influenced by the steady increase of the sealing price, amounted in 1921 to f.53,264,761.-, being 7.52 per cent of the receipts of the Government, which in that year totalled f.708,592,111.

The receipts aggregated in 1914 f.281,403,431.-, the gross proceeds of the monopoly f.34,987,868.-, or 12.43 per cent of the total. For various reasons, however, this comparison does not altogether hold good. The following is a more reliable one. The net revenues of the Netherlands Indies (by which is understood the revenues decreased by the expenditure standing direct over against same) amounted in the first mentioned year to f.383,396,606.-, while the net proceeds of the monopoly were f.44,209,371.-, which is 11.53 per cent.

For 1914 the net revenues totalled f.175,537,695.-, inclusive of the net proceeds of opium at f.28,814,637 or 16.42 per cent.

It should be remembered that, in order to calculate the net receipts of opium, the gross receipts have been decreased by the direct expenditure only. Indirect expenditure, among which



the cost of reinforcement and extension of the police takes a prominent place, has not been taken into account.

It must be put down to various causes that the attempts at reducing the use of opium within narrower limits have thus far not been more successful, in spite of the elaborate system.

One of the primary causes is the fact that the measures adopted to combat the use of opium in the Netherlands Indies are on the whole but little furthered by the population. No vigorous movement is started by the inhabitants themselves to support the Government in its earnest endeavours to suppress the evil. Matters will gradually improve if i. a. a higher educational level be attained. The Government has intimated its readiness to support financially any society that might be found willing to cope with the abuse of opium, in order to enable it to pay a propagandist. Some time ago an anti-opium Society was actually formed, but its efforts to find a fit propagandist have hitherto failed. Moreover, a division of the "Independent Order of Good Templars Neutral" is operating in the Netherlands Indies. This Order has set itself the task of fighting the opium and drink habit, but comes too little into contact with the native population proper. Furthermore, the Government itself established a Commission composed of European, Native and Chinese members, which assists it with advice in all matters touching the opium problem.

The growing prosperity, which in 1920 had probably reached its highest level, has no doubt largely contributed to the increased use of opium. Not only did the wages rise and did the lower classes make higher prices for their products, but, in addition to this, the number of non-native workmen, among whom there are always a great many opium smokers, increased to a marked extent. It should, therefore, be chiefly put down to the all-round depression and stagnancy in trade, industry and cultures, that the figures for 1922 will be considerably lower than before.

It is a matter of course that the Government would have been glad to state a better result of its endeavours, but nevertheless there is no cause for uneasiness.

In the first place, namely, the use of habit forming poisons other than opium smoking has, as was stated above, hardly penetrated into the Netherlands Indies. This is certainly a gladdening fact, it being generally admitted that opium smoking is the least harmful form of using narcotics, notably if the drug, as in the Netherlands Indies, is of good quality. One of the ex-Managers of the factory of the Opium-Régie at Batavia, Mr. Haal, a qualified chemist, came after elaborate tests and experiments to the conclusion that a moderate and proper use of good opium has no detrimental effect whatever, either physically

or mentally (1)

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(1) The late Mr. Warren D. Barnes, Secretary for Chinese Affairs, of Singapore, informs us as follows in his "Report upon the Opium-Regies in the Netherlands Indies and French Indo-China with especial reference to the applicability of a similar system in British Malaya", dated Singapore, 10th October, 1938(43):

"I was shown in Batavia a most interesting discussion upon the physical effects of opium by Apotheker Haak, which explains many inconsistencies in the evidence upon the subject. He is of opinion that the use of opium is comparatively harmless under the following conditions only: first, if the opium is smoked; secondly, if it is pure, thirdly, if the smoker is expert. That chandu smoking is the least harmful form of indulgence in opium all are, I think, agreed. As to other conditions, Dr. Haak maintains, that chandu smoking is always harmful unless the resins and gums and getah in opium have been removed by the usual process of roasting and filtration and unless the chandu so made is free from any admixture of foreign organic substances, all of which have an injurious effect, either because their fumes are actively noxious, or because their presence raises the temperature at which the chandu is smoked. On this latter point he lays great stress; he points out that chandu smoking is merely the dry distillation of an organic substance and that the substances which "come over" in the smoke, differ very widely according to the temperature at which this distillation is conducted, i.e. at which a pipe is smoked. According to Dr. Haak the more deleterious ingredients in chandu are less volatile than those which are comparatively harmless, and the expert well-to-do smoker who always keeps his chandu as far from the flame as possible, leaves dross which contains the maximum of morphine and other toxic matters, and gets his stimulation without any great harm to himself, while the unskilled or poorer smoker, using much more heat, obtains the maximum of stimulation out of a given quantity of chandu, but at the same time absorbs into his system many poisons which the other smoker left in the dross. Dr. Haak is therefore of opinion that the smoking of dross is harmful, because the dross has, in its previous distillation, lost all the stimulating but comparatively harmless vapours which the original smoker enjoyed, and retains only the harmful ones whose effects, though similar in some respects to those of fresh chandu, are also actively injurious.

It may be added that a confirmed dross smoker cannot get adequate satisfaction out of chandu smoking, just as an absinthe drinker cannot be satisfied with brandy; that the typical "opium sot" or "opium wreck" is almost always a "dross-smoker" and that many Chinese carefully avoid the use of dross for fear of acquiring the dross habit. Of course, dross eating is worse than dross smoking though it is very common among those who cannot spare time for smoking".

Without fully endorsing this opinion, we may safely say that in the Netherlands Indies there is no danger of any undermining of the national strength or welfare on account of the use of opium. Naturally this will not keep the Government from vigorously proceeding on the way to a total eradication.

The quantity of opium consumed in the Netherlands Indies is relatively inconsiderable. If we restrict ourselves to Java and Madura, where approximately three-fourths of the population of the Netherlands Indies are living and where fairly reliable figures are available, the consumption per year and per capita of the population averaged:

4.2 mata (2) during the years 1889 - 1893,

3.6 mata during the years 1894 - 1898,

2.7 mata during the years 1899 - 1903,

2.5 mata during the years 1904 - 1908

3.32 mata in the very unfavourable year 1920, and

2.846 mata in the year 1921. It is worthy of note that the relatively small number of Chinese (according to the census of November 1920 over 400,000 compared with a total population of about 35 million souls) consumes 40 per cent of the total quantity of opium. Accordingly, calculated separately for the Chinese and the natives, the consumption per capita in 1920 averages for the former 120.4 mata, as against 2 mata for the latter.

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LEAGUE OF NATIONS.

O.D.C. 109.

Geneva, February 10th, 1925.

SECOND OPIUM CONFERENCE.

SUB-COMMITTEE "F".

PROPOSAL OF THE NETHERLANDS DELEGATE FOR THE DEFINITION OF  
MEDICINAL OPIUM, AS AMENDED BY SUB-COMMITTEE "F".

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"Medicinal opium shall be taken to mean raw opium which has undergone the processes necessary to render it fit for medicinal use, whether in powder form or granulated or otherwise, or mixed with neutral materials, provided its morphine content corresponds to the prescriptions of the pharmacopœia."

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LEAGUE OF NATIONS.

SECOND OPIUM CONFERENCE.

(Speech by Prince Arfa-cā-Dowleh (Persian Delegate).)

Mr. President, Ladies and Gentlemen,

In the four years during which I have had the honour to represent my country on the League of Nations, I have on several occasions set forth my Government's opinion on the opium question before the Fifth Committee and the Assembly.

I have shown the great interest taken by Persian Government circles in this question and the endeavours which they have made to limit the cultivation of the poppy and to restrict the use of its pernicious product.

Last September I told the Fifth Committee of the energetic and effective measures which our Government is taking for this humanitarian purpose. I shall not weary you by repeating them here. I shall merely give you a brief account of the introduction of opium into Persia and of the development of its use and traffic.

Opium, as is generally known, was imported into China and India by Arabs in the fifteenth century. Later the poppy was brought from India to Persia. In recalling this fact of history I do not intend to censure the Arabs or Indians for sending us this treacherous plant whose lovely flowers enchant the eye but whose juice poisons the blood. On the other hand their purpose was a humanitarian one. For many centuries opium was used as a perfectly legitimate remedy to assuage pain. Our climate is dry

and favourable to the poppy and Persian opium, thanks to its superior quality and moderate price has gradually conquered a high place on the world market. Buyers come from all countries to purchase opium from us for medical needs. Cultivators in our southern provinces naturally were glad to undertake the cultivation of the poppy and thousands of families lived solely by producing this plant. Unfortunately the spirit of evil has discovered a second quality in opium over and above its beneficial quality - a devilish quality which unbalanced men in the East and West alike have begun to abuse in such a manner that the Governments have taken alarm and have convened several international conferences - of which the present is the most important - to discover a remedy against this scourge of mankind.

On behalf of our Government we strongly desire that this distinguished Conference shall succeed in its arduous, difficult and humanitarian task.

We are happy to be able to state that our Government is in agreement with the League of Nations and warmly appreciates its splendid efforts to seek a means of saving the world from the danger of intoxicating drugs.

It is in agreement with the principles contained in the proposals of the United States Delegates and it is ready to give its adherence to Article 3 of the Hague Convention as well as to the system of import and export certificates for opium.

But, Mr. President, Ladies and Gentlemen, you in your turn will agree with us that it is impossible by a single stroke of the pen to deprive thousands of cultivators and other persons of their livelihood. We must think, too, of the fate of the innumerable families of producers and workmen and replace the culti-

vation of the poppy by something else. Serious reflection must be given as to how to affect this change. All these questions must be seriously examined.

We have detailed proposals to put before the Committee, and we hope that the Conference and the League of Nations will look favourably upon our righteous claims.

In conclusion, I venture to add a few opinions of my own, which I have had the honour to express to the Committees and to the Assembly. In addition to all administrative measures it would be of the utmost expediency to employ an intensive and untiring propaganda through the distribution of pamphlets in all languages, by the placarding of notices, through the Press, by illustrated lectures and by suitable cinematographic films.

Consumers of opium have yielded to this vice of their own accord. Therefore their eyes must be opened in order that they may also of their own accord renounce this mischievous habit.



LEAGUE OF NATIONS.

O.D.C. 24.

SECOND OPIUM CONFERENCE.

MEMORANDUM ON PERSIAN OPIUM.

SUBMITTED BY THE PERSIAN DELEGATION.

OBLIGATIONS ALREADY ASSUMED.

Persia was one of the twelve nations represented at the original opium commission which met at Shanghai in 1909 and was also represented at the first International Conference at the Hague in 1912 and signed the convention, with the exception of Article 3-a, Chapter I, and of the chapter referring to China, Article 3-a provides that the contracting powers shall "prevent the export of raw opium to countries which shall have prohibited its entry".

The reservation concerning the chapter dealing with China was based on the fact that at that time there were no treaty relations between the two countries.

At the meeting of the Assembly of the League of Nations, September, 1923, Prince Arfa-ed-Dowleh declared that he had been instructed to state that: "Persia is willing to undertake such investigation as the acceptance of the American principles would entail" and was also ready to withdraw its reservation in regard to Article 3 of the Treaty of 1912 as soon as the Persian Government was in possession of a satisfactory constructive scheme providing for the substitution of other crops for opium, if it could be allowed a certain period of time in which to put the scheme in practice.

The "American principles" to which the Persian Delegates had reference were proposed by the American Representative at the May, 1923, meeting of the Opium Advisory Commission in Geneva and confirmed in House Joint Resolution 162, first session, 68th. Congress of the United States.

These principles are briefly as follows:-

- a) The use of opium products for other than medical and scientific purposes is abuse and not legitimate.
- b) In order to prevent abuse, it is necessary to control the production of raw opium in such a manner that there will be no surplus available for non-medicinal and non-scientific purposes.

ADDITIONAL OBLIGATIONS PROPOSED FOR PERSIAN ACCEPTANCE.

The proposals listed below have already been made to the Persian Government.

a) Withdrawal of reservation to Article 3-a, Treaty of 1912, as without the cessation of both direct and indirect shipments of opium to countries which have prohibited its entry, the efforts of the nations of the world to suppress the trade in dangerous drugs must largely remain futile.

b) Acceptance of the system of import certificates devised by the Opium Advisory Committee and unanimously approved by the Council and Assembly of the League of Nations. This system requires the procurement by intending importers of dangerous drugs of a certificate from the Government of the importing country to the effect that the importation is for legitimate purposes, and, in the case of drugs covered by Article 3 of the Convention, an additional certification that they are solely for medicinal and scientific purpose.

c) Reduction in production of opium to the quantity required for medicinal and scientific purposes, to conform to the principles proposed by the American Delegates to the May, 1923, Conference at Geneva.

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MEASURES TAKEN TO EXECUTE EXISTING LAWS AND OBLIGATIONS.

The Persian Parliament realising the danger of the constantly increasing use of opium within the Empire enacted a law dated 12th. Rabi-ul-Awwal A.H., 1329, solar year, 1298, A.D. 1910, which provided for the following:-

1. Government monopoly of Shireh of Soukhteh dross and its manufacture and sale.
2. Tax increase of three shahis per miscal per annum on Shireh of Soukhteh and stick opium.
3. Prohibition of use of Shireh of Soukhteh and destruction of all Soukhteh produced after seventh year.
4. Prohibition of use of opium for other than, medicinal purposes after the seventh year (for text of this law, see appendix II).

Regulations were drafted for the execution of this law which made the monopoly of Soukhteh effective and provided for the centralization of the opium sap and its manipulation in Government warehouses, in order to permit control over the local consumption of opium.

Practically all Shireh dens have been placed under direct Government supervision. Shireh, which is manufactured from the residue of Soukhteh remaining in the pipes after opium has been smoked, is the most dangerous opium derivative now used in Persia. It has been made a Government monopoly and is under strict control. It has not, however, been possible to collect the entire quantity of Soukhteh, as the commission of three shahis per miscal provided in the original law for its collection was too low and was further reduced to one shahi per miscal in A.H., 1353, solar 1293, A.D. 1914, by an amendment to the original law. This rendered smuggling profitable. Authority was later secured for an increase two shahis per miscal and a study is now being made with a view to determine whether further increase is necessary.

The increase in the tax on shireh of soukhtch and on opium was made effective as provided in the law until 1916, rising in that period from twelve shahis per miscal for Shireh in 1910 to twenty seven shahis per miscal in 1915 and from six shahis per miscal for stick opium in 1910 to 21 shahis in 1916.

The resulting disorder in the country during the World War when Persia was invaded and made the battle ground of Russian, British and Turkish troops weakened the power of the central government and rendered impossible the enforcement of the opium regulations.

In few places was the Government sufficiently strong to centralise the opium sap in the Government warehouses, which, next to reduction in production, is the first essential in any plan to control either the local consumption or the export trade.

In Isfahan an attempt to centralize the opium sap resulted in the burning of the opium office by the populace. Ten or twelve opium officials were killed or seriously wounded in the various provinces, in an attempt to enforce the regulations.

Thus when Seyd Zia-ed-Din became Prime Minister in 1921, it might be said that with the best of intentions, the actual results in curtailing production, reducing consumption, or controlling the export traffic, had been negative.

At this time the tax on opium was advanced from 21 to 31 shahis per miscal, but owing to the disturbed conditions in the country, a loss rather than a gain in revenue resulted, and it was again reduced to 21 shahis the following year.

When Sardar Sepah, the present Prime Minister and Minister of War, took over the collection of the Indirect Taxes, 1922, to guarantee the payment of the Army budget, distinct progress was made in the centralisation of opium.

Fairly complete centralization of the opium sap was effected in the provinces of Teheran, Kermanshah, Shahroud, Kerman, Hamadan, Teyserkan, and Yoos and partial centralization in Khorassan. An effort was made to put the centralization program into effect in Isfahan, but was abandoned owing to the popular agitation against the measure.

When the American Financial Mission took over the collection of Indirect Taxes, in December, 1922, every effort was bent to complete the centralization program. Credits double those previously granted were given and a closer control effected in the provinces in which the principle had already been.

Attempts to effect centralization in Isfahan resulted in serious disturbances. A general strike broke out in the city which tied up practically all commercial activities for a month. More than 7,000 peasants from villages all over the province came to the city and took "bast" or refuge in the Telegraph compound, as a protest against the execution of the regulations.

Through the active support of the Council of Ministers, the Minister of War and of the local Governor General and Army Commander, the regulations were finally put into effect, though not until after martial law had been declared and several peasants had been killed in an attempt to return to the town and sack the warehouses and Government offices.

In 1924 the gains made in 1923 were consolidated. All opium in the province of Isfahan was centralized including the peasants' share, which, as a necessary concession, had been left free in 1923. In this year also the centralization scheme was put into effect in Shiraz on the same basis as was done in Isfahan in 1923. The centralization was also extended with considerable success to Borujerd.

A fairly efficient inspection system has, within the last two years, been established in all provinces, and is being constantly improved.

There is still much opium smuggled out of the country, particularly from Kherassan, and also considerable smuggling for local consumption, but this, especially the latter, has been reduced materially.

The transportation of opium sap, sticks, and cakes has been brought under control and is conducted under a closely supervised permit system which checks the opium from point of production to destination.

A civil Service Law has been enacted and placed in effect, which provides that opium users who do not abandon the habit within a fixed period, are discharged from the Government Service.

The use of morphine for other than medicinal purposes has been prohibited and the prohibition rendered effective by a strict control at the frontiers and throughout the Empire. Large quantities of morphine and morphine syringes have been confiscated.

When the suggested restrictions on opium shipments in British bottoms first became known, tentative proposals were submitted for the establishment of a factory for the conversion of opium into morphine and other opium derivatives. The establishment of such a factory would have rendered the opium products so easily transportable that the harmful effect of the shipping restrictions would be greatly minimized. The proposal was, however, not entertained as the shipment of opium from Persia in the form of morphine or other derivatives would have been infinitely more dangerous and a greater menace to drug control than is the case with shipments of cake opium.

