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and the Members of the League.]

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GENEVA, August 30th, 1924.

League of Nations.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND
OTHER DANGEROUS DRUGS.

MINUTES

OF THE

SIXTH SESSION

HELD AT

GENEVA FROM AUGUST 4th TO 14th, 1924.

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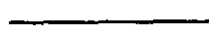
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LIST OF MEMBERS.

Representatives of Governments:

<i>Netherlands:</i>	M. van WETTUM (<i>Chairman</i>).
<i>Siam:</i>	H.E. Prince CHAROON (<i>Vice-Chairman</i>).
<i>China:</i>	M. CHAO-HSIN CHU.
<i>France:</i>	M. BOURGOIS.
<i>Germany:</i>	Dr. ANSELMINO.
<i>Great Britain:</i>	Sir Malcolm DELEIVINGNE.
<i>India:</i>	Mr. John CAMPBELL.
<i>Japan:</i>	Dr. TSURUMI.
<i>Portugal:</i>	H.E. M. FERREIRA.
<i>Kingdom of the Serbs, Croats and Slovenes:</i>	H.E. Dr. YOVANOVITCH.
<i>United States of America:</i>	Mr. NEVILLE (<i>in an advisory capacity</i>).

Assessors:

M. Henri BRENIER.
Sir John JORDAN.
Mrs. Hamilton WRIGHT.

AGENDA.

1. Election of Chairman and Vice-Chairman.
 2. Progress report by the Secretary.
 3. Consideration of the question of inviting the interested Powers not represented on the Advisory Committee to attend the Committee when the Report of the Opium Preparatory Committee is presented.
Proposal of the French Delegate.
 4. Report of the Chairman of the Preparatory Committee for the Opium Conferences.
 5. Further consideration of Assembly Resolution No. 2, 1922.
 6. Position in regard to free ports, free zones and bonded warehouses:
 - (a) Consideration of the Report and Memorandum on Customs Statistics.
 - (b) Diversion of consignments in transit.
 7. Issue of import certificates by telegraphic instruction. Proposal of the delegate of the Netherlands.
 8. Consideration of O.C.157 (Law Enforcement).
 9. Control by the Chinese authorities of opium and its derivatives supplied by the drug stores in China and owned by Chinese as well as by foreigners.
 10. Consideration of the position in China with special reference to the reports of the Chinese Commissioners and the report of the International Anti-Opium Association.
 11. Consideration of the position in regard to Persia.
 12. Consideration of the position in regard to the ratification and enforcement of the Opium Convention and the adoption of the Import Certificate System in the South and Central American States.
 13. Traffic in drugs through Vladivostock.
 14. Indian hemp.
Proposal by the South African Government.
 15. Consideration of the report dealing with the opium situation in mandated territories.
 16. Consideration of the Reports of the Mixed Sub-Committee of the Health and Opium Committees.
 17. Simplification of statistics.
Proposal by the Delegate of the Netherlands.
 18. Consideration of the resolution proposed by Sir John Jordan.
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FIRST MEETING.

Held at Geneva on Monday, August 4th, 1924, at 11 a.m.

M. BOURGOIS (France) in the Chair.

Present: All the members of the Committee and the Assessors, except Sir Malcolm Delevingne (Great Britain), M. Chao-Hsin Chu (China) and M. Brenier.

1. Welcome to M. Yovanovitch, Representative of the Kingdom of the Serbs, Croats and Slovenes.

The CHAIRMAN welcomed M. Yovanovitch, representative of the Kingdom of the Serbs, Croats and Slovenes, who would take part in the work of the Committee. He expressed the satisfaction of the Committee at the prospect of his co-operation.

M. YOVANOVITCH thanked the members of the Committee for their welcome. He would do all in his power to assist in the work.

2. Work of the Opium Preparatory Committee: Proposal by Mrs. Hamilton Wright.

The CHAIRMAN desired to pay a tribute to the work accomplished by M. van Wettum as Chairman of the Opium Preparatory Committee, whose report was before the Advisory Committee. The preparation of the report had involved a great expenditure of time and trouble. He congratulated him on the result of his efforts and stated that he intended to propose that M. van Wettum should take the chair during the sixth session of the Advisory Committee.

Sir John JORDAN, while associating himself with the tribute paid by the Chairman to the industry and ability of M. van Wettum, regretted that he did not consider that the Preparatory Committee had successfully performed its task. Its duty had been to prepare a unanimous report for the Council containing a programme for the two Opium Conferences which were to meet at the end of the present year. In actual fact, however, it had submitted five different reports, and this amounted to a confession of failure. While, therefore, congratulating the Chairman of the Preparatory Committee, he could not, in the circumstances, congratulate the Committee itself.