The manipulation of opium for local consumption and for export has been brought under practically complete control in all the large towns and is conducted either in the Government warehouses, or in the factories of the merchants, under Government supervision.

DIFFICULTIES IN WAY OF MORE COMPLETE ACCEPTANCE AT THIS TIME.

As will have been noted in the remarks relative to progress made in the centralization, the greatest difficulty is experienced in any effect to bring the Persian opium trade under control. This is due to several factors, the most important of which are its economic importance, the vested interests in the trade and the popular and political opposition to any attempt either to curtail a fruitful source of profit, or to interfere with the liberty of the individual, even in the use of a dangerous drug.

The economic importance of the opium traffic to Persia cannot well be over-estimated. A description of methods of cultivation and trade channels with estimate of total production is given in appendix III, and available statistics as to import and export are given in appendix IV.

The following will, however, give a general idea of the situation in this respect:-.

Persia has an area of approximately 682,000 square miles and a population estimated at twelve millions.

Opium cultivation is scattered in eighteen out of twenty-six provinces, or over an area of approximately 400,000 square miles.

The total production of opium in Persia is approximately 300,000 batmans, or 1,950,000 lbs, 2, 3 of this quantity enters the Government warehouses and is thereby brought under control.

The opium production of Persia should under normal conditions yield to the proprietors and peasants an average of 35 tomans per batman of saps, or a total of 10,500,000 tomans.

The opium crop is usually divided on the basis of two-thirds to the peasant and one-third to the proprietor. The proprietor's share would, therefore, be tomans 3,500,000 - and the Government's tithe thereof 350,000 tomans per annum, or one-tenth of the proprietor's share. The exact amount received from this source cannot at present be accurately determined, and the land tax on opium is merged with the general land taxes. The revenues estimated may, however, be accepted as approximately correct.

Other internal revenues collected under various headings amount to Tomans 1,450,000 and export charges to Tomans 247,000. The total opium revenues are, therefore, approximately as follows:-

Land Taxes	Tomans	350,000 -
Other Internal Taxes	"	1,350,000 -
Customs	"	247,000 -

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Total Tomans 2,047,000 -

(For detail of taxes on opium, see appendix IV).

The total revenues of Persia are approximately 23,000,000 tomans per annum. The opium revenues, therefore, comprise 8.9% of the total.

The principal export of Persia, which is oil, does not affect the trade balance, except in so far as funds are imported to cover payment of royalties to the Government and of wages to employees.

In Tangoux-11, 1302 (1923-24), the total exports of Persia amounted to 38,400,000 tomans, exclusive of oil, and the opium export through the Customs houses to 6,021,971 tomans, or 15.6% the total export trade of Persia exclusive of oil.



The export figures are based on exporters' declarations, which are low, owing to the natural desire to conceal profits from the producers.

The average value of the Persian opium exports as indicated by exporters' declarations was Krs. 432/- per batman of  $5\frac{1}{2}$  pounds in 1301, and 566 krans in 1303 (1923-24). These declarations are much below the actual value of the exports. Making due allowance for undervaluation and for the export of contraband opium, the opium exports may safely be calculated at from 20% to 25% of the total export of Persia, exclusive of oil, instead of 15.6%, as indicated by Customs declarations.

It must be understood that it is absolutely impossible to furnish accurate statistics of the Persian opium trade, owing to the wide area over which the poppy is grown, the extensive traffic in contraband opium and the secrecy observed by the merchants as to processes of manipulation.

The foregoing estimates have, however, been made after a most careful analysis of all available data, and reports, and are probably nearly correct.

The data presented above gives, however, but a faint idea as to the importance of the economic aspects of the Persian opium problem.

In many provinces opium is practically the only crop which yields cash returns in any way commensurate with the labour of cultivation. An immense number of people are partially or wholly dependent on its cultivation or commerce for their livelihood.

In Isfahan, out of a population of approximately 80,000, there were found to be at least 5000, who gained all or a large part of their income through the commerce in opium. These included opium peddlers, brokers, bazaar traders, commission, and manipulators of stick and cake opium. If we assume an average of three dependents, which is low, it will be seen that at least 25% of the entire population of the city is dependent to a considerable extent on the opium trade. These figures do not include the opium cultivators resident in or near the city.

The same is true, in general, though to a lesser degree, of all the great opium centres of Persia.

There is no industry in the country to absorb these workers in the event of suppression or serious curtailment of the opium trade, nor can the proprietors or peasants at the present time, substitute other crops for opium without serious hardship and loss.

Even, if the technicians and the capital required to enable the substitution of other crops are furnished, as they should be, by those to whose interest it is to curtail the production of opium in Persia, it will take the cultivators years to secure enough income from other crops to compensate the losses involved in opium suppression.

As stated above, the opium taxes amount to approximately 8.9% of the total revenues of the country and the opium exports to a recorded total of 15.6%, and a probable actual total of 20% of the total exports of Persia exclusive of oil.

In view of the existing adverse trade balance as indicated in Appendix IV, a further decrease in exports necessitated by reduction in the cultivation of opium will be very serious. Nor can the loss of nearly 9% of the revenues of a country, or even of any considerable part thereof, be lightly regarded, nor can the shifting of that percentage of the total tax burden from one product or activity to another be lightly undertaken.

Substitute crops would not for several years produce sufficient net income to warrant taxation and the loss in revenue would be for some time in almost direct ratio to the reduction in opium cultivation.

Eventually the probable increase in the price of opium should warrant reassessment of taxes on opium growing lands and recovery of at least part of the loss. The substitute crops would also in time replace another part, but to produce anything like the same revenue from land taxes that is now secured from Direct and Indirect Taxes on opium, a much larger area would have to be brought under cultivation than at present, as no other Persian crop yields such cash returns.

As indicated above, the loss of revenue at first would be in almost direct ratio to the decrease in the cultivation of opium. The reverse would, however, not be true in the case of increases in production due to the introduction of new crops. Export taxes would certainly at first have to be nominal or entirely remitted. Furthermore, with the existing tax system and legislative machinery tax collection will always lag from one to three years behind increases in production. This is due to the necessity of revising and reassessing the entire production of a property before tax increase can be ordered.

Part, at least, of the loss in revenue could be made up by tariff adjustments in the interest of Persia. This is, however, difficult, as Persia's two powerful neighbours claim rights in this connection, which have heretofore had the practical effect of depriving Persia of tariff autonomy, and of rendering it impossible to devise and enforce a tariff which would protect either the revenues or the commerce of the country. (A brief resume of the tariff history of Persia with abstracts from treaties pertaining thereto is given in appendix VI).

## POLITICAL OBSTACLES TO OPIUM CONTROL.

We come now to the political and other internal difficulties which beset the Government in any attempt to control the opium traffic. The opium merchants and growers are probably the wealthiest class in Persia. The latter include many of the most influential clergy of the country, who own or control a considerable portion of the ceded public domains and public endowments or bequests of privately owned lands for charitable or religious purposes.

Any attempt to interfere with the production, manipulation, or export of opium, arouses the organised opposition of these classes. Partly because of their private interests involved, but largely also because of their knowledge of the widespread suffering and even ruin that must ensue if the capital and labour engaged in the opium trade are left without occupation.

Unless equally remunerative outlets are provided for the capital and labour of the opium trade, the Government will have to face the opposition, in any program of restriction, of the merchants and traders who exercise, through the Chamber of Commerce, great influence in all the bazaars of the country, of the clergy of the opium growing provinces, who have a political and religious power difficult of comprehension to the modern occidental mind and of the land owners, who absolutely control in such matters the action of the peasants, and who, furthermore, in a parliament composed mainly of landed proprietors, or their avowed representatives, frequently exercise a decisive power in legislation.

There is also, the almost universal lack of capacity to understand more than the most primary economic phases of the questions and, in the case of the agricultural population, opposition born of ignorance and of the inherent dread of any change in their established customs and routine.

Promises of assistance after suppression or partial suppression will be of no effect; the Persian has been ruthlessly exploited in the past and has bitter reason to distrust not only the proposals of his own Government, but those of foreign nationals or foreign Governments heretofore interested in Persian affairs.

Still another consideration enters here. The opium growing areas are for the most part in provinces only now, for perhaps the first time in the last century, being brought under the control of the Central Government.

Sardar Sepah, the Prime Minister and Minister of War is steadily gaining ground in his program for the pacification of the country and the disarmament of the tribes. It will, however, take years for this program to be made fully effective and until the time comes, some of the most important opium growing areas, including those of Arab tribes of Fars, the Lurs of Borujerd, and the tribes of Khorassan cannot be effectively controlled.

#### DANGER OF ARBITRARY RESTRICTIONS.

Any pressure brought to bear upon Persia has, of course for its object proper international control over the transportation of dangerous drugs and not the infliction of unnecessary hardships upon the Persian Government and people.

Unless such restrictive measures as may be proposed or adapted are carefully planned and executed in a spirit of fairness and justice, they are likely to defeat their own ends.

It will have been noted earlier in this report that the mere mention of the possibility of restrictions on the shipment of Persian opium in British bottoms brought forth an immediate suggestion for the establishment of a morphine factory in Persia. While the proposal was at once rejected, it must be considered as significant of the temper of the opium traders.

Another matter which must be regarded as significant is the sudden increase in declarations for export of opium to Russia.

In 1296 (1917-18), when the Russian supply of drugs from Europe must have been largely curtailed, and, when, owing to war conditions, the normal trade channels of Persian opium were interrupted, the exports of opium to Russia reached a total of 38,844 batmans. The next year, following the armistice, the exports dropped to 6,557 batmans.

The reduction continued during each of the following three years, until in 1300 (1921-22), the export amounted to only 3814 batmans.

In 1301, however, the export to Russia was seven times that of the previous year, reaching a total of 22,048 batmans, and in 1302 (1923-1924) there was another tremendous increase to 69,427 batmans, three times the export of the previous year, and nearly twice the volume of export to Russia under war conditions.

This large increase is certainly not destined for Russia proper, as the exports over the Northern frontiers show a decline as indicated by the analysis of exports to Russia given in appendix XI.

The entire increase is through the Persian Gulf Port of Bushire. Whether or not this increase in the export to Russia from 9% of the total opium export in 1300 (1921-22) to 65% in 1302 (1923-24) represents actual shipment to Russian territory, or whether the opium never reaches its declared destination,

it is clear that either a new market or a new trade route has been developed, and that restrictions on the shipment of Persian opium can only result in diverting the traffic, and by so doing create virtual monopolies, which will cause heavy losses to Persia in the selling price of opium, without in any way reducing the total quantity exported, or increasing the international control over the traffic.

#### POSSIBLE EXTENSION OF CONTROL.

There are many in Persia; in the Government, the Parliament, among the clergy, and the professional, commercial, and other literate classes who realise better than any foreigner the vital importance to the moral and economic welfare of the Persian people of suppressing the victims, degrading and debilitating practices of smoking and eating opium.

Many of these, though, of course, a much smaller number, also realise the justified moral obloquy and possibly disastrous economic effects to Persia, if the export trade is not brought under control to an extent that will be reasonably satisfactory to the Governments concerned in the suppression of the illicit trade in dangerous drugs.

These will welcome any measures leading to the substitution of other crops or other industries for opium.

Certain measures leading to the extension of Governmental control over the opium traffic can be taken at once and others after means have been found to afford another outlet for the capital and labour employed in the opium trade and new revenue sources have been developed to compensate the Government for the loss in opium revenues.

The measures which can be taken unconditionally are those concerning a closer control over opium cultivation, transport, manipulation, local consumption and export, without the imposition of undue hardships on the Government, or the private interests in the trade.

They include 1) completion of centralization of opium sale, 2) prohibition of increased production, 3) prohibition of cultivation except by permit. No permit to be issued to new cultivators or for lands not cultivated, or for an area greater than cultivated in 1924, 4) Completion of control over manipulation of opium for local consumption or export. 5) completion of control over transport. 6) Registration of smokers (considerable unofficial progress has already been made in this respect). 7) Issuance of cards to smokers, authorising them to purchase a limited quantity of opium for their personal use. These allowances to be reduced from year to year. 8) Extension of control over opium and shirch dars. 9) A progressive increase in tax levied on opium for local consumption as provided in law. 10) Prohibition of importation of opium from Afghanistan and British India into Persia. Large quantities of such opium have heretofore entered the country to be shipped to countries to which it could not be shipped direct from the country of origin. 386 cases (approximately 62725 lbs.) of opium from India sent to Bushire for transshipment have been provisionally held up pending decision on this proposal. 11) Extension of inspection system in interior of the country to prevent illicit cultivation, transport, and export of opium to the limit of available budgetary credits. 12) Extension of system of frontier patrols to prevent contraband opium entering or leaving Persia, within limits of available credits. 13) Preparation of statistics of known and estimated consumption in the Empire, estimates of quantity smuggled out of the country (stating routes employed), and quantities exported through the Customs. 14) Continuation of present policy of encouraging and assisting in substitution of other crops for opium with proportional reduction in opium cultivation as results are obtained, 15) Adoption of policy to centralise opium cultivation as far as possible in provinces most dependent on opium for cash crops, and where the best grades are produced and the cultivation can be most easily controlled.



It must be understood that the foregoing measures, while they will show marked beneficial results in bringing the opium traffic under control, cannot be expected to materially reduce the total cultivation of opium for some time to come.

The amount of capital invested in the cultivation and commerce in opium and the number of people dependent thereon for support is so great that a carefully worked out plan of crop substitution, a large capital investment, and the provision of adequate technical advice and direction is necessary before any serious progress can be made.

On the other hand, if the foregoing are provided, it is a practical certainty that the production of opium in Persia can be reduced to medicinal and scientific requirements within an approximate period of ten years.

On the conditions stated above, the following assurances can be given:-

1. That the cultivation will be reduced annually by approximately one tenth of the total cultivation of the year in which the conditions are met until the point is reached at which the production suffices only for medicinal and scientific requirements;
2. That cultivation of opium will be prohibited in the provinces least dependent thereon for their cash crops within a period of three years in so far as the then existing conditions permit.
3. That when cultivation has been reduced to the medicinal and scientific requirements, the system of "Import Certificates" will be accepted without reservation.

#### CROP SUBSTITUTION.

In considering the substitution of other crops for opium, it must be borne in mind that opium yields a very high return for a

given area, that it is not dependent upon railroads or even good roads for its transportation, that the process of marketing is simple, and that there is practically always a demand at a good price for both the opium sap and for the export opium.

In addition to yielding a higher return per acre than any other Persian crop, opium requires little water and that, at a time during the 60 days after Nowrouz (March 21st), when water is both plentiful and cheap. Other crops can also be planted on the same ground after the opium crop has been gathered.

Therefore, to enable a cultivator to secure the same net income from other crops, it is necessary that he cultivates a great area and use more water. It is also necessary that a market be provided for the substitute crops.

The opium growing areas are for the most part in provinces where there are practically no good roads and where transportation is almost entirely by camel or donkey caravans. The cost of transport by such means prohibits at present the export of any item which is bulky or weighty in proportion to its value. The cost, for instance, of such regions costs more delivered at a Persian port than it would bring in foreign markets.

To enable crop substitution, it is therefore necessary that additional water be provided at lower cost, that economical means of transport be provided, and that such technical assistance be given as will enable much more intensive cultivation than is possible with the existing agricultural methods and implements.

The opium substitutes which may be considered are wheat, silk tobacco, cotton, beetroot, tea, hemp, flax, and dried fruits. The foregoing substitutes naturally do not apply solely to the opium growing areas. These areas must be given the first consideration to take care of the private interests in the opium

trade, but substitute crops and extension of cultivation in such areas cannot yield revenues to the Government to compensate those which will be lost through reduction in opium production. It is therefore, necessary that agricultural conditions be improved in non-opium growing areas also in order to provide new or additional revenue sources.

The following observations apply to the substitutes above-mentioned:-

#### Wheat.

Further planting of wheat or other cereals is impracticable without improved means of communication as transport conditions and costs are such that wheat may rot in the fields or the storehouses of one province, while 600 miles distant people suffer, and even die for lack of bread. There is a market in India and a temporary market in Russia for the wheat of Khornassan and Seistan, a temporary market in Russia for the wheat of Azorbayajan and of the provinces bordering on the Caspian and the world markets are open to wheat which can reach the Persian Gulf; yet, except in time of world shortage, export will be impossible until suitable roads or railroads are built.

#### Silk.

The silk industry, which appears to offer the greatest possibilities as an opium substitute demands capital, technicians, and, above all time. At least six to ten years, depending on climatic conditions, are required to grow the mulberry from seed and more to put the industry on a really profitable basis.

#### Tobacco.

Tobacco can be grown well in Persia, but the market for the tobacco now grown is limited. Experts must be employed, suitable varieties developed, the peasants trained, and marketing arrangements perfected. Again time and capital are required.

Cotton.

Cotton can be grown to advantage over great areas in Persia, but expert advice, seed, and capital for irrigation and transport are lacking.

Tea.

Tea growing is in an experimental but promising stage.

Hemp and Flax.

Hemp and flax should do well in Persia, but will require time for experimentation.

Sugar.

Beetroot has been successfully grown. Sugar cane can probably be grown profitably along the Persian Gulf and Caspian littorals. With proper direction and adequate capital, all the sugar consumed in Persia can be manufactured in the country with a surplus available for export.

Dried fruits.

Dried fruits will in time be re-established as an export, but mainly from non-opium growing areas.

Beef Export.

Raising beef cattle for export is a possible experiment with fair hopes of success. Beef is not eaten to any great extent in Persia and no attention has theretofore been paid to beef cattle. The cattle are light and the establishment of breeding farms and importation of suitable stock will be essential.

Wool and Lambskins.

There is an excellent market for wool and lambskins. The methods employed are, however, so unscientific and wasteful that it has been found necessary to prohibit the export of the latter. With proper direction, importation of blooded stock and strict control, a paying industry can be developed without dangerous flock depletion.

Mineral Resources.

In addition to agricultural development, there is a strong probability that a survey of the mineral resources of the country would develop the possibility of new and important sources of revenue. To mention only a few, coal, iron, copper, alum, opiment, red oxide, lead, zinc, salt, and precious stones, such as turquoise are known to exist in considerable quantities. Gold has been found, but no information is at hand as to whether its exploitation is commercially practicable.

PERSIAN POLICY ON OPIUM RESTRICTION.

In view of the foregoing statement as to the actual conditions in Persia and the measures necessary to establish a strict control over the opium traffic and permit the eventual reduction of cultivation to medicinal and scientific requirements, the following instructions to the Persian Delegates to the Geneva Conference are submitted for consideration. These instructions are under two heads: 1) general policy with statement of what unconditional and conditional assurances can be given, 2) statement of measures necessary to enable curtailment of opium production.

GENERAL POLICY.

The Persian Government is in full accord and sympathy with the efforts of the League of Nations to eradicate the illicit trade in dangerous drugs, which offers so great a menace to the health and welfare of the peoples of the world. It accepts the American principles for the interpretation of the opium convention and will withdraw its reservation to Article 3 of the Treaty of 1912 and accept the system of opium import certificates as soon as it is economically possible to do so.

UNCONDITIONAL ASSURANCES.

1. The regulations relative to the centralisation of the opium sale and its manipulation under the Government's supervision will be strictly enforced and constantly rendered more effective.

2. Steps will be taken to register smokers, cure present and prevent new addicts, control opium dens, and otherwise bring under control and reduce the present consumption of opium and its derivatives in the Empire.

3. Control, as far as funds permit, will be exercised at the frontiers to prevent opium being smuggled into or out of the country.

4. The policy as to opium cultivation will be as follows:

a) Opium cultivation will hereafter be permitted only upon permit.  
b) No cultivation will be permitted on a greater area than stated in the permit.

c) No permit to be issued to cultivators for land not cultivated in 1924, or for a greater area in the case of any individual than cultivated in 1924.

d) No permits to be issued except to cultivators who agree to deliver entire crop to Government warehouses.

e) Efforts to be made to immediately reduce the cultivation in provinces least dependent on opium for their cash crops.

f. Cultivation to be confined as far as practicable to provinces where the best grades are grown and where the product can be most easily controlled.

g) The tax on the local consumption of opium to be progressively increased as provided in the law.

5. The importation of opium for re-export to countries to which it cannot be shipped from country of origin, will be prohibited.

6. Beginning with the present year, a careful record will be kept of opium cultivation in all provinces. This taken in connection with records and estimates of local consumption and customs records of exports, will afford a fair basis for estimate of that smuggled out of the country and enable the necessary preventative measures being taken.

7. As far as funds permit, the Government will continue its present encouragement to the cultivation of cotton and tobacco and to the planting of mulberry trees. As these and similar measures produce results, the cultivation of opium will be proportionally reduced, but, it must be understood that, with the limited funds available, this will be a slow process.

#### CONDITIONAL ASSURANCES.

The following measures will be placed in effect as soon as the necessary funds and technical assistants are obtained to afford another outlet for the capital and labour employed in the opium trade, and to provide new revenue sources for the Government to compensate for the loss of opium revenues:-

1. An annual reduction in the permits issued to the amount of one-tenth of the total area authorised for cultivation in the year in which the above conditions are met. This annual reduction to continue, until production has been reduced to actual requirements for medicinal and scientific purposes.

2. Within three years after the above conditions are met the cultivation of opium will be prohibited in the provinces least dependent upon in so far as the then existing conditions permit.

3. After the cultivation has been reduced as above provided to the amount required for medicinal and scientific purposes the Persian Government can successfully enforce the provisions of Art. 3 of the Opium Convention of 1912 and its reservation there to will then be withdrawn and the system of opium import certificates placed in effect.

MEASURES NECESSARY TO ENABLE CURTAILMENT OF OPIUM PRODUCTION

It is not possible with the data available to lay down any definite program and cost estimate covering the measures necessary to enable curtailment of opium cultivation. The following, however, may be considered in this connection:-

1. Preliminary survey by experts in wheat, cotton, silk, tea, tobacco, hemp, flax, beetroot, and sheep and cattle raising accompanied by irrigation engineers and transportation and foreign trade experts.

	<u>Estimated cost.</u>
(Appendix III-A)	Tomans 100,000
2. Preliminary survey of mineral resources.	
(Appendix III-B)	100,000

TRANSPORTATION.

3. Road between Isfahan, Shiraz and Bushire. Possibly road between Kerman and Dozdab and Kerman and Bandar Abass. Road or light railroad between Khorassan, Seistan, and Dozdab. (Appendix III-C).	3,000,000
4. Irrigation (For list or project under consideration see Appendix III-D).	1,000,000



5. Crop substitution and improvement of agriculture. (Appendix III-E).	800.000
6. Reproductive Public Works. (For list of projects under consideration see appendix III-F).	725.000
7. Improvement of Public Domains. (For list of projects under consideration see appendix III-G).	525.000
8. Loans to proprietors to repair, rebuild or extend villages, purchase agricultural machinery and seed and make necessary advances to peasants. (Appendix III-A).	2,000.000
9. Employment of technicians, establishment of model farms and agricultural experiment stations, five years period. (Appendix III-I).	1,250.000
10. Prevention of smuggling Ts. 100.000 per Ennum for additional patrols and inspectors for 5 years. (Appendix III-J).	500.000
Total.	<u>10.000.000</u>

SOURCE OF FUNDS.

Persia is not in a position to provide for any such expenditures at the present time. The revenues now barely sufficiently meet the current expenses and many important and necessary projects cannot be now undertaken for lack of funds. Any additional revenues which it may be possible to secure through the proposed tax projects must be devoted to reproductive public works in addition to those rendered necessary by the curtailment of the opium crop.

With the existing revenue shortage and the prospective diminution of receipts, due to the loss of opium taxes, it would be difficult to meet the service of a loan to enable the substitution of other crops, until such time as the new crops and the revenue producing public works are established and on a paying basis. This will take at least five years.

Therefore, to enable active work to be undertaken and prompt results secured in the reduction of opium cultivation to that required for medicinal and scientific uses, the following will be required:-

1. A loan of ten million tomans for twenty years ~~at~~ not to exceed 5% per annum.
2. No interest charges for the first five years.
3. One-tenth of the loan to be repaid annually after the tenth year.

This would cost the concerned Governments approximately Tomans 500.000 per annum for the first five years, but they would thereby secure, within a period of ten years, practically the entire suppression of the Persian production of opium not required for legitimate purposes. It will cost Persia infinitely more in loss of revenue during the period of transition.

#### MORATORIUM.

In addition to the foregoing, it is of the utmost importance that during the period of transition, a moratorium be granted by foreign governments having claims against Persia. Were existing claims funded and paid and additional burden of from one to two million tomans per annum, would be placed on the country, which would render impracticable any measure involving losses of existing revenues.

#### CUSTOMS.

Another matter demanding the most serious consideration in this connection is the removal of restrictions on Persia's liberty of action in tariff questions and the securing of the assistance of the interested governments in increasing the customs revenues.

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In the consideration of the above report and recommendations, it should be borne in mind that Persia, though a neutral, was one of the countries suffering most severely from the war. The existing revenue and adverse trade problems the country has now to face, arise at least in part, from the devastation during the war. No reparations have been paid to Persia, nor has Persia, during the post war period floated any loan for reconstruction.

Under the present depressed conditions, with the country hovering on the verge of bankruptcy, it would be fatal to complicate matters by such a serious economic disturbance as would be caused by the suppression of the opium industry, unless, prior to taking the initial steps, a carefully worked out and practicable program of substitution was at hand, with the requisite technical assistance and the capital required for its execution.

It should also be borne in mind that, while any non-medicinal use of opium is harmful, and the Persian Government, realizing its dangers, is determined to suppress its use within the Empire, yet the form in which it is used in Persia is the least harmful of any, and that there is consequently no drug problem here to be compared to those of the great industrial nations with congested urban populations.

To the League of Nations as an institution, and to its non opium growing member governments, the question of opium is merely a detail in the general problem of drug control. To Persia, however, the question assumes an intensely practical aspect, affecting as it does, a fifth of her exports, a twelfth of her revenues and the means of livelihood of a very great number of her citizens.

Under the circumstances when an impoverished country such as Persia, and one of those least able to bear losses of revenue, is asked to undertake a program involving great monetary sacrifices and the possibility of serious political difficulty for the sake of vastly richer nations it is only fair to expect that they, at least, should defray the cost.

## APPENDIX I.

### OPIMUM PRODUCTION.

In considering plans for opium substitutes, it is desirable to have a general picture of the system of opium cultivation and of the trade channels through which the opium sap and the manufactured product moves.

Opium is produced in eighteen out of the twenty-six provinces of Persia. The cultivation is thus scattered over an area of approximately 400,000 square miles. The only provinces lying outside of the zone of cultivation are those in the Persian Gulf littoral and the Northern provinces, such as Azerbayejan, Guilan, Estarabad, Ehamseh, and Kurdistan.

An area of approximately 1000 square zars is required for the production of one batman of opium sap. With a total production of not less than 500,000 batmans of sap, the area under poppy cultivation may, therefore, be estimated at 300,000,000 square zars or 70,000 acres.

The problem of control of production is greatly complicated by the wide geographical distribution of poppy culture, by the possibility of profitable cultivation on very small pieces of ground such as the gardens of andarouns, or harems, where supervision by Government agents is practically impossible, and by the further fact that many of the best producing areas are only now beginning to come under the control of the Government.

The opium poppy is sown in the months Mizan and Dalve (October-December). The crop requires no irrigation until after Nowrooz (March 21st) but during the succeeding two months is watered once in twelve days. During this period water is both plentiful and cheap. This is a point of utmost importance when considering crop substitution as irrigation is very costly in Persia, and the crops which may be substituted for opium, require much more water and at periods when it is scarcest and most expensive.

The crop is usually gathered from Jowza (May) to Assad (August). In the Southern provinces the harvest begins in Hamal (March-April) and ends in early Saratan (June). After the opium crop is harvested, other crops are generally sown which enable a double harvest from the same land in a year. This is not practicable with the principal substitute crops.

Control of the opium sap is rendered very difficult by the large number of people who enter the opium growing areas at the time of harvest. Up to this time, cultivation is carried on by the peasants, but the poppy head must be scratched as soon as ripe, or no juice will be obtained. This necessitates the employment of a large number of extra hands. Many of the extra day labourers are procured from nearby towns or villages, but a large number follow the harvest north for long distances, as do harvest hands in the Western United States. These men are usually paid in opium sap or partly in sap and partly in cash.

During the harvest peddlers and small store-keepers, who have advanced goods on credit to the peasants during the year, go to the villages and secure their payment in opium sap. Occasionally, at this time gifts of sap are made to the village mullahs and the village barbers and carpenters are paid for their services in the same medium. As soon as the sap gathering begins, thousands of vendors of small wares and sweetmeats go out from the large towns and barter their wares for sap in the poppy fields. Dervishes, story tellers, beggars, musicians, and owners of performing animals go from one field to another and are rewarded or given alms by having the flat side of the opium knife scraped on their palms, or on the small bowls carried by the dervishes. These are followed by travelling opium buyers who purchase their accumulations and also buy from the peasants. When it is realised that there may be easily from three to five thousand strangers in a single area during the harvest season, each with opium sap in his or her possession, the difficulty of centralising

the entire crop becomes apparent. As most of these people depend on their gains during this season for a considerable portion of their annual income, the hardships imposed on them by complete centralisation may also be seen. When the proprietors and peasants are required to place all their sap in the warehouses as soon as gathered, thousands of these more or less legitimate middlemen are deprived of their occupation. Much of the profit which went to them is now secured by the proprietors and peasants themselves, and as they come to realise this, their opposition to centralisation is diminishing.

In addition to the foregoing classes interested in the collection of the sap, there are in the important opium centres the opium brokers, opium commission merchants and the merchants who manipulate opium for local consumption and export. These with their staffs and the carpenters, packers, porters, copper-smiths, etc., partially dependent on the opium trade constitute a numerically and politically very important section of the population.

The foregoing has been presented in some detail to point the necessity for the greatest prudence in the execution of any plan either for centralisation of the sap or reduction in the opium cultivation. Under the present conditions, no other employment is open to either the capital or labour of the opium industry and new outlets must be provided before any serious progress can be made.

To indicate the progress made to date in the centralisation of opium sap in the Government embers, the following tabulation of entries for the last six years is given. The entries for 1302 (1923-24) represent in the neighbourhood of two-thirds of the total production.

Year	Amount of Opium Saps.		
	Entered in Government Warehouses Batmans.	Pounds.	
Yount-il 1297	(1918-19)	73.486	477.659
Ghouy-il 1298	(1919-20)	71.133	462.364
Pitchy-il 1299	(1920-21)	97.673	634.874
Takhaghoy-il 1300	(1921-22)	53.808	382.252
It-ill 1301	(1922-23)	177.859	1,156.083
Tanguz-ill 1302	(1923-24)	211.177	1,372.650

This indicates that at least 88.823 batmans, or 577.249 pounds were dealt in as contraband during the last year. Illicit transactions in opium are of three principal kinds, retention by cultivators for their own use, smuggling within the country for local consumption, and import and export smuggling. Of these the second is by far the most important. The tax on opium for local consumption is very heavy and smuggling for local consumption is highly organised. During the last year one such transaction was discovered in which the contraband opium was guarded in transit by 150 well-armed horsemen.

Despite all the difficulties mentioned above, steady progress is being made in bringing the traffic under control and with the extension of the power of the Central Government, there is good reason to hope for the practical elimination of the contraband trade in the country. If at the same time, necessary financial and technical assistance is provided to enable crop substitution it may be confidently anticipated that within a period of ten years after the provision of such assistance, the production of opium in Persia may be reduced to the medicinal and scientific requirements, without placing an undue burden on the country during the transition period, and with an eventual increase in prosperity to those/engaged in the opium industry and now

PERSIAN IMPORTS AND EXPORTS OF OPIUM.

Imports :

Importation of opium into Persia is from two countries only, Afghanistan and British India. The importations from India are not landed but transhipped at Bushire. Until the last two years the importations from Afghanistan have for the most part been smuggled into Persia without payment of duty. For the four years prior to 1301 (1922-23) the importations through the Customs averaged 70 batmans per annum. In 1301, however, the patrols on the Afghanistan frontier were strengthened with the result that the importations through the Customs jumped to 2313 batmans in that year and to 3396 batmans in 1302 (1923-24). The latter figure may be taken as the minimum importation for the past several years.

The following tabulation gives the importations of opium into Persia for the period 1292 (1913-14) - 1302 (1923-24).

Year A.H. Solar	A.D.	Batmans	Pounds	Value Krs.
1292	1913-14	717	4660	248.594
1293	1914-15	439	2853	87.036
1294	1915-16	11	71	3.335
1295	1916-17	770	5005	258.382
1296	1917-18	111	721	30.098
1297	1918-19	67	435	23.565
1298	1919-20	17	110	5.158
1299	1920-21	44	286	8.753
1300	1921-22	147	955	41.474
1301	1922-23	2313	15034	622.741
1302	1923-24	3396	22074	1.038.681

Transshipments of Indian Opium do not appear in the records prior to 1302 (1923-24), at which time they commenced probably due to the increasing severity in the execution of the export regulations by the Indian Government. In that year the transshipments at Bushire reached a total of 10,439 batmans. As soon as this was discovered, representations were made to the Council of Ministers that



this trade was totally to the disadvantage of Persia in that it enabled Indian opium to be exported to countries to which it could not be exported direct from India, while Persia incurred the opium on account of the fictitiously augmented exports, and at the same time suffered an inevitable depression in the market and value of Persian opium. The same being true of imports from Afghanistan, it was recommended that all such importations and transshipments be prohibited. Correspondence from the Ministry for Foreign Affairs indicates that similar representations have been made by the British Legation. It is understood that these proposals have been approved by the Council of Ministers.

The transshipments of Indian opium at Bushire in 1302 (1923-24) were as follows :-

For China	1000 Batmans	6,500 pounds
" France	243 "	1,579 pounds
" Hungary	9196 "	59,774 pounds

If the declarations represent the actual destinations, there is little doubt that these represent illicit transactions, as otherwise the shipments to Europe could have been made direct from Indian Ports. In the "Raw Opium Statistics" published by League of Nations O.D.C.I., Second Opium Conference July 22, 1924 appears a note that Hungary had 946 chests opium in transit (year not stated). In page 5 of the same report the statement appears "that no opium, morphine or alkaloids of opium were manufactured in Hungary in 1922-23. Attempts had been made to manufacture these products in the years preceeding 1914, but they had not been successful."

Exports :

In an estimate of the annual traffic in Persian and Turkish opium, League of Nations, O.C. 84, Geneva January 5th.,

1922, it is stated that "the combined Persian and Turkish opium traffic cannot be less than 1,000,000 pounds per annum."

The figures taken in this estimate for the period 1914-19 are as follows :-

Persian opium	4,097,137 pounds
Turkish opium	<u>1,792,438 "</u>
Total	<u>5,889,675 pounds</u>

To arrive at these totals, the imports into the United Kingdom and the United States were taken plus the transshipments at Bombay. Imports into the United States were estimated on the basis of 50% Turkish and 50% Persian opium.