Mrs. Hamilton WRIGHT proposed that, as all the members of the Preparatory Committee were now at Geneva, they should be requested to hold a further meeting, with the object of making a great effort to reach agreement on certain general principles common to the five schemes contained in their report. If the experts on the Preparatory Committee were unable to agree, how could it be expected that the representatives of the large number of nations taking part in the Conferences would be able to reach agreement?

Public opinion was demanding some tangible result, and the Preparatory Committee should, therefore, be urged to do all in its power to find some points of principle on which its members could unanimously agree.

The CHAIRMAN and M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) pointed out that, according to the rules of procedure, the proposal of Mrs. Hamilton Wright could not be considered until the Committee had elected its Chairman.

The proposal of Mrs. Hamilton Wright was, therefore, adjourned.

3. Motion for Adjournment.

The CHAIRMAN proposed that, in view of the fact that two members of the Committee had not yet arrived, owing to the disorganisation of the train service, the Committee should adjourn until the afternoon, when it should proceed to the election of its Chairman.

This proposal was adopted.

SECOND MEETING.

Held at Geneva on Monday, August 4th, 1924, at 3.30 p.m.

Chairman: M. BOURGOIS (later, M. VAN WETTUM).

Present: All the members of the Committee and the Assessors, with the exception of M. Brenier.

4. Election of the Chairman and Vice-Chairman.

M. BOURGOIS, acting as Chairman, informed M. Chao-Hsin Chu and Sir Malcolm Delevingne that his colleagues had awaited their arrival before proceeding to the election of their Chairman.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) said he was sure that he would be expressing the views of his colleagues when he thanked M. Bourgois on behalf of the Committee for the skill and tact with which he had presided over its discussions.

He proposed that M. van Wettum should be appointed Chairman; he was conspicuous alike for his competence and for the hard work which he had recently done for the Committee.

Sir Malcolm DELEVINGNE (Great Britain) stated that he had felt that, if it had been possible, the Committee should choose for its Chairman this year Mr. Campbell, the representative of India, as no one was better acquainted with the subject before the Committee. Mr. Campbell, however, had informed him that his duties as Commissioner in Greece made it impossible for him to accept the Chairmanship. This being so, Sir Malcolm Delevingne thought it would be more in accordance with the practice which the Committee had hitherto followed if a Chairman was selected from among the representatives of the Powers who had not, as yet, occupied the Chair. He himself had most agreeable recollections of the Chairmanship of M. van Wettum, but he thought there was something to be said for passing on the Chairmanship to other members of the Committee. He therefore would like to propose Dr. Tsurumi, the Japanese representative. He understood that Dr. Tsurumi was already a member of the Health Committee of the League and was familiar with the procedure.

Dr. TSURUMI (Japan) thanked Sir Malcolm Delevingne for his proposal, but as this was his first appearance on the Advisory Committee, he would prefer not to act as Chairman.

M. CHAO-HSIN CHU supported the motion of Dr. Yovanovitch, and M. van Wettum was elected Chairman unanimously.

M. van WETTUM (Chairman) thanked his colleagues for the honour they had done him in electing him to preside over their debates.

On the motion of Sir Malcolm DELEVINGNE (Great Britain), seconded by the CHAIRMAN, Prince Charoon was unanimously elected Vice-Chairman.

5. Publicity of Meetings of the Committee.

The CHAIRMAN recalled the fact that last year the Committee had adopted the principle of publicity, reserving the right to go into private session at any time, if it should be necessary.

Mrs. Hamilton WRIGHT thought it was more important than ever that the work of the Committee should be given full publicity, because the world was becoming more and more interested in that work.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) feared that public opinion would be disappointed, in view of the advisory and technical character of the questions with which the Committee was dealing and since it would have to discuss a report by the Preparatory Committee, containing five projects, before being able to agree on a general report. He therefore thought that it would be preferable to hold only private meetings at first.

M. Yovanovitch had taken part in the work of the League of Nations for five years and had always been in favour of publicity for the debates, but, in view of the complexity and the very technical character of the question now before the Committee, he considered that the members

would feel able to express themselves much more freely in private meetings. He was therefore of the opinion that the five schemes put forward by the Preparatory Committee should be examined in private and that only the general report of the Advisory Committee should be read in public.

Mr. NEVILLE (United States of America) thought that, in principle, the Committee should hold its meetings in public, reserving the right to go into private session when complicated questions rendered it necessary. If the Committee decided that its meetings should be private, its action might be misconstrued.

Sir John JORDAN entirely agreed with the views expressed by Mr. Neville. He said that he had always been in favour of holding the meetings in public and the arguments put forward by M. Yovanovitch had long ago been satisfactorily answered. Personally, Sir John Jordan thought that it would have been better to have held the meetings in a more important centre than Geneva, in which they would have received more publicity. If these meetings were going to be held in private, he for one would prefer to have nothing to do with them.