To verify these and the Persian export figures, the foregoing statement was analysed and compared with available data. According to the statement of the League of Nations, the combined Persian and Turkish export trade would amount to 1,777,935 pounds per annum, of which the Persian share would be 819,437 pounds. As the Persian year begins on the 21st. March, the statistics are not quite comparable, especially as at the beginning of the period the exports were heavy and unusually light at its end - 1292. (1913-14), with only three months of 1914 has, therefore, been included, as has 1298 (1919-20) with three months of 1920. This gives a seven years period for comparison against the six years period, 1914-19, used by the League of Nations. A fair comparison otherwise be had.

Annual export : L. of N. figures 1914-19	819,437 pound
persian Customs figures	
1292 (1913-14), 1298	
(1919-20)	<u>785,270 "</u>
Excess L. of N. over Persian figures	<u>34,367 "</u>

The total exports of opium as indicated by the Persian Customs figures for the period 1292 (1913-14) - 1302 (1923-24) are given below :-

A.H. Solar	A.D.	Batmans	Pounds	Value Krs.
1292	1913-14	118.541	770.516	37,714.494
1293	1914-15	134.641	875.166	41,446.256
1294	1915-16	122.922	798.993	41,732.268
1295	1916-17	118.109	767.708	41,597.275
1296	1917-18	115.305	749.482	44,783.249
1297	1918-19	56.201	365.306	28,595.805
1298	1919-20	49.903	324.396	24,166.116
1299	1920-21	56.193	365.254	22,178.390
1300	1921-22	39.338	255.697	15,449.663
1301	1922-23	101.638	660.647	40,903.128
1302	1923-24	106.282	690.833	60,219.715

DISTRIBUTION:

The following table shows the distribution of the opium exports during the last two years:

It-il, 1301 (1922-23)

<u>Declared Destination</u>	<u>Batmans</u>	<u>Pounds</u>	<u>Value Krs.</u>
England	44.637	290.141	18.099.420
China	25.650	166.725	11.005.000
Russia	22.048	143.312	8.372.440
British India	5.672	36.868	2.092.000
Japan	3.279	21.313	1.180.000
Mesopotamia	176	1.144	88.000
Egypt	171	1.111	70.000
Germany	4	26	1.100
France	<u>1/8</u>	<u>.8</u>	<u>168</u>
Totals:	<u>101.637</u>	<u>660.640</u>	<u>40.908.128</u>

Tangaz-il, 1302 (1923-24)

Russia	69.427	451.276	40.994.810
China	21.106	137.189	11.604.700
Japan	5.479	35.614	3.067.600
Arabia	7.102	46.163	2.920.000
England	1.508	9.802	841.920
United States	1.212	7.878	600.000
British India	369	2.398	147.605
Mesopotamia	77	500	42.580
Oman	<u>1/2</u>	<u>3</u>	<u>500</u>
Totals:	<u>106.280</u>	<u>690.823</u>	<u>60.219.715</u>

To the 1302 figures should be added the trans-shipments, which will probably be credited to Persia in statistics of importing country, if not entered as contraband.

China	1.000	6.500	Value not stated
France	243	1.579	" " "
Hungary	<u>9.196</u>	<u>59.774</u>	" " "
Total:	<u>10.439</u>	<u>67.853</u>	
Total exports and trans-shipments	<u>116.719</u>	<u>758.673</u>	

The very large increase in the declarations for Russia in the last two years is worthy of attention. To enable comparison, the figures for the last seven years, are given below:

<u>Solar</u>	<u>A. D.</u>	<u>Batmans</u>	<u>Pounds</u>	<u>Value Krans</u>
1296	1917-18	38.844	252.486	16.059.534
1297	1918-19	6.557	42.620	2.464.805
1298	1919-20	5.693	37.004	1.744.814
1299	1920-21	5.058	32.877	1.236.445
1300	1921-22	3.814	24.791	1.286.867
1301	1922-23	22.048	142.312	8.372.440
1302	1923-24	69.427	451.275	40.994.810

Exports via the northern frontier to Russia during the last three years are as follows:

<u>Solar</u>	<u>A. D.</u>	<u>Batmans</u>	<u>Pounds</u>	<u>Value Krans.</u>
1300	1921-22	3.785	24.602	1.276.147
1301	1922-23	4.000	26.000	999.940
1302	1923-24	2.890	18.785	1.122.490

It will be noted that the exportations via the northern frontier have declined and that the entire increase in the export is through Bushire. It is therefore clear that the large increase in the declarations for Russia do not represent shipments to Russia proper. If shipped to Siberia it is impossible to state with the information at hand whether the opium ever reaches the port for which declared and if so its ultimate destination. The only information at hand in connection with the Siberian Opium Traffic is contained in a "Documentary Study, October 1923, of the International Convention" by the Swiss industries interested in opium, in which appears the statement that "China also receives opium from Siberia where the Republic of Soviets of the Extreme Orient encourages the cultivation of the poppy and have granted a

concession, with headquarters in Vladivostock, to a society known as the Bureau of the Opium Monopoly of Siberia. Before February 1923 this enterprise, attempted to purchase from the Anglo Indian Regie not less than 180.000 pounds of opium (League of Nations C.171 (1) N.88 (1) 1922 XI, p.11). Japanese morphine is also sent through Vladivostock (Report of the Commission on Opium 6 June 1923, League of Nations O.C. 114)".

Effect of Opium Export on Trade Balance

In view of the adverse trade balance any further reduction in exports is of serious consequence. The following tabulation of opium exports through Customs Houses as compared with the total exports of Persia, exclusive of oil, is therefore presented. Oil is excluded from all such tabulations of Persian exports as, while actually the largest item of export the only return to the country lies in such funds as it may be necessary to import to cover the payroll and local expenditures of the exporting company and the royalties paid the Government.

Comparative Statement Opium & Total Exports

Year A.H. Solar	A.D.	Total Export Trade Exclusive of Oil in Krs.	Value of Opium Ex- ported Krs.	Percentage Opium Exports to all Exports Excl of Oil.
1297	1918-19	115.564.195	28.595.885	24.7%
1298	1919-20	187.113.313	24.166.116	12.9%
1299	1920-21	137.441.315	22.178.390	16.1%
1300	1921-22	179.548.517	15.449.663	8.6%
1301	1922-23	305.656.123	40.908.128	13.3%
1302	1923-24	384.000.000	60.219.715	15.6% (a)

(a) 1302 totals approximate.

It will be noted that in 1302 (1923-24) the opium exports represented 15.6% of the declared value of all exports exclusive of oil. The export taxes on opium are on a specific basis and there is every inducement to the exporters to undervalue their shipments and thus conceal their true profits from the producers. The average declared value per batman of six and half pounds in 1301 was 402 Krs. and 567 Krs. in 1302. Both valuations are much too low. If due allowance is made for undervaluation and for the contraband export of opium it may be safely taken that the opium exports represent from 20 to 25 per cent of the entire exports of Persia exclusive of oil.

As another proof, were it needed, of the danger of further reducing Persia's export trade there is given below a statement of the total imports and exports of Persia, exclusive of exports of oil.

Year A.H. Solar	A. D.	Importations Krans	Exports exclusive of Oil Krans.
Shou-il 1298	1919-20	629.792.696	187.113.000
Pitch-il 1299	1920-21	482.351.633	137.441.000
Takhaghoul 1300	1921-22	609.775.368	179.548.000
It-il 1301	1922-23	619.201.046	305.656.000
Tangouzil 1302	1923-24	694.179.723	384.000.000 (a)

(a) 1302 totals approximate.

It will be noted that the export trade is but now beginning to show signs of recovery and that only in the last two years have the exports approximated 50% of the imports. It would be suicidal to undertake any programme involving further reduction in exports until such time as other exportable products have been developed to replace opium.

Expenditures Required to Enable Curtailment  
Opium Production to Medicinal and  
Scientific Purposes.

It is impossible with the available data to work out any comprehensive scheme for the substitution of other crops and other industries for opium.

Certain points, however, stand out clearly.

Opium substitution involves not merely the substitution of other crops for opium, but the provision of irrigation for such crops and of facilities for their transport and marketing.

As substitute crops will not for years produce government revenue to compensate for the loss of opium revenues, new revenue sources must be developed, or existing sources more fully exploited.

Unless much time and money is to be lost in experimentation, the first step in the substitution of other crops and other revenue sources for opium must be a careful survey of the agricultural and mineral resources of the country coincident with a study of its transportation facilities and requirements, and its economic condition.

Another unquestionably necessary step is the provision of expert direction and instruction, both in the introduction of new crops and in the proper methods and appliances to secure increased returns from crops now cultivated. In a country such as Persia with a very small percentage of literacy among the agricultural population, such direction and instruction must be mainly oral and by example; therefore a considerable number of skilled instructors and of centrally located model farms and experiment stations will be required.

The enterprises which will yield the quickest returns to the Government to compensate for the loss of opium revenues are those connected with the development of the Government owned villages, and with the provision of additional water to



the Government and privately owned properties.

With the foregoing considerations in mind a tentative program has been prepared and is submitted below for consideration.

(A) Preliminary Agricultural, Transportation,  
and Economic Survey.  
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Party should include experts in wheat, rice, cotton, silk, tea, tobacco, fruit, nuts, cane, and beet root growing and sugar manufacture. Expert in wool growing and the breeding of draught animals and beef cattle. Foreign trade expert with special knowledge of markets and market requirements and specifications for agricultural products. Transportation experts, especially experienced in mountain road, railroad, and light railway location and construction, and with knowledge of comparative possibilities of serial conveyor systems. Irrigation engineer, preferably with experience also in the reclamation of marsh, particularly salt marsh lands. Banking expert with special knowledge of government farm loans, loans to settlers and colonists, and of agricultural banking systems.

Estimated cost Tomans 100,000/-

(B) Preliminary Survey of Mineral Resources.  
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As stated in the body of the report, the known mineral resources of Persia include coal, iron, copper, red oxide, lead, zinc, salt, alum, orpiment, and turquoise. Some places gold mining is reported, but no information is available as to whether gold exists in quantity sufficient to permit commercial exploitation. Reports indicate the possibility of silver being found in one province. The coal, iron, copper and red oxide deposits are important.

The party should include not only engineers to estimate the extent, workability, and value of the mineral resources of the country, but also experts on the financial aspects of mineral exploitation and concessions, in order that their report may

include both a statement of the mineral resources of Persia and a practical plan for their development.

Estimated cost Tomans 100,000/-.

Both the surveys mentioned above can be made at any time between April 1st and December 30th.

(C) Transportation.  
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There is already a mass of information and data compiled on Persia's transportation requirements. In connection with the curtailment of opium production, the only projects necessary to consider are those for the opium growing areas. A light railway connection with the Indian Railway system at Dozdab will assist materially in this connection in so far as the province of Khorassan is concerned, and will bring greatly increased revenues to the Government by providing a market for the wheat and other products of Seistan. A very considerable passenger revenue would also be obtainable, as such a line would result in an enormous increase in the pilgrim traffic from India to the Persian shrines.

It is possible that a light railway connection between Kerman and Dozdab be justified.

A road connecting Kerman, parts of Fars and the Persian Gulf port of Bandar Abbas was located and ~~the~~ partly constructed by British Army engineers during the war as was a road between Bushire and Shiraz. Neither of these routes are commercially practicable at present for any commodity which is not relatively high in value to its weight and bulk. As these regions depend on opium for the most part for their cash crops, it will, in all probability, be necessary that one or both of these routes to Persian Gulf ports be developed, if any attempt is made to substitute other crops for opium.

Estimated cost Tomans 3,000,000.

(D) Partial List of Irrigation projects under Consideration.

	Tomans.
1. Irrigation system of Guilan	50.000 -
2. Construction Karganroud Dam, Astarabad.	25.000 -
3. Construction Meankangi Dam, Bushire.	25.000 -
4. Addition of 60 sangs water to Karaj River	25.000 -
5. Raising Shahroud water for irrigation of Kazvin lands	300.000 -
6. Karun Dam of Khuzestan (practicability requires study)	1.500.000 -
7. Amir Dike Fars	15.000 -
8. Construction Ramjerd Dam Fars	175.000 -
9. Construction Shile & Hirman Dikes of Seistan	150.000 -
10. Koch Rengh diversion project Isfahan	300.000 -
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Total	Ts. 2.565.000 -
	-----

(E) Partial List of Measures under Consideration  
in Connection with Crop Substitution and  
Improvement of Agriculture.

	Tomans
1. Purchase of machinery for public domains and demonstration purposes	100.000 -
2. Development of silkworm, cotton, flax, and importation of seeds for Public Domains and privately owned villages	300.000 -
3. Inoculation of animals against cattle plague and anthrax 50,000 tomans per annum for five years	250.000 -
4. Destruction of Sen and locusts (100,000 tomans per year for five years)	500.000 -
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Total	Ts. 1,150,000 -
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(F) Partial List of Reproductive Public Works under  
Consideration.

	Tomans
1. Dzarful Bridge (repair) Khuzestan	20,000 -
2. Construction Varamin Road Teheran	100,000 -
3. drainage Kamalabad pastures Teheran	60,000 -
4. Reclamation Moghan land Azerbayedjan	80,000 -
5. Reclamation Khar lands of Teheran	90,000 -
6. Reclamation of Miankaleh lands of Mazanderan	200,000 -
7. Creation Sugar Factory Savoj-bolagh - Teheran (includes development of plantations)	300.000 -
8. Drainage Kavir lands, Varamin - Teheran	50,000 -
9. Reclamation Dashti Dashtestan lands, Fars	40,000 -
10. Construction Enzeli Pier, Guilan	120,000 -
11. Construction, repair, and dredging of ports	1,500,000 -
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Total	Ts. 2,560,000 -
	-----

(G) Public Domains Development Program.

Provinces	Repairs Kanats.	Construc- tion Ka- nats	New Struc- tures and Improve- ments	Seed & Cash Advances	Construction of Dikes & Irrigation System.
Aragh	-	-	-	-	-
Estarabad	-	-	7.000	5.000	15.000
Azerbayejan	5.000	-	25.000	75.000	15.000
Borujerd	-	-	5.000	-	-
Fars	-	5.000	10.000	10.000	15.000
Golpayegan	-	-	-	-	-
Guilan	-	-	4.000	1.000	-
Hamadan	-	-	-	-	-
Isfahan	5.000	-	-	1.000	-
Kashan	3.000	8.000	11.000	5.000	-
Kazvin	1.000	19.000	8.000	3.000	-
Kerman	-	-	-	7.000	-
Kermanshah	-	5.000	6.000	10.000	-
Khansh	-	-	10.000	2.000	8.000
Khorassan	-	-	16.000	5.000	10.000
Khouzestan	-	-	-	-	-
Koum	-	-	-	-	-
Kordestan	-	-	5.000	-	-
Lazanderan	5.000	-	40.000	8.000	-
Nahavand	-	-	2.000	1.000	-
Semnan & Damghan	-	-	-	-	-
Shahroud	-	-	15.000	-	-
Seistan	6.000	-	4.000	8.000	-
Teheran	40.000	110.000	10.000	5.000	-
Yezd	-	-	5.000	-	-
<b>Total</b>	<b>Ts.65.000</b>	<b>147.000</b>	<b>183.000</b>	<b>146.000</b>	<b>63.000</b>

Grand Total Tomans 604.000/-.

Note: -

Additional to Annual Credits now Provided.

(H) Loans to Proprietors.

The substitution of other crops for opium will necessitate additional land being brought under cultivation to produce corresponding returns to the proprietors. This will require a large capital outlay and the making of arrangements whereby the proprietors can obtain the funds they will require at a reasonable rate of interest. It is not possible for them to develop their properties on borrowed money at the present time. Interest rates

in the bazaars run up to 24% per annum. To finance the needed improvements an agricultural bank with an initial capital of Tomans 2,000,000 should be established. Special legislation would be needed, but could unquestionably be passed to ensure the safety of the loans.

1. Technicians, Model Farms and Experiment Stations.

Persian agricultural methods and implements remain practically unchanged since primitive times. Other than hand tools and the wooden plough in use for centuries, there is practically no agricultural equipment in use. Fertilization is little practiced and any form of scientific seed selection and crop rotation practically unknown. Land is generally allowed to lie fallow for one or two years after a wheat crop. A very small percentage of the agricultural population are literate.

For these reasons, any program for the replacement of opium by other crops demands skilled technical instruction and direction, as otherwise the wasteful methods now employed would not permit such crops being raised at a cost which would enable a profitable sale for export. Such instruction and direction must be oral and by demonstration, as the general illiteracy precludes the substitution of printed instructions and directions. This necessitates the establishment of more model farms and the employment of a greater number of instructors than would be required in a country where there is a higher percentage of literacy.

Model farms and experiment stations can be established and equipped at an average cost of tos. 25,000 by taking existing government owned villages for this purpose.

10 Model farms and experiment stations Tomans 25.000/-	Ts.250.000	250.000.-
2 Model stock farms		
2 model stock farms, breeding stations and experiment stations for cattle breeding and storage growing Ts.37.500/-	Ts.75.000	75.000.-

Personnel

- 1 Director of agriculture
- 1 wheat expert
- 2 Silk worm experts
- 2 Cotton experts
- 1 Tobacco expert
- 1 Sugar beet expert
- 1 tea expert
- 1 Forester
- 1 Irrigation engineer experienced in the construction of small dikes, dams, and irrigation systems, and in the reclamation of marsh, particularly salt marsh lands.
- 1 Sanitary engineer with special experience in drainage and malaria control in agricultural districts, preferably one who has worked on small projects with limited funds where sanitary work has to pay for itself as far as possible.
- 2 Veterinarians, one with special experience in wool growing and one in breeding beef cattle, horses and mules.
- 6 Agricultural engineers with practical experience in farming and in the operation of model farms.

Including salaries, transportation, and allowances for quarters and travelling expenses in Persia an average of Tomans 7.500 per annum would be required. At least 20 men would be needed at first. The number could be reduced, or their expenses met from current revenues after three years.

10 experts	Tomans 7.500/- per annum for three years	Ts. 225.000
10 experts	Ts. 7.500 per annum for five years	375.000
	Extensions to agricultural school Ts.25.000 per annum for five years	125.000
	Employment of foreign trained Persians and graduates of agricultural school as field inspectors and demonstrators Ts.40.000 per annum for five years	200.000
	Total	Ts. 1.250.000

Prevention of Smuggling.

To prevent smuggling opium into and out of Persia,  
the frontier patrols would have to be reinforced at an approx-  
imate additional cost of Tomans 100.000 per annum for  
five years,

Ts. 500.000

To prevent contraband movement within the  
Empire, the inspection service would have to be  
reinforced at an approximate additional cost of  
Tomans 100,000 per annum for five years

Ts. 500.000

Ts.1.000.000

S U M M A R Y.

Item	Total Cost Project under Consideration.	Proposed Expenditure.
A. Preliminary, Agricultural Transportation, and Economic Survey,	100.000	100.000
B. Preliminary survey of mineral resources.	100.000	100.000
C. Transportation	3,000.000	3,000.000
D. Irrigation	2,565.000	1,000.000
E. Crop Substitution	1,150.000	800.000
F. Reproductive Public Works.	2,560.000	725.000
G. Improvement Public Domains	604,000	525.000
H. Loans to Proprietors	2,000.000	2,000.000
I. Model Farms and Techni- cians	1,250.000	1,250.000
J. Prevention of Smuggling	1,000.000	500.000
Total Totans	<u>14,329.000</u>	<u>10,000.000</u>

Note:-

An arbitrary figure has been set for each item of expenditure to bring the total within the minimum estimate of funds required.



TAXES ON OPIUM.LAND TAX.

Opium cultivated in Persia is subject to the Government's tithe or 10% of the net share of the proprietor, as is the case with all other farm products.

The proprietor's net share on opium cultivation is usually one-third of the total.

The opium crop amounting to approximately 300,000 batmans at 35 tomans per Batman, the total value thereof is tomans 10,500,000 the proprietor's share tomans 3,500,000, and the Government's tax due tomans 350,000.-

BANDEROLES FOR LOCAL CONSUMPTION

All opium for smoking must be banderolled under the law, for which a tax amounting to 21 shahis per misca (Krs.672.- per batman) is collected on 9,400,000 miscale annually. Total per annum Ts.987,000.-

The amount on which tax is paid is approximately one-sixth of the total local consumption.

MANIPULATION FEES.

Opium for local consumption:

2 misca sticks	Krs. 18.-	per batman
4 " "	Krs 16.-	" "
Export opium	" 4.-	" "

Total per annum, including realing charges, Ts.14,000/-

WAREHOUSE CHARGES.

There is a charge of one shahi per batman per day for opium stored in Government warehouses (Not yet collected in all provinces).

Annual revenue Tomans 19,999.-

TRANSPORT CHARGES

-23-

Opium sap and manipulated opium must be transported under permit for which there is a charge of 75 dinars per batman per "Farsakk".

Total per annum Tomans 200.000/-

CUSTOMS TARIFFS

Import per batman	Ts. 6-	22.000. -
Export " "	" 2-	220.000. -
Miscellaneous Charges		5.000. -

Total per annum 247,000. -

REMARK Figures based on returns of 1302.

SHIREH OF SOUKHTEH

Sold at Krs. 1.35 per miscal.

Annual revenue Ts. 200.000/-

FINES. The provisions of laws and regulations relative to fines and penalties are as follows:-

Adulterated opium sap is confiscated and destroyed and a fine of one kran per miscal imposed.

Concealed opium bearing no banderoles confiscated and two krans per miscal collected as fine.

Adulterated manipulated opium is liable to confiscation and destruction and payment of a fine of three krans per miscal.

Printers, users or possessors of forged or re-used banderoles subject to confiscation and payment of from 500 to 1000 tomans fine.

Banderoleed opium transported without permit liable to a fine of ten krans per batman

Contraband soukhteh and adulterated shireh are subject to confiscation, destruction, and payment of a fine of one kran per miscal.

Contraband morphine to be destroyed and possessor liable to a fine of 50 krans per miscal.

Insolvent offenders undergo imprisonment for periods varying according to the importance of the offence.

Total revenue from fines and penalties Tomans 30.000/. per annum.

SUMMARY

Land Tax	Ts. 350.000/.-
Banderoles	" 987.000/.-
Manipulation Fees	" 14.000/.-
Warehouse Charges	" 19.000/.-
Transport Charges	" 200.000/.-
Customs	" 247.000/.-
Shireh	" 200.000/.-
Fines	" 30.000/.-

Total Ts. 2.047.000/.-

Total revenue Ts. 23.000.000.-

Percentage of opium revenue to total revenues 8.9%

PERSIAN OPIUM LAWS.

Art. I. From the date of promulgation of the present law a tax of six shahis will be collected on each miscal of manipulated opium.

Art. II. With a view to preventing the dangerous use of the shireh derived from the soukhteh (residue of the smoked opium).

- a. The soukhteh obtained from opium smoked throughout the country must be delivered to the officials of the Finance Ministry who have to collect same against payment of a commission of three shahis per miscal payable to persons delivering the soukhteh to the Finance Officials. Should any person refuse to deliver the soukhteh or conceal it, the soukhteh will be confiscated and destroyed in his own presence.
- b. The officials are held to register the names of addicts to the habit of smoking the shireh and the quantity of shireh smoked in each locality.

Out of the soukhteh collected, shireh, just enough to meet the requirements of the locality will be prepared and distributed among the addicts against a commission of 12 shahis a miscal. All excess of soukhteh will be destroyed at the end of each year with the knowledge of the Ministry of Finance.

Art. III. In localities where the collection of the soukhteh has been in practice before the law was passed, the provisions of the Article 2 will be effective from date of enactment of this law; in places where the collection has not been in practice this law will take effect three months after the promulgation.

Art. IV. From the beginning of the third year up to the end of the seventh year of the promulgation of this law, the tax on the manipulated opium must be enhanced by three shahis per annum and the tax on the shireh enhanced by three shahis per miscal per annum. From the beginning of the eighth year the use of the shireh will be totally stopped and the use of opium confined only to medicinal purposes.

Art. V. Commercial opium exported from the country is free from the above tax.

Art. VI. Rules regulating the executing of this law, prevention of smuggling, inspection and administrative routine will be framed jointly by the Ministries of Finance and Interior.

The opium law comprising six articles was passed in the sitting of the 12th Rabiul Awa 1329 with a majority of 52 votes out of 72 members present.

President of the National Assembly  
Motamen-el-Molk.

This opium law is seen and signed by virtue of Article 17 and 33 of the Fundamental Law.

12th Rabiul Awa Tangoux-il 1329  
(A.H. Solar 1298, A.D. 1910)  
Nasserol Molk Regent.

Law Amending Article 2 of the Opium Law.

Supplementary Article.

From date of the 15th Mizan Taveshghan-il 1333, the three shahis remuneration which according to the Article 2 of the Tahdid Law, ratified on the 12th Rabiul Awa 1329 given to the persons who deliver the soukhteh to the Finance Officials will be reduced to one shahi.

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The law amending the Tahdid Law was approved by the Majority vote on the session of Saturday 21 Zighadeh-ol Earam, (9th Mixan 1333) (A.H. Solar 1293 A.D. 1914.)

Signed (Motamen-ol-Molk)

President of the National  
Consultative Assembly.

LEAGUE OF NATIONS.

O.D.C. 134.

February 18th, 1925.

SECOND OPIUM CONFERENCE.

DECLARATION TO BE INSERTED IN THE FINAL ACT BY THE  
PERSIAN DELEGATION.

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The Persian Delegate, acting on instructions from his Government, declares that he signs the Convention ad referendum and subject to the League of Nations acceding to Persia's request as set forth in its memorandum (Doc. O.D.C. 24).

O 29. M.19.1925. XI.  
O.C.247.

12A/41695/38801

LEAGUE OF NATIONS.

Geneva,  
January 22nd, 1925.

TRAFFIC IN OPIUM.

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Opium Cultivation in Persia.  
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Note by the Secretary-General.

The following report furnished by the British Government on January 15th 1925 is circulated at its request to the Members of the League and the Parties to the Opium Convention.

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Extract from Sixth Quarterly Report of the Administrator General of the Finances of Persia for the three months December 22nd, 1923 to March 20th 1924.  
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Opium.

The question of opium has been discussed in previous reports and any mention of it in this place will necessarily involve more or less repetition. This question is one of great interest from many points of view: fiscal, industrial, agricultural, commercial, hygienic, and moral. In its relation to the health and vitality of the people, however, it appears most important, and for this reason, there is published below the essential portion of a letter addressed by the Ministry of Finance to the Ministry of Foreign Affairs on 25 Houte 1302.

a. Statistics of Cultivation of Opium.

From the point of view of opium cultivation, Persia can be divided into two zones, namely the zone of cultivation and the zone of non-cultivation. The whole Central, Eastern, a part of the Western, and the Southern provinces, with the exception of the Persian Gulf littoral, lie in the former zone, while the Northern provinces such as Azerbaidjan, Guilan, Mazanderan and Estarabad, lie in the zone of non-cultivation.

No accurate statistical information is available regarding the amount of opium produced in Persia, because the Government has in the past been too weak to exercise any control in the southern provinces. The amount of opium so far under the control of the Government in the last 5 years is as follows:-

Year.	Amount of Opium produced, Batmans.	
Yout-il	1297	(March 21, 1918 - March 20, (1919) 73,486
Ghouy-il	1298	1919 - 1920 71,130
Pitch-il	1299	1920 - 1921 97,673
Takhaghoy-il	1300	1921 - 1922 58,808
It-il	1301	1922 - 1923 177,859

The above figures, however, do not represent the entire amount of opium produced, because great quantities are sold illicitly every year.

b. Production of Opium.

Opium is usually cultivated in two seasons; namely in the month of Mizan and in the month of Dalve. The crop is harvested from Jowza to Assad. The poppy head is scratched from which a juice excretes. This is gathered in receptacles and transported into Government warehouses. The opium thus gathered is used for two purposes, i.e. for home consumption and for exportation. The opium for home consumption, which is usually selected from the finer grade, is manipulated into rolls or sticks. The amount of morphia in the opium of local consumption is usually much less than that for exportation. At present a tax of 672 Krans is collected on each Batman of opium for local consumption, but it is contemplated to increase the tax by 50%.

In addition to the above, the following fees are also collected.

Manipulation fee for two miscal sticks. Krs 18 per Batman.

"	"	"	four	"	"	"	16	"	"
"	"	"	six	"	"	"	12	"	"
"	"	"	eight	"	"	"	10	"	"
"	"	"	cakes	"	"	"	4	"	"



Opium for exportation is manipulated into cakes of 100 miscals each and a Customs Tax of two Tomans per Batman is collected on the same, plus two Krans a Batman for affixing the Government seal guaranteeing its genuineness.

In addition to the above, warehouse charges amounting to one Shahi per Batman per day is collected from opium in Government warehouses.

Transportation of opium is under Government control throughout the country. Transport charges amounting to 75 dinars are collected for each Batman per farsakh.

c. Amount of Opium imported into and exported from Persia.

A very small quantity of opium is imported to Persia, but the export trade is of first importance.

The following tabulation shows the quantity of opium imported and exported during the last five years:

Year	Amount of Opium imported. Batmans	Amount of Opium exported. Batmans.
1297	67 $\frac{1}{2}$	56,201
1298	17 $\frac{1}{4}$	49,903 $\frac{1}{2}$
1299	43 $\frac{3}{4}$	56,192 $\frac{1}{2}$
1300	146 $\frac{3}{4}$	39,338 $\frac{1}{8}$
1301	2313 $\frac{5}{8}$	101,637 $\frac{3}{8}$

In order to understand the comparative importance of the opium export trade with other commodities exported, the following tabulation showing the whole export trade of Persia and the amount of opium exported in Krans is given:

Year	Amount of Export Trade exclusive of Oil, in Krs.	Value of Opium exported Krs.	Opium Percentage of Exportation.
1297	115,564,195	28,595,885	24.7%
1298	187,113,313	24,166,116	12.9%
1299	137,441,315	22,178,390	16.1%
1300	179,548,517	15,449,663	8.6%
1301	305,656,123	40,908,128	13.3%

The above tabulation is formulated on the basis of the value which the merchants have declared for their opium at the Customs. It can be surely said that the amount of money coming into the country from the opium trade is twice the amount shown in the statistics, because Persian opium is sold abroad for a price usually more than three times the value declared in the interior of the country.

d. Home consumption and quantity used for scientific and medical purposes.

The amount of opium smoked in Persia is about 60,000,000 miscals, of which about 10,000,000 miscals are under the control of the Government.

The quantity of opium used for scientific and medical purposes is comparatively insignificant. We have asked the Board of Sanitation to furnish us with information as to this item, but doubt whether any information of value is available.

The table of opium export indicates very well the importance of this item of Persian export trade. Nevertheless, the Persian Government has commenced rigid measures to fulfil its obligations under the Hague Opium Convention. At the present moment, under the economic strain existing, it is impossible to suppress cultivation of the poppy altogether, but the following steps have been taken to reach that end by degrees.

1. The cultivation of opium without the authority of the Government has been prohibited and heavy fines and penalties have been provided for those who infringe this law.

2. Opium growers shall be required in the year 1924 to obtain opium grower's license.

3. The New Regulations have provided that the quantity of poppy be materially reduced each year and replaced with whatever grain may be adapted to the nature of the soil.

4. The cultivation of poppy in the following provinces has been prohibited.

Teheran, Mazandaran, Azerbaidjan, Guilan, Mazvin, Shahrud, Hamadan.

5. It is contemplated to prohibit the cultivation of poppy in the following provinces:

Rashan, Yezd, Kermanshah, Semnan & Langhan, Golpayegan, Kamareh and Ihonsar.

The prohibition shall be enforced in a period of three years.

6. Opium has been used for so long by the people that a large number of people have unfortunately contracted the habit. In order gradually to put an end to this abominable and obnoxious habit, it has been stipulated in the Civil Service Law that opium addicts shall not be admitted to Government employment. The desirable effects of this provision cannot be overvalued, because in Persia a great number of men gain their living in Government employments. The opium smokers are required to obtain opium smoker's license. The license, which bears full particulars as regards the name, quality of opium used, etc., will serve as a strong deterrent, because no license will be issued

to smokers more than the initial quantity mentioned in the license, while buyers, sellers, and smokers will be prohibited under pain of heavy fines from dealing in or smoking opium without license.

7. Opium dens, which were up to the present frequented freely as places of recreation, will be closed to everybody except licensed smokers. Also nobody will be allowed to visit places where opium is manufactured, sold or smoked.

8. An effective propaganda against opium smoking has been commenced and has made good headway. Owing to this, smoking of opium is looked upon as a disgraceful habit and consequently many addicts are searching for means to cure themselves. Newly devised anti-opium pills have come into circulation. These pills have been examined by the Governmental Board of Sanitation and found free from opium, cross, or morphia.

It may be added that on 22 Houté, 1302 the Ministry of Finance proposed to the Council of Ministers the approval of the following article :

"In view of the Persian Government's obligation towards the League of Nations, concerning the prohibition of opium cultivation, the importation of opium from foreign countries is hereafter strictly prohibited".

Copy.

41695.

(E 11013/110/34)

(F 4184/41/37).

Extract from Seventh Quarterly Report of the Administrator General of the Finances of Persia, for the three months, March 21st, 1924 to June 20th 1924.

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OPIUM.

During the first part of 1302 very serious losses in opium revenues were reported. Part of these losses were actual and due to the delay in the approval of the budget, the reduction of personnel, and the combination of the direct and indirect tax services. A considerable part of the losses were, however, later found to have been due to an error in accounts, as credit had been taken in 1301 covering transactions in opium to be consumed and the taxes collected in 1302. Giving 1301 credit for approximately 200,000 krans collected in that year on account of credit transaction of previous years and deducting approximately 500,000 krans erroneously taken into account in 1301, a net deduction of 391,483 krans had to be made from the previously reported collections of 1301. On the other hand it was discovered that credit had not been taken in 1302 for collections on account of the credit transactions of 1301. The total of these two items amounting to 991,858 krans accounted for a considerable part of the shortage indicated in the first months of the year. The figures for the two years have now been corrected and show a net gain for 1302 of Krans 203,766. The gain, while not satisfactory, is probably the best that could be expected in view of the difficulties experienced last year in the centralization of the opium crop. During the first three months of 1303 there

was a gain of Krans 951,447, or over four times the gain for the entire year 1302. This is indicative of the improved control established over the opium traffic during the latter part of 1302 and the early months of 1303. (For detailed statement of collection See Table VIII and VIII A).

No arrangements to centralize the crop and protect the revenues due from the local consumption of Shiraz were possible during 1302, but on Colonel MacCormack's recent trip arrangements were made with the proprietors and merchants for the centralization of the crop under conditions which gave all possible facilities to the peasants. To compensate the Government in part for the loss of revenue incident to the concessions granted in order to complete centralization of opium sap and its manipulation, the merchants and proprietors agreed to pay five krans per batman on opium sap and krans 72,50 on each case of opium shipped to Bushire.