M. BOURGOIS (France) recalled the fact that the Preparatory Committee had unanimously decided to hold its meetings in private; this decision had been taken for many reasons — among others, out of deference to the Council, to which it had to make a report. The meetings at which the Advisory Committee discussed the work of the Preparatory Committee ought, for the same reasons, to be private.

Sir Malcolm DELEIVINGNE (Great Britain) said that originally he had inclined to the view, for the reason mentioned by M. Yovanovitch among others, that it was better for the Committee to conduct its business in private. Last year, however, the Committee had tried the experiment of sitting in public and, on the whole, the results had been satisfactory. The meetings had received much more attention in the public press and public interest had been stimulated. Certain of the press reports had been misleading, and individuals had been attacked, but other reports had given a fair account of the proceedings, and on the whole the advantages had outweighed the disadvantages.

In view of the precedent set in 1923 and the practice usually adopted by the Committees of the League, he considered that the Committee should decide to sit in public, while reserving the right to hold private meetings in regard to any particular matter. It would then be open to any member to propose that the discussion of the Preparatory Committee's report should be held in private.

M. BOURGOIS (France) insisted on the discussion of the Preparatory Committee's work not taking place in public. The Committee had not, in point of fact, discussed subjects of a very confidential nature, but it was a question of principle and of deference to the November Conference and to the fifty-four countries which would be invited to attend. It was the invariable practice for the preparatory committees of such Conferences not to publish accounts of their discussions before the Conference met. Moreover, the November Conference would be public.

In the case under discussion it would not be the Preparatory Committee which would be making its work public, but the Advisory Committee on the Traffic in Opium. As, however, all the members of the Preparatory Committee were also members of the Advisory Committee, it would practically amount to the same thing.

After insisting on the principle of non-publicity, M. Bourgois said, however, that he had no objection to Sir Malcolm Delevingne's proposal since, in fact, the Preparatory Committee had discussed nothing confidential.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) expressed the same opinion.

The Committee decided, on the motion of Sir Malcolm DELEIVINGNE, to hold its meetings in public while reserving the right to sit in private when it thought fit.

6. Consideration of the Progress Report by the Secretary.

The CHAIRMAN opened the discussion on the Secretary's report regarding the progress of the Committee's work (Annex I). He proposed that the report should be discussed section by section.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) thanked the Secretary for her report.

It was agreed that discussion on Sections I and II, referring to the Conferences to be held in November, should be adjourned.

III. Manufacture of Heroin.

As regards the question of heroin, Sir Malcolm DELEIVINGNE (Great Britain) wished to point out that some of the Governments seemed to have misunderstood the meaning of the resolution which had been adopted last year. He had noticed that one or two had said that they were not prepared to make any observations because no heroin was manufactured in their country. The principle underlying the resolution was, however, the prohibition of the use of heroin as a drug in medicines; the prohibition of manufacture followed as a necessary result.

What the Committee wished to know was whether medical authorities in the various countries considered it possible and desirable to dispense with heroin in medical practice or to restrict its use. He thought that the Secretariat might be asked to refer the matter back to the Governments concerned and ask them for information on this point, which was the fundamental one.

The CHAIRMAN thought the mistake was due to the text of the resolution itself. He entirely agreed with Sir Malcolm Delevingne's proposal.

The proposal in question was adopted.

Sir Malcolm DELEVINGNE (Great Britain) asked the Japanese representative to explain the exact meaning of the note in Group 1, which referred to Japan.

Dr. TSURUMI (Japan) said that it meant that Japan agreed to the limitation of heroin as a narcotic drug.

Sir Malcolm DELEVINGNE (Great Britain) asked whether the Japanese Government considered it possible to dispense with heroin in medical practice.

Dr. TSURUMI (Japan) replied that that was another question. In his own opinion, it was not possible to dispense with heroin in medical practice. The Secretariat had received a letter from the Japanese Government on this matter.

The SECRETARY said that there had been an official reply from the Japanese Government, which stated that it would have no objection to dealing with heroin on the same basis as the salts of morphine or of cocaine.

Mr. NEVILLE (United States of America) said that there must be a misunderstanding, since heroin was fully covered by the Hague Convention and was placed on the same footing as morphine and cocaine.

M. KUSAMA (Advisor to the Japanese representative) said that this statement was made because there was a difference of opinion with regard to the efficacy of heroin. It was not possible, therefore, to dispense with the drug at present.

Mrs. Hamilton WRIGHT asked whether heroin was used to any great extent in Japan. Other nations were trying to discontinue its use and the United States had passed a law prohibiting that use. Did the Japanese Government consider that it was an essential drug?