Arrangement was also made with the merchants of Isfahan, whereby they agreed to pay a total of Krs. 335 on each case of export opium shipped to Shiraz or Bushire and 230 krans for each 36 batmans of Shireh Opium transported to Shiraz. This was agreed to by them in return for concessions as to the transport of opium and its manipulation in their private factories, instead of in the Government warehouses as provided in the regulations.

A strict insistence on the full execution of the regulations relative to the centralization and manipulation of opium sap would have yielded infinitely greater revenues than those secured by the arrangements made with the merchants and proprietors of Isfahan and Shiraz. It was, however, felt that as the regulations are only now being put into effect, and,

as the proprietors and merchants had shown a desire to cooperate with the Ministry of Finance, all possible facilities should be accorded them, even were a loss of revenue to result.

The merchants of Khorassan complained against the practice of boiling the poppy heads to secure an additional quantity of low grade opium, which was then mixed with the opium sap. In consultation with the Ministry of Public Works, it was determined that this practice was prejudicial to the Persian opium trade and a decision was issued prohibiting the practice.

As it appeared that opium from near-by countries was entering Persia and being re-exported, a recommendation was submitted to the Council of Ministers that the importation of such opium should be prohibited. This is necessary for the protection of the Persian opium trade and to prevent erroneous ideas as to the volume of Persian opium exports.

O.D.C.32.

LEAGUE OF NATIONS.

SECOND CONFERENCE ON OPIUM.

Proposal by the Polish and Danzig Delegation. .

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The first, second and third Sub-Committees proposed in the first report of the Business Committee should be composed of an equal proportion of representatives of the producing and consuming countries.

SOCIÉTÉ DES NATIONS.

DEUXIÈME CONFÉRENCE DE L'OPIMUM.

Proposition de la Délégation de Pologne et de Dantzig.

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Les Sous-Commissions première, deuxième et troisième proposées dans le premier rapport du Comité des Travaux doivent se composer des représentants des pays producteurs et consommateurs en nombre égal.



LEAGUE OF NATIONS.

C. D. C. 62.

SECOND OPIUM CONFERENCE.

Proposals by the Polish Delegation concerning Parts I and II of Annex I to the Report of the Advisory Committee on Traffic in Opium.

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POLISH DELEGATION  
accredited to  
The League of Nations.

Geneva, December 8th, 1924,

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Sir,

In conformity with instructions received from my Government, I have the honour to transmit to you, on behalf of the Polish Delegation, the following proposals concerning Parts I and II of Annex I to the Report of the Advisory Committee on Traffic in Opium. (Document A. 32.1924.XI).

The Polish Government draws the attention of the Conference to the fact that an estimate, as regards manufacture, of the quantities of raw opium to be imported annually for medical and scientific purposes, which does not take into consideration the quantities required for the manufacture of all other derivatives of opium used in medical practice in addition to those enumerated in §1, would be very incomplete and quite insufficient; in the first place, there is the question of the manufacture of codein, which might be effectively employed to combat the use of morphine and to prevent morphinomania. It is to be regretted

The Chairman,  
of Sub-Committees A, C, D, E and F,  
of the Second International  
Opium Conference.

that the Advisory Committee on Traffic in Opium has omitted to consider the question of codein in its enquiries, in spite of the request made by the Mixed Sub-Committee of the Health Committee and the Advisory Committee (Annex 5, Resolution 1, page 23). I should point out that the Polish Ministry of Public Health has communicated its views on this subject in its letter of March 27th, 1923, No.2725/23, which was sent to the Secretary-General of the League of Nations through the Polish Delegation accredited to the League of Nations.

If, in estimating the quantities of raw opium to be imported annually, we neglect the quantities required for the manufacture of codein, the consumption of which in Poland is thrice (and in the Sickness Insurance Office at Warsaw even ten times) as great as that of morphine, we shall be obliged to limit the consumption of codein. This would result in an increase of the consumption of morphine, a contingency which we desire to avoid at any cost.

The Polish Government, therefore, requests that codein and its salts should be included in the text of § 1 of Part I among the products enumerated.

Being of opinion that heroin is an extremely dangerous drug and that, according to the opinion of the medical faculties of the Polish Universities and the whole medical profession in Poland, represented by the Supreme Medical Council of Poland, this drug may without difficulty be replaced in therapeutics by other and less harmful derivatives of opium.

The Polish Government requests the immediate suppression of the manufacture and distribution of heroin and proposes that

the words "(d) heroin, its salts and preparations containing heroin", should be omitted from § 1.

§ 3. Being of opinion that the legitimate interests of the consuming countries which have to bear the entire burden of the abusive use of narcotics, should be duly represented and defended in the Permanent Central Board of Experts, the Polish Government is unable to agree to the creation of this new organ unless the experts representing the consuming countries and the producing countries are equally represented thereon, in conformity with the preliminary agreement reached by the Advisory Committee on Traffic in Opium and the Health Committee of the League of Nations,

And proposes that the text of § 3 should be amended to this effect.

§ 5. States which are parties to the Convention should not, particularly after the introduction of a complete and universal system of import certificates in conformity with the modifications proposed in Part II of Annex I, be placed under any restrictions as regards their right to issue import licences for raw materials and manufactured products destined for medical and scientific use for the needs of their population and for exportation, provided of course that they strictly fulfil the duties which the introduction of the system of import certificates imposes on them. It would therefore be superfluous to endow the Permanent Central Board with the powers provided for in § 5.

However, the Polish Government will not raise any objection provided its proposal regarding the composition of the Permanent Central Board mentioned in § 3 is accepted, and the Central Board does not begin to take the steps provided for in § 5 until three years after it enters on its duties, for the Polish Government feels that only at the end of three years could the statistical data to be furnished to the Central Board under the provisions of § 4 of Part I be regarded as sufficiently stable to serve as a basis for an accurate estimate.

Nor would the Polish Government be able to agree to the introduction of a new term, "reasonable needs", in the text of the new agreement or the new convention, unless its true signification was strictly defined, particularly in view of the fact that in § 7, XIII, of Part II (Annex 1) this same term is employed along with the words "medical and scientific".

On comparing the texts of § 5 of Part I and § 7, XIII, of Part II, the expression "reasonable

requirements" would seem to mean any requirements apart from medical and scientific requirements in narcotics in other words the abusive use of narcotics.

The Polish Government therefore requests that the words "reasonable requirements" in the text of this paragraph be replaced by the words "medical and scientific requirements". The Polish Government also thinks that it would be desirable in order to avoid all misunderstandings to omit in the text of § 5 the following words "climatic and hygienic conditions and all other factors which appear to the Board to be relevant as well as any other special circumstances which the said country will be at liberty to submit to the Board".

6. The Polish Government is unable to agree to the provisions proposed in § 6, as it does not see why exporting countries should be given the right, on their own initiative, to take up the question of increasing the quantities of narcotics to be exported to any given country in excess of the amounts estimated by the Permanent Central Board of Exports.

„ ”.  
(III)

The Polish Government proposes the following amendment:

Instead of:

"Unless a copy of the export licence accompanies the consignment, the Government....."

read

"A copy of the export licence must accompany the consignment and the Government....."

§ 7.  
(V)

The Polish Government is of opinion that ecgonine should be included in the definition.

§ 7.  
(VIII)

The Polish Government proposes an amendment similar to that proposed for § 7.(III).

§ 7.  
(X)

The Polish Government is unable to accept the provisions of § 7. (X) as it is of opinion that one country cannot exercise control over the external trade of another country without infringing the principle of the sovereignty and equality of States. The control in question could only be exercised, in case of necessity, by an international organ, i.e. the League of Nations.

The Polish Government is of opinion that if the amendments which it has proposed to the text of § 7. (III) and § 7. (VIII) are adopted, the provisions of § 7 (X) will become <sup>un-</sup>necessary.

§ 7.  
(XIII)

With reference to the proposal to amend § 5 (I), and for the reasons set out above, the Polish Government requests that the word "reasonable" may be omitted from the text of § 7 (XIII).

The Polish Government is in favour of all the proposals contained in Resolutions I, II, III, IV, V, and VI, adopted by the Mixed Sub-Committee of the Health Committee and the Advisory Committee on Traffic in opium. (Annex 5).

The Polish Government proposes that the text of Resolution VI should be amplified as follows:-

"The Secretariat of the League of Nations shall periodically communicate these lists to all States parties to the present Convention".

I am authorised to state that the Senate of the Free City of Danzig is in agreement with the above suggestions.

I am, etc.,

(Signed) DR. W. CHODZKO,  
Delegate of Poland and Danzig.

LEAGUE OF NATIONS.

O. D. C. 52.

SECOND OPIUM CONFERENCE.

Memorandum on noxious drugs submitted by the Portuguese  
Delegation to the Second Opium Conference.

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The narcotic drugs, the illicit traffic in which this Conference is endeavouring to suppress, are neither cultivated nor prepared in Portugal and in her Colonies.

Their use is permitted for scientific and medical purposes only and is governed by laws and regulations which are attached to this memorandum. The application of these legislative provisions is safeguarded by severe penalties. The habit of smoking opium and the morphine and cocaine habits do not exist in Portugal. Quite recently, however, the police discovered a few persons of foreign origin who were spreading the morphine and cocaine habits.

As regards the use of opium prepared for smoking purposes - a use authorised by the Hague Convention of 1912 for the Chinese population of the Colony of Macao - the Portuguese Delegation has already submitted a communication on this subject to the first Conference, within whose competence this question lay,

In addition to the measures hitherto taken to prevent the illicit use of narcotic drugs, whether they be applicable to domestic consumption or to the export to countries with which Portugal has decided to join with the other States in seeking to check, and finally suppress, the use of these stupefying drugs by giving her determined support to the application of all practical measures directed towards the humanitarian end in view.

At the same time the essential principle of any real collaboration must not be forgotten. This consists in seeking to achieve a fruitful result by loyal co-operation with others, but each by his own efforts and acting with full responsibility. Accordingly the Co-operating countries, while collaborating for their mutual good, must not forget that they each constitute the principal active organisation in the joint defence, instead of being weakened by the control of a committee, must therefore be reinforced by each of the interested parties, by a feeling of serious responsibility towards world opinion. We must avoid making the share of each one of us a passive share, even if it were at the service of an organisation of high competence of an international character. Indeed, such an organisation might give offence to the different countries.

Thus it would be difficult for the Portuguese Delegation to support any scheme aiming at control. Nor could this Delegation agree to the principle of prohibiting the culture or manufacture of the drugs in the national territory, if it happened that this culture or manufacture were found necessary for legitimate domestic needs.

In view of these considerations the Portuguese Delegation considers that it cannot concede to an international committee the right to fix the quantities of drugs for legitimate domestic use, nor the right of imposing restrictions or prescribing provisions with regard to these drugs in national territory, unless such action by this Committee receives the necessary legal sanction for example, sanction by Parliament, in each particular case.



Text of the Law of August 6th, 1923.

On behalf of the Nation the Congress of the Republic adopts, and I promulgate, the following law;

Article 1. The importation of the products mentioned in Article 2 below, for purposes of consumption, is limited to the provisions of the present Decree, as regards the custom offices in the Republic of Portugal and in the adjacent islands.

Article 2. Raw opium, medicinal opium, alkaloids of opium (morphine, Codein, narcein, papaverin, narcotin and others), all preparations of opium, salts derived from opium alkaloids (heroin, dionin and others) cocaine and its derivatives (ecgonine) may only be exported in virtue of a certificate issued by the central Office of Public Health and certifying that these products are intended for legitimate medical and scientific purposes. They may not be re-exported.

§ 1. The Portuguese Government may issue, whenever the exporting countries shall request it, a certificate to the effect that the above-mentioned products are intended for legitimate medical and scientific purposes and will not be re-exported.

§ 2. To the list of substances and preparations specified in this Article may be added all derivatives of morphine and cocaine and their salts, or of any other alkaloid or drug of any kind which may produce similar effects to those resulting from the use of opium, morphine or cocaine.

Article 3. Any person desiring to import one or more of the products mentioned in this Decree shall be required to apply for authorisation to the Central Office of Public Health in conformity with the conditions laid down by that Office.

Article 4. Importers and holders of the products mentioned in Article 2 may not sell these products except to pharmacies and scientific establishments and after applying in due and proper form, whereby they undertake to declare in writing each month the quantity and nature of all the products which they have in stock, as well as the name of the person to whom these products have been sold.

Article 5. Pharmacies may only sell these substances upon presentation of a medical prescription, and the scientific establishments must prove that their consumption is intended solely for legitimate purposes.

Article 6. Pharmacies, depositaries and holders are required to declare within sixty days the quantities of each of the products which they have in their possession.

Article 7. Any contravention of the provisions of Articles 4, 5 and 6 shall be considered by the authorities referred to in Decree No. 2 of September 27th, 1894 as an offence under the terms of the said Decree and shall be punished by a fine of from 6 to 900 francs. In the case of a second offence the offenders shall be sentenced to the maximum fine and imprisonment.

Article 8. The fraudulent importation or exportation of the products mentioned in Article 2 shall be regarded as an offence against the smuggling laws and shall be punished as such.

Article 9. All laws contrary to the present law are hereby cancelled.

The Ministers of Justice, Finance, Foreign Affairs and Labour are instructed to have this Law printed, published and enforced.

Palace of the Republican Government,

Signature of the President and the  
Ministers.

August 6th, 1923.

Regulations for the Execution of Law No.  
Relative to the Importation and Sale  
of Opium, Cocaine and their  
Derivatives.  
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Article 1. Commercial firms which wish to import the drugs referred to in Article 1 of Law No. shall send an application to the Minister of Labour who shall transmit it to the Central Office of Public Health.

§ 1. The application, which must be authenticated, shall give the name and domicile of the commercial firm and shall be accompanied by a certificate of the registration of the said firm with the Commercial Tribunal. The decision of the Minister shall be communicated by official letter to the applicant.

§ 2. The application shall be retained by the Public Health Service: a special file shall be opened in respect of each of these applications and a register shall be held of the importing firms.

Article 2. All importers who, after being licensed and registered in conformity with the previous Article, may wish to sell one or several of the drugs mentioned, shall previously apply for the authorisation of the Central Office of Public Health.

§ 1. This application shall give the name of the importer and the quantity of drugs to be imported and shall specify the route to be followed by the imported goods and the Customs Office through which they will pass. In cases when the drugs are not pure alkaloids, and when they are compound or patent drugs, the percentage of alkaloids contained in the said drugs or special products must be specified.

§ 2. When the applicant is merely the consignee, he must produce the authenticated applications of the drug shops, drug stores, pharmacies or scientific establishments for which the drugs are intended.

§ 3. The decision of the Central Office of Public Health granting or refusing the licence of importation in whole or in part shall be communicated to the applicant and to the Central Customs Office. Within fifteen days in the case of continental Portugal, and within sixty days in the case of the adjacent islands, an appeal against this decision may be lodged with the Minister, who shall decide after consultation with the Central Board of Health.

Article 3. The holders or depositaries of the drugs referred to in the above mentioned law may only be drug shops or drug stores, and pharmaceutical chemists.

§ 1. In order to stock these drugs, drug shops and drug stores must obtain an authorisation applied for according to the procedure laid down in Article 1, unless they already possess an importation licence and have included in their application for this licence a request for authorisation to stock such drugs.

§ 2. Pharmacies must be registered in conformity with the laws in force and must send a registration certificate to the Central Office of Public Health; should they supply drugs to other pharmacies, they must comply with the conditions laid down in the previous paragraphs.

Article 4. The drugs mentioned above cannot be sold or consumed for other than legitimate medical purposes.

§ 1. In conformity with Paragraph 1 of the previous article, drug shops or drug stores may only sell to duly registered pharmacies on production of a duly authenticated order. They may not sell to other shops or drug stores without the express

....

authorisation of the Central Office of Public Health, which shall only be valid for a single transaction.

§ 2. Pharmacies may not sell the drugs governed by this law without a medical prescription which shall bear the name and address of the patient and the name of the doctor in easily legible characters. These prescriptions shall be entered in a special register.

§ 3. It is forbidden to make up the same prescription twice without a written authorisation from the doctor.

Article 5. Scientific institutions and establishments may procure the above-mentioned drugs from pharmacies or drug stores on production of an authenticated authorisation provided with a blank-stamp and signed by the competent Director who shall make an explicit declaration of the use to which the drug will be put.

Article 6. Public welfare establishments possessing a pharmaceutical service may also supply themselves with drugs on production of an order drawn up by the pharmaceutical chemist of the establishment and endorsed by the Director of the establishment.

Such establishments shall be authorised to import drugs direct as soon as their directorate has made application in writing in conformity with the terms of the previous articles.

Article 7. At the end of each quarter, the holders of depositaries of drugs shall send a statement to the Central Office of Public Health showing not only the quantities imported or purchased but also the quantities sold, specifying in each case the pharmacies to which the drugs were sold and the quantity purchased by each. Pharmacies shall also send a note indicating the quantities sold and the amount paid in each case.

§ 1. Drug shops and drug stores must enter all transactions carried out in respect of these drugs in a special register; this register shall be initialled and stamped by the Head of the Central Office of Public Health. Pharmacies must enter all quantities purchased from them, and the sums received, in a special book. This book shall be initialled at Lisbon and at Oporto by the Delegate of the Public Health Service and in other towns by the Sub-Delegate of the same Service.

Article 8. Present depositaries or holders of these drugs must declare within thirty days the quality and quantity of drugs which they have in stock.

Article 9. The Central Office of Public Health and the Public Health Service together with the Health and Administrative authorities shall be responsible for ensuring the application of the provisions of the present regulations.

§ 1. Whenever the drugs to which the present legislative measures refer shall be found not to comply with the conditions stipulated by law, they shall be confiscated; a protocol of confiscation shall be drawn up and transmitted to the competent tribunals.

Article 10. When a confiscation or fine is ordered as a result of information given or of a report drawn up by officers of the Central Office of Public Health, the share of these officers in the fine or in the yield of the confiscation, or any sum that may be assigned to them in respect thereof, shall be regarded as actual receipts and shall be entered in the special account of the Central Office of Public Health to be put to such use as may be proposed by the said Central Office to the Ministry of Labour.

LEAGUE OF NATIONS.

O.D.O.69.

SECOND OPIUM CONFERENCE.

Draft Motion submitted by the President.

The Second Opium Conference consisting of States invited by the Council of the League of Nations to consider problems connected with the extension of the Hague Convention:

Considering that the Conference has now been in session for a month :

Considering that certain important questions have arisen in the Conference:

DECIDES:

(1) To take advantage of the coming holiday session to adjourn all plenary sessions until January 12th., when the first order of business shall be the continuation of the discussion of the motion of the Delegation of the United States of America (O.D.O.66).

(2) To ask its various sub-committees to continue during this week, the discussion of the subjects now under consideration in order that the results at which they have arrived may be distributed at the earliest possible moment and thoroughly considered during the period of adjournment, reserving however, the right to the Presidents of the sub-committees to adjourn the debates according to the wishes of the members.

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LEAGUE OF NATIONS.

O.D.C. 70.

SECOND OPIUM CONFERENCE.

At the request of the Presidents of the First and Second Conference the Secretary has the honour to distribute for the information of the two Conferences the Petition of the Foreign Missionary Community of Canton, China to the Conference called under the auspices of the League of Nations for the control of  
Narcotics.

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Whereas we who are citizens of Western Nations, have observed the opening of the numerous public opium dens in South China;

Whereas it is a matter of common observation that this evil is increasing at an alarming rate;

Whereas Western Nations and their citizens have had and do even now have a direct, as well as, an indirect part in promoting the transportation, importation and spread of opium and its derivatives;

We, in the interest of humanity, in the interest of International Good Will which must be built upon fair dealing, do hereby respectfully petition your conference to secure an agreement among all Nations to limit the production of opium and its derivatives to strictly scientific and medical purposes.

Note:

- The Signatures to this petition are to be found in the registry of the Secretariat of the League of Nations.



O.D.C.123  
O.D.C/S/21.

LEAGUE OF NATIONS

SECOND OFFICIAL CONFERENCE.

GENEVA, February 14th 1925.

Proposal on the lines of the text  
submitted by the Portuguese Delegation.

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Article 19.

The Portuguese Delegation states that it  
approves the Articles of Chapter VI (C.C.P)  
with the modification to Article 19 contained in  
the Spanish proposal (O.D.C.115).

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O.D.C.123.  
O.D.C/R/22.

LEAGUE OF NATIONS  
SECOND OPIUM CONFERENCE

GENEVA, February 14th 1925.

The proposal on the lines of the text  
submitted by the Portuguese Delegation.

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Article 20

As regards the proposals contained in  
Article 20 (Allocation of Expenses) this Delegation  
suggests that it would be desirable to fix be-  
hand some basis for this allocation, as for instance,  
the population of each country or some other clearly  
defined basis.

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O.D.C.58.

LEAGUE OF NATIONS.

12A/33117x/31383

TRAFFIC IN OPIUM.

THE REGULATION OF THE TRAFFIC IN NARCOTICS IN ROUMANIA.

-----  
Reply from the Roumanian Government to the Secretary-  
General's letter of January 14th, 1924 (C.L.5).

MINISTRY OF FOREIGN AFFAIRS,  
BUCHAREST, November 11th 1924.

Translation.

Sir,

.....

The traffic in narcotics is supervised in accordance with the provisions of the Royal Decree No. 2543 of June 12th, 1920. Roumania adhered to the International Convention on the Traffic in Opium and adopted the regulation type of import certificate. She has so far issued 12 of these certificates for imports from Great Britain (to the firm of Smith in London).

As regards imports from countries which have not yet adopted this certificate, permits are granted on the basis of lists accounting for the quantities previously used by the importer.

With a view to establishing a still stricter control in the future, a bill providing for the organisation of a State Opium monopoly is at present being considered.

Roumania neither produces nor exports any narcotic.

As to the quantities imported during the past year, the Department of Statistics has supplied us with the following figures:-

To Sir Eric Drummond,  
Secretary General of the League of Nations,  
GENEVA.

Imports.

Opium	75 kilos	175 grammes
Morphine	11 "	725 "
Cocaine	15 "	675 "

Consumption.

Morphine	12 "	690 "
Cocaine	28 "	576 "

Fines for illicit sale have been inflicted in 15 cases.

(Signed) ..... ?

for the MINISTER.

122/40126/32738

O.D.C. 4.

Geneva,

November 6th, 1924.

SECOND OPIUM CONFERENCE.

REPLY FROM THE GOVERNMENT OF THE UNION OF THE SOVIET  
SOCIALIST REPUBLICS TO THE INVITATION TO TAKE PART  
IN THE SECOND OPIUM CONFERENCE.

The Secretary-General of the League of Nations has the honour to forward for the information of the Members of the League and the Governments invited to take part in the Second Conference on Opium and other Dangerous Drugs the reply of the Government of the Union of Soviet Socialist Republics to the invitation of the Council to attend that Conference.

-----  
PEOPLES COMMISSARY FOR FOREIGN AFFAIRS,

Translation.

MOSCOW.

• To the Secretary General.

October 29th, 1924.

Sir,

• I have the honour to forward to you the Memorandum from the Government of the Union of Soviet Socialist Republics with regard to the Conference which is to be convened in November for the limitation of the traffic in narcotic drugs.

(Signed) GEORGE TCHITCHERIN.

Translation.

MEMORANDUM.

In a letter dated January 24th, 1924, the Secretary-General of the League of Nations forwarded to the People's Commissariat for Foreign Affairs an invitation to attend the Conference for the limitation of the traffic in opium and other narcotic drugs, to be convened in November. On March 20th, the Secretary-General sent to the People's Commissariat for Foreign Affairs the invitation of the Council of the League of Nations to take part in the work of the Preparatory Committee on this question. On August 10th, the people's Commissariat for Foreign Affairs received from Geneva a telegram from the Chairman of the Preparatory Committee suggesting that the Commissariat should send a representative to the Advisory Committee's session opening on August 11th. As this telegram was received too late for the question to be usefully discussed, the Soviet Government will merely give its views on the question of its attendance at the November Conference.

The People's Commissariat for Foreign Affairs desires in the first place to point out that the Union of Soviet Socialist Republics is ahead of all other European countries in the campaign against the diffusion of narcotic drugs, and has taken various measures for this purpose, which the other Governments at present in power have not dared to adopt, owing to their fear of private interests. By its own efforts and on its own initiative, the Soviet Government has obtained results which the Conference being held to combat the evil can only contemplate as an object to attain in the distant future.

If it were to attend the Conference the only object of the Soviet Government would be, therefore, to endeavour to induce other Governments, to adopt measures similar to those taken by itself.

From the Report of the Preparatory Committee's proceedings sent by the Secretary-General, the Soviet Government has ascertained that the Committee restricted itself to expressing its deep regret that it was unable to come to a general agreement as between the various proposals of its members and was therefore not in a position to submit a definite programme for the Conference. The only result therefore of the Preparatory Committee's proceedings has been to emphasise yet more clearly the impossibility of an agreement between the participating Powers as to the practical measures to be taken in this field. Upon analysis of the proposals made by the members of the Preparatory Committee and of the objections raised thereto, the Soviet Government has come to the conclusion that the objection raised by the other members to each proposal was invariably to the effect that the proposal made by each Government was designed exclusively to promote the commercial interests of that Government to the detriment of the other countries, and closer examination of these objections has in all cases convinced the Soviet Government of the correctness of its view. For instance, it was shown that the proposal of the Netherlands representative; would create a monopoly for countries more especially Holland which produces the coca leaf etc., and would enable them to regulate prices at pleasure.

A similar objection was raised to the British proposal on the limitation of the manufacture of narcotics and the regulation of distribution. The effect of the British proposal would be to create, on behalf of certain Powers, among others

some of the British Dominions or Colonies which produce narcotics, a monopoly which would impede all new fair competition and enable the Powers holding the monopoly to regulate the prices of their goods. It was shown that the French proposal, discarded completely the idea of limiting production and of rationing drugs, as its main purpose was the creation of a complete system of control, namely the rigorous supervision and restriction of the international traffic; this proposal was moreover specially injurious to Great Britain.

The Government of the Union has accordingly reached the conclusion that, although the alleged aim is to combat the diffusion of narcotic drugs, the various countries are, in point of fact, seeking to promote their commercial interests and to earn business profits for themselves. In these circumstances the Soviet Government considers that it could not usefully attend any meetings or conferences of this kind.

While maintaining its general attitude towards the League of Nations, which it has frequently defined, the Soviet Government has on occasions consented to take part in conferences and commissions covered or set up by the League, wherever this course offered an assurance of substantial advantages and concrete results which were conducive to the good of mankind or to certain genuine economic objects. The Union of the Soviet Socialist Republics takes part for instance in the work of the Health Committee. It is obvious however that the Conference convened for November for limiting the traffic in narcotic drugs will be unable, as is shown by the proceedings of the Preparatory Committee, to reach similar concrete results.



LEAGUE OF NATIONS.

12A/41618/41618

C.22.M.15.1925.XI.  
O.C. 244.

Geneva, January 16th 1925.

TRAFFIC IN OPIUM.

CONTROL OF NARCOTICS IN SOVIET RUSSIA.

Note by the Secretary-General.

The following letter from the British Government enclosing a memorandum summarizing information, which has appeared in the Moscow press regarding the control of narcotics in Soviet Russia, is circulated to the Members of the League and the Parties to the Opium Convention.

FOREIGN OFFICE.

10th January, 1924.

To the Secretary-General.

Sir,

With reference to the letter from this department No.F 21/21/87 of the 8th instant, and to previous communications reporting information in the possession of His Majesty's Government regarding the drug traffic in various parts of the world, I am directed by the Secretary of State for Foreign Affairs to transmit to you, herewith, for the information of the States members of the League of Nations and parties to the Opium Convention, a memorandum summarising information which has appeared in the Moscow press regarding the control of narcotics in Soviet Russia.

(Signed) ALEXANDER CADOGAN.

NARCOTICS IN SOVIET RUSSIA.

Izvestia (Moscow) of 12th November reports that the statistics of "Share Company for the collection and treatment of opium. "Akospo" were approved by the Commissariat of Internal Trade on 29. X. 24.

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The issue of the 14th November contains the text of a decree of the Council of People's Commissaries of the Russian Soviet Republic (not the Soviet Union) regulating the trade in narcotics in the territory of Soviet Russia.

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The following is the text of this decree :-

1. In the territory of the R.S.F.S.R. the free circulation of all powerful substances which serve or can be used for various kinds of intoxication and which act destructively on the health of the population (such as cocaine and its salts, opium and its products such as morphia, heroin, etc.) is prohibited.
2. The list of the substances subject to paragraph 1 shall be issued and extended by the Commissariat for Health.
3. The Health Commissariat of the R.S.F.S.R. shall determine the annual quantity of narcotics referred to in paragraph 1 required for medicinal purposes within the country.
4. The production of narcotics is entrusted to organs of the Supreme Council of National Economy in agreement with the Health Commissariat and the import and export to organs of the Foreign Trade Commissariat in accordance with a schedule of consumer and narcotics prepared by the Health Commissariat of the R.S.F.S.R. in conjunction with the Supreme Council of National Economy of the R.S.F.S.R. and the plenipotentiary of the Commissary of Foreign Trade appointed to the Council of People's Commissaries of the R.S.F.S.R.

5. All bodies permitted to produce and trade in the powerful substances referred to in para. 1 shall present to the Health Commissariat information as to the quantity of such substances in their possession and produced by them and shall not dispose of these substances without special permission of the Health Commissariat or duly authorised organs.

6. Preparations purchased abroad by the bodies referred to in para. 5 or produced within the country for the needs of the R.S.F.S.R. shall be addressed solely to the Health Commissariat and are to be issued by the producer or customs only on production of the necessary documents and permit from the Health Commissariat for the issue of the preparations.

7. Infringement of these regulations is punished under article 136 and 141 of the criminal code.

8. The Health Commissariat of the R.S.F.S.R. shall, within two weeks, issue instructions as to the receipt, storage, registration and issue of the above-specified narcotics and as to trade in the substances named.

(Signed) President of Council of People's  
Commissaries of R.S.F.S.R.

A. RYKOV.

Moscow, Kremlin.

6.XI. 24.

LEAGUE OF NATIONS.

O.D.C.138.

SECOND OPIUM CONFERENCE.

Geneva, February 18th, 1925.

Declaration to be inserted in the final Act by  
the Siamese Delegation.

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In signing the Convention and <sup>the</sup> present Final Act, I  
wish to declare that, having no instructions on the subject of  
Indian Hemp which was not originally on the agenda of the  
Conference, I have to make reservation of Chapter III in regard  
to galenical preparations of Indian hemp and of Chapters IV  
and V solely in regard to Indian hemp.

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SOCIETE DES NATIONS.

O.D.C.86.

SECONDE CONFERENCE DE L'OPIUM.

Motion présentée par la Délégation suédoise.

La discussion des propositions américaines sera ajournée jusqu'au samedi 24 janvier, afin que l'on essaie de trouver un moyen d'élucider et de coordonner les propositions, déclarations et suggestions dont est saisie la Conférence. Peut être conviendrait-il d'instituer à cet effet une délégation mixte de membres appartenant aux deux Conférences.

SOCIETE DES NATIONS.

O.D.C.111(I)

DEUXIEME CONFERENCE DE L'OPIUM.

Genève, le 12 février 1925.

AMENDEMENT A L'ARTICLE I DU PROJET DE CONVENTION

ADOPTÉ LE 10 FEVRIER 1925.

(PROPOSE PAR LE DELEGUE DE LA SUEDE)

(Texte révisé)

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En aucun cas ces réserves n'auront pour résultat de rendre les obligations contractées aux termes de cet article par cette Partie moins rigoureuses que les dispositions de l'Article I de la Convention de La Haye.

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LEAGUE OF NATIONS.

SECOND OPIUM CONFERENCE

Geneva, February 12th.1925.

AMENDMENT TO ARTICLE I OF THE DRAFT CONVENTION

(AS ADOPTED ON FEBRUARY 10th.1925)

PROPOSED BY THE DELEGATE OF SWEDEN.

Such limitations shall not in any case render the obligations accepted under this Article by the Contracting Party concerned less extensive than those prescribed by Article I of the Hague Convention of 1912.

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O.D.C. 119  
O.D.C/R/19.

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

GENEVA, February 14th 1925.

Proposal of the Swiss Delegate concerning  
Chapter 6 of the new Opium Convention.

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Article 19

Line 7

The words "it shall consist of seven  
persons...." shall be replaced by "the Board shall  
consist of...."

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O.D.C./A24

O.D.C./R23

LEAGUE OF NATIONS

SECOND OPIUM CONFERENCE

Geneva

February 14th.  
1925

Proposal of the Swiss Delegation concerning  
Chapter 6 of the new Opium Convention

Article 21

Frd Paragraph

"Should circumstances make it necessary for any country, in the course of the year, to modify its estimates, the country in question shall communicate the revised figures to the Central Board".



O.D.C.125.  
O.D.C./R/24.

LEAGUE OF NATIONS.

SECOND OPIUM CONFERENCE.

DRAFTING COMMITTEE.

GENEVA, February 14th, 1925.

Proposal of the Swiss Delegation concerning Chapter 6 of  
the new Opium Convention.  
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Article 22.

The Contracting Parties agree to send to the Central Board, in a manner to be prescribed by the Board, within three (in the case of paragraph (c) five) months, after the end of the year, as complete and accurate statistics as possible, relative to the preceding year, showing:

(a) "The production of raw opium and coca leaves,

(b) The manufacture of the substances covered by Chapter 3 of the present Convention, and the raw material used for such manufacture: the quantities of raw materials used in the production of other derivatives not covered by the Convention shall be separately stated."

§.....

Place at the end of Article 22 the paragraph or sub-section worded as follows: "The statistics referred to in paragraphs (a), (b), (c), (d) and (e) shall be communicated by the Central Board to the Contracting Parties",

and word it thus:-

"The statistics referred to in sub-section 1, 2, and 3 shall be communicated by the Central Board to the Contracting Parties".

LEAGUE OF NATIONS

O.D.C. 64.

SECOND OPIUM CONFERENCE

MEMORANDUM ON THE CULTIVATION OF THE POPPY AND THE PRODUCTION  
OF RAW OPIUM IN THE SERB-CROAT-SLOVENE STATE

In considering the cultivation of the poppy and the production of raw opium in the Serb-Croat-Slovene State, from the point of view of national economy, four distinct elements may be noted:

- I. The immediate reasons for the cultivation of the poppy and the production of raw opium;
- II. The economic and social consequences of the above;
- III. Their social and commercial importance as regards producers and the State, and
- IV. The problem of substituting other crops for the poppy and raw opium.

I.

The poppy and raw opium in Southern Serbia are of foreign origin. They appeared for the first time in the second half of the 19th century. They were introduced from Asia Minor and spread quickly through Macedonia and the southern part of Old Serbia. Their spread was due to favourable climatic conditions and to the existence of large feudal properties.

Before the Balkan wars of 1912-1918, agriculture in the district where the poppy was grown was organised chiefly on the system of large properties. The owners were nearly always Mohammedan landlords, while the Christians were simply their serfs and were entirely dependent upon them. Owing to the climate and the fertility of the soil, the raw opium obtained was of

•excellent quality and contained more than 15% of morphine, so that in less than ten years the cultivation of the poppy extended over tens of thousands of acres.

Thus the owners of the soil, who had the climate in their favour and exploited their labourers, quickly succeeded in making huge profits. The cost of production was far lower than the cost of foreign production.

The profit to be derived from the cultivation of the poppy led to its being grown not only on the large properties but also on the smaller ones. Owners replaced other crops by the poppy, which became to them synonymous with gold.

In time the peasants devoted themselves so exclusively to the cultivation of the poppy that they gave up other crops and became entirely dependent on the production of opium, a fact which is greatly to be regretted from the point of view of national economy.

## II.

After the wars of 1912-1918, when the social conditions of the peasants were improved and the great properties were abolished as the result of agrarian reforms, the system of agriculture was changed, but not its substance. Experience was stronger than the desire for change. The peasants, although they had become independent, were not capable of adapting a fresh system of agriculture at once to fresh political and social conditions. They were naturally conservative and remained faithful to their traditions, being disinclined to abandon what they had learned from their forefathers. Circumstances were in their favour. The price of raw opium was rising every year, the difference between the prices for the

years 1921 to 1924 amounting to thousands of dinars. As compared with 60 dinars (about £1 sterling at the present rate) per kilogramme of "black gold" which was the price in 1921, they got £7 sterling in 1924.

Conservatism, however, was not the only reason for continuing the tradition of poppy-growing handed down from before 1912. In the course of the many generations during which it had been produced, the by-products of the poppy had come to occupy an important place in the social life of poppy-growers. The people in the towns began to make from the seed of the poppy, from which the raw opium had already been extracted, a kind of cooking oil which, owing to its cheapness, soon became popular in the different towns and villages. Even at Salonika "sharlagan" oil was much in demand. The Jewish inhabitants preferred it to olive oil and cottonseed oil.

More than thirty oil factories, large and small, have been built for the manufacture of poppy-seed oil.

The dry plant is used as fuel, after the opium and seed have been utilised.

The position as regards the cultivation of the poppy for opium in Southern Serbia may therefore be stated as follows:

1) It yields raw opium, which is employed simply for commercial purposes: sale and export.

2) It furnishes raw materials for local industry in which several million of dinars are invested.

3) It supplies the poorer inhabitants with a cheap oil for cooking purposes.

4) It takes the place of wood for purposes of fuel -- for the forests were almost completely destroyed more than a century ago.

III.

The social and economic importance of the cultivation of the opium poppy is partly explained in the foregoing section of this note. That, however, is not the entire explanation. The fundamental reason is to be found elsewhere. In order that it may be fully understood, it is necessary to show the relation between the retail price and profits on opium production and the cost of labour.

Taking the hectare as the unit, the social and commercial importance of poppy-growing may be shown by the following table:

One hectare produces on an average 20 kilogrammes of raw opium, 600 kilogrammes of poppy seed and 1,000 kilogrammes of fuel.

According to the present value, expressed in dinars, the price obtained is as follows:

Price of 20 kilogrammes of  
raw opium, (at 27 per  
kilogramme) ..... £140 stg. or 42,000 dinars.

Price of 600 kilogrammes of  
seed at 15 dinars per  
kilogramme ..... 9,000 dinars

Total ..... 51,000 dinars.

The average number of labourers required per hectare per season is 120 and the average wage amounts to 10,000 or 12,000 dinars.

The net profits are therefore from 39,000 to 41,000 dinars (or £135) per hectare.

Between the years 1920 and 1924, the total production of raw opium has varied from 30,000 to 80,000 kilogrammes.

As the present production of raw opium - 30,000 kilogrammes represents only one-fifth of the maximum quantity which can

be produced (and which was actually produced before 1912), the cultivation of the poppy and the production of raw opium represents a possible £1,000,000 on the credit side of the State trade returns..

Raw opium is not yet used in the Serb-Croat-Slovene State for the manufacture of products for medical and scientific purposes, although there are several flourishing branches of the chemical industry. The whole amount is exported abroad, not directly, but indirectly, by Salonica firms. All efforts of exporters of the Serb-Croat-Slovene State to sell their raw opium to manufacturers in the East have proved unsuccessful. Their failure is explained by the fact that they are unknown to the chief manufacturers in England, America and Germany; moreover, the opium exported from the State is not graded and, lastly, the Salonica firms - owing to the circumstances referred to and to their relations with foreign countries, their intimate knowledge of the world markets and their ample financial means and credit - can quickly cope with fresh competition. Thus the commercial part played by the Serb-Croat-Slovene State, as regards raw opium, stops at the frontier.

#### IV.

The information which has been given with regard to opium cultivation in the Serb-Croat-Slovene Kingdom previous to 1918 and in the period 1921 - 1924 shows that production is falling, but in an irregular manner. This is due to factors which affect opium cultivation, and over which the cultivator has no control: - frost, floods, drought and diseases of the plant.

The cultivators of raw opium in Yugoslavia are never certain as to the quantity which they will obtain in any one year; As the seed is sown in the autumn, the harvest depends mainly upon the rigour of the winter. As a rule, during the last five years, only one-fifth to one-sixth of the acreage under cultivation furnished the desired results. Floods, drought and disease have reduced production to a level unknown in the history of opium cultivation in Southern Serbia.

These facts began to cause anxiety among cultivators, and in consequence the Royal Government and various economic and social institutions, such as the Chamber of Commerce and Industry of Skoplje, undertook to examine the problem from every point of view, and in particular from the economic and social standpoint. In the course of this task their attention was first directed to the question, whether opium cultivation could be replaced by the cultivation of other products. A most careful investigation showed that this was very uncertain. In the meanwhile, the problem of opium cultivation is constantly becoming more critical. The crisis has naturally caused great anxiety among producers and the public generally in Southern Serbia.

If the state of affairs is to be properly understood, it is essential to explain the difficulties with which the producers and the Royal Government have to contend.

Tabacco, cotton, silk and grapes are the products which may, in view of the climatic conditions, be regarded as the best substitutes for opium, and the problem of their cultivation raises two questions:

1. Are opium producers capable of turning immediately to the cultivation of a new product?
2. Can the cultivation of such new products ensure the economic prosperity of producers and the State?

The cultivation of tobacco has increased considerably during the last two years, but this increase is merely a consequence of the damage caused to the poppy by frost. For, at the beginning of spring, when the cultivator is sure that the poppy will not furnish the desired results, he, having no choice in the matter, sows tobacco. The cost of tobacco production per hectare is, however, so much greater than that of opium production, that cultivators frequently lose, not merely the balance of their previous profits, but even their means of subsistence.

From the cultivator point of view, therefore, as well as from the point of view of national welfare, tobacco is not a satisfactory substitute for opium.

The production of cotton, which is the second possible substitute for the poppy, involves many difficulties of a practical and technical nature. In the first place, most poppy growers do not know how to grow cotton. Further, the severe droughts which are common in the region where the poppy is cultivated would necessitate extensive irrigation schemes which the Royal Government is not able to carry out at present. Finally, practical proof has already been obtained that cotton growing is not profitable to agriculture in general, as the costs, in proportion to the profit per hectare, are much higher in Yugoslavia than elsewhere. In spite, therefore, of the efforts of the State and of private persons, cotton-growing cannot be rendered a lucrative undertaking.



The cultivation of silkworms is better calculated to compensate the cultivators of opium for their losses, and to save them from the ruin/<sup>with</sup> which they are threatened, but its introduction will require time. A great number of mulberry tree nurseries were devastated during the recent war. The creation of new nurseries will require more patience and care than can be bestowed on this task at the moment.

Vines were very flourishing in the present opium cultivation zone before 1912, but they were completely destroyed by an epidemic of phylloxera. To replant them in existing circumstances would present a double risk for the Government which is already struggling with the over-production of wine in northern parts of the country, and for the producers, to whom the new vines would bring no profit.

In view of all the facts to which we have drawn attention, the conclusion of the present memorandum may be stated as follows: the object of the Second Opium Conference, viz.: the direct limitation of the production of raw opium, is not incapable of realisation in the Serb-Croat-Slovene Kingdom. But in carrying out this limitation it is necessary, in view of the crisis through which the country is passing, not to lose sight of the following difficulties: -

- (1) It is hardly possible to give an exact estimate of the quantities of raw opium necessary for medical and scientific needs in the Kingdom, seeing that there are various circumstances impossible to foresee (epidemics, etc.) which would make such an estimate illusory, and that the new scientific and medical institutions which have been established are making increased demands for prepared opium.

- (2) The complications which will arise in connection with the first efforts to be made by the national chemical industry to prepare the raw opium of the country;
- (3) The almost complete impossibility of estimating the acreage which would have to be sown in order to obtain the quantity of raw opium as limited. This is due to the frosts, floods and droughts which have to be taken into account in the present poppy-growing zone. In order to obtain a given quantity of opium, it is necessary - the risks being as they are to-day - to sow an acreage five or six times as large as that which is taken as the basis according to the estimate of average requirements;
- (4) The system of import certificates would place our producers and exporters in a position of complete dependence upon foreign manufacturers or importers in possession of import permits. Extortion on the part of importers would not be impossible.
- (5) The renewal of cocoon production to replace poppy-growing would involve considerable expenditure. Time would also be necessary for replacing the cultivation of one product by that of another, and it could only be done gradually.

For these reasons the cultivation of the poppy and the production of raw opium are not for the Kingdom of the Serbs, Croats and Slovenes merely the problem of a definite international evil - the abuse of narcotics; they also contain the germs of a grave social, economic, and possibly political, crisis in the near future.

LEAGUE OF NATIONS.

12A/41559/41559.

C.23.M.13.1925.XI.

Geneva,

C.C.245

January 16th, 1925.

TRAFFIC IN OPIUM.

CULTIVATION OF THE OPIUM POPPY IN SOUTHERN SERBIA.

Note by the Secretary-General.

The following letter from the British Government forwarding a copy of an article which appeared in a Serbian newspaper of November 14th is circulated to the Members of the League and parties to the Opium Convention.

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FOREIGN OFFICE, S.W.1.

8th January, 1925.

To the Secretary General.  
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Sir,

With reference to the letter from this department No. F 3304/82/87 of 14th October 1924 and to previous communications reporting information in the possession of His Majesty's Government as to the opium situation in various parts of the world, I am directed by Mr. Secretary Chamberlain to transmit to you, herewith, for the information of the States members of the League of Nations and parties to the Opium Convention, a copy of an article which appeared in the "Trgovinski Glasnik" of November 14th last giving figures regarding the cultivation of the opium poppy in Southern Serbia.

2. An almost identical article appeared in the German "Belgrader Zeitung" of November 16th last under the signature of Doctor Steva Popović, Secretary of the Belgrade Chamber of Industry. This article adds that what is required is that opium production should be, not forbidden, but encouraged and controlled to prevent the harmful use of a drug prepared for medical purposes, stating that it is at present exported to

Salonika in an unprepared state but should be prepared in Serbia, for which purpose the interest of foreign financial groups should be attracted and special factories built, especially at Štip and Veles where water power is easily obtainable. The author adds that a French firm has already entered into touch with the opium producers to this end.

3. The article gives the names of the principal Salonika firm engaged in the export of this opium as Messrs. Shaion and Company; and, according to other information in the possession of His Majesty's Government, another Salonika firm, Messrs. Saltiel Frères, is also engaged in this trade. The French firm mentioned in the article appears to be the Société des Alkaloids, which is stated to be endeavoring to get into touch with the opium growers and better the quality of the poppies; and it is reported that a Russian agent of this Company has lately bought up large quantities of wheat and maize to give to the opium growers so as to render it less necessary for them to place themselves in the hands of the Salonika merchants by accepting their advances.

4. At present the local agents of Messrs. Shaion and Messrs. Saltiel collect the poppy seeds (or, according to some reports, the opium juice) from the growers, to whom the agents have generally made cash advances. It is then treated at Salonika by processes suitable to the different markets abroad and exported thence, presumably as Greek opium.

5. None of the opium produced is consumed locally, but the whole crop is sold by the peasants in the markets of Škoplje, Štip, Veles, Kumanovo, Strumnitsa, Gevgeli, Kavadar and Tikvesh and is there bought either by buyers sent over by the Salonika firms during the season, or by agents or branch houses of those firms, or by local merchants who in their turn sell to the Salonika exporters.

6. It does not appear that the export is under any government control, except for the levy of a small export tax.

(Signed) ALEXANDER CADOGAN.

"TrgovinskiGlasnik". 14th November 1924 (Summary).

THE CULTIVATION OF OPIUM IN S. SERBIA.

The principal districts in S. Serbia where the poppy is cultivated are:- Tikvès, Velos, Prilep, Stip and Kumanovo. Before 1912 each harvest used to produce 120-150 thousand "oka" of opium. (1 oko - 1.28 kilogs.) But bad conditions especially recent hard winters have considerably reduced the output. The last harvest produced only 30,000 but experts estimate that the next crop will yield about 80,000 oka, valued at 160,000,000 dinars.

Poppy culture is very popular among the peasants for the following reasons:-

(1). The work entailed comes at the time of year when the peasant is least occupied with other cultivation.

(2). The work being easy, can be done by women and children.

(3). Returns are quick.

(4). The greatest enemy being a hard winter the autumn sowing may fail but the peasant will be able to recoup himself with a spring sowing.

(5). There is no chance of loss. As will be seen by the following figures the cost of production will be met by the sale of the poppy seed. Any opium sold is pure gain.

Under favourable conditions 1 "dulum" (1200 sq.ms) will yield 3 oka of opium and 100 oka of seed. The opium sells at 2000 dinars per oko and the seed at 12 dinars per oka. The cost of production being only 1200 dinars this shows a profit of 6000 dinars per "dulum", i.e. 500% profit on outlay.

The peasant sells his opium to Serbians who in turn

dispose of it to Salonica merchants. None of it is consumed in the interior.

The poppy seed on the contrary is used extensively in the interior. Besides its use in an unprepared state as a spice two products, "sarlagan" (poppy seed oil) and "Tahan" (used in the manufacture of sweetmeats", are manufactured from it. Finally the stalks are used as fuel.

There are about 40 "sarlagan" works in the country and big factories with modern equipment are being erected at Veles, and Stip. "Sarlagan" is almost the only oil used in Serbia and in good years it is exported to Salonica.

If the League of Nations were to forbid the cultivation of poppy seed in S.Serbia the following evil consequences would ensue:-

(1) Poppy seed for the manufacture of "sarlagan" would have to be imported via Marseilles from India and China.

(2). The already poor peasantry of S. Serbia would be greatly impoverished, as the whole population is employed in the poppy fields at harvest time and even <sup>the</sup> bigger towns are deserted at this season. If poppy cultivation were forbidden many people would have to be supported by the State.

(3). Grain crops which would have to replace the poppy do not flourish in these districts of S. Serbia owing to climatic conditions.

(4) There would be no further supply of Serbian opium which is the best in the world as it contains 13% of morphia as compared with the 9% in Asiatic opium.

The Serbian delegates at the League of Nations Opium Conference must protect our interests and show that no useful purpose could be served by forbidding the cultivation of opium in S.Serbia.

LEAGUE OF NATIONS.

C. D. C. 25.

Geneva, November 19th, 1924.

SECOND OPIUM CONFERENCE.

Summary of the Venezuelan Government's Regulation for the  
limitation of the traffic in dangerous drugs.

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• Venezuela produces neither the poppy nor the coca leaf; nor does she import these raw materials in order to manufacture the drugs derived therefrom. In Venezuela therefore, the question was merely one of regulating imports, exports and sale. This the Government has done by promulgating a Decree dated July 2nd, 1920.

This Decree forbids absolutely the import or export of prepared opium or opium for smoking purposes, and it even prohibits transit through our territory of any consignments for another country.

Opium, cocaine, their salts and derivatives intended for medical use, may only be imported or exported with the permission of the National Director of Health. Every license issued must be communicated to the Minister of Finance, in order that the latter may authorise the customs to deliver the goods to the importer or in the case of exportation, authorise the goods to be forwarded.

• Only druggists and chemists' shops, Government hospitals and establishments under the Central National Health Office are allowed to apply for the license to import opium or cocaine for medical purposes.

Export licenses can only be granted to persons who have the right to obtain these drugs according to the Regulations.

The application for permission to export must include a sworn statement to the effect that the goods are not being exported contrary to the law of the country to which they are consigned. Establishments, such as wholesale drug stores, entitled to obtain licenses for the import of dangerous drugs for legitimate purposes, may only sell these goods to establishments of the same kind to chemists shops and Government hospitals. The drugs may only be sold to private persons in accordance with a doctor's prescription otherwise their sale is rigorously prohibited. In order to avoid abuses, the order forms are not returned by the chemist who must keep them and must note the date on which the order was executed. Thus no order may be repeated unless the doctor renews his prescription.

Every month druggist and chemist's shops draw up a detailed inventory, countersigned by the Director of Health, of the quantities of morphine, cocaine etc. which they hold in stock, with details concerning the quantities imported, bought and sold. They are also obliged to note the names of the buyers, the place where the goods were purchased and all information concerning their importation.

These drugs may only be imported or exported through the customs of the four principal ports of the Republic. This Regulation is rigorously observed and all contraventions are severely punished.



LEAGUE OF NATIONS.

O. D. C. 116.

Geneva, February 13th, 1925.

SECOND OPIUM CONFERENCE.

AMENDMENT PROPOSED BY THE POLISH DELEGATION.

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Article 19.

1. After the words "a Permanent Central Board" add " for the control of narcotics".
2. Amend the second sentence as follows: "It shall consist of eight persons, four appointed by countries which produce or manufacture narcotics, and four by consuming countries."
3. Add after the word "reappointment" the following sentence: "The Board shall elect its own Chairman".
4. For "term of three years" read "term of five years".