Dr. TSURUMI (Japan) repeated that there was a difference of opinion among scientists and medical authorities in Japan. The Japanese Government, therefore, could not decide the question at present.

IV. *Annual Reports.*

The CHAIRMAN said that the reports of the Netherlands Government for 1921-1922 and 1923 would be received by the Secretariat in a few days. In these reports the Netherlands Government gave the figures of annual consumption.

Sir Malcolm DELEVINGNE (Great Britain) thought it would be an advantage if the Secretariat could give the names of the countries which had not sent reports, as well as of those from which reports had been received.

This proposal was adopted.

V. *Exchange of Information with regard to Seizures.*

The CHAIRMAN said that this question was still under consideration by the Netherlands Government. He understood that the Minister for Foreign Affairs would temporarily be the Central Authority.

Sir Malcolm DELEVINGNE (Great Britain) suggested that this section of the report might be misleading. The Committee had passed a resolution in 1922 in favour of the direct exchange of information as to seizures between the Powers concerned, and last year it had adopted a further resolution recommending the communication of the information also to the Secretariat. The list of countries which had accepted the principle of direct exchange of information with regard to seizures was therefore not the same as the list given at the foot of the page and he suggested that the list should be revised.

The SECRETARY pointed out that the list was based on the replies received from the various Governments in respect of the latter resolution referred to by Sir Malcolm Delevingne.

VI. *Customs Statistics.*

No observations.

VII. *Penalties.*

Sir Malcolm DELEIVINGNE (Great Britain) thought that there had been a misunderstanding on the part of some Governments as to the meaning of the last part of the resolution adopted in 1923, probably owing to the manner of its wording. The last part of the resolution referred to the introduction of clauses dealing with infractions of the law in foreign countries. That part of the resolution had been based on a suggestion of his own; he had wished to call attention to a new provision in the British law by which a person in England who arranged for illegal transactions in other countries could be punished in England.

This proposal seemed to have been understood to refer to the punishment of nationals committing offences when in foreign countries. What he had had in mind was not the punishment by the British Government of an offence committed by a British national in France, for example, but the punishment of an offence committed by persons, whether of British or other nationality, who arranged in England for the commission of some illegal transaction in another country. It was due to the introduction of this measure that the British authorities had succeeded recently in obtaining important convictions of foreign traffickers.

If this were explained to other Governments, they would probably think it desirable to include similar provisions in their own legislation.

The Secretariat was instructed to communicate with the Governments, giving an explanation of this resolution on the lines suggested by Sir Malcolm Delevingne.

It was further decided that the Secretariat should distribute to the Advisory Committee a list of the countries which had replied to the resolutions of the Committee on this question, together with a list of those which had not.

VIII. *Signature and Ratification of the Opium Convention.*

No observations.

IX. *Annual Requirements of Drugs.*

The CHAIRMAN said that, as he had already mentioned, the annual report of the Netherlands Government would be received in a few days. This report contained the figures relative to opium and its alkaloids. The annual requirements in raw opium were estimated to be 2,900 kilogrammes, or 414 milligrammes per head. For the whole country, 45 kilos of cocaine would be required, which worked out at $6\frac{1}{2}$ milligrammes per head.

Sir Malcolm DELEIVINGNE (Great Britain) asked Mr. Campbell for information regarding the population of Greece and its estimated requirements of drugs for medical and scientific purposes.

Mr. CAMPBELL (India) replied that the population of Greece was about 5 millions, and the quantity of opium which she said she required worked out at about 3.1 grains per head, which was much less than the quantity required by European countries in general.

X. *Import Certificate System.*

M. FERREIRA (Portugal) said that he had made representations to his Government with a view to its sending a reply to the Secretariat regarding the system of import and export certificates.

XI. *Issue of Certified Copies of Import Certificates.*

No observations.

XII. *Revised Customs Tariff (China).*

Sir Malcolm DELEIVINGNE said that he did not think the summary of the British communication quite represented the intention of the original. The British Government had made the regulations governing the possession, purchase and sale of drugs by British subjects in China more stringent, and it was interested to know what steps were being taken with regard to their subjects by other countries having interests in China. He asked the Secretariat if it could distribute to the Committee copies of the British Government's original letter.

The SECRETARY replied that it would be distributed that same night.

Annexes to the Report.

Sir John JORDAN said he would like to have the Annexes suppressed because they were misleading as regards the situation in China, where, in spite of all the laws and regulations which had been adopted, the importation of illicit drugs was worse than ever; the import of German drugs, for instance, had increased immensely. He did not see the use of publishing documents containing regulations that were not in force.

The CHAIRMAN pointed out that, as all the replies of the Governments were published, the Annexes to which these replies referred should also be published.

Mr. NEVILLE (United States of America) agreed with Sir John Jordan that, despite the laws⁵ and regulations which had been passed by the Powers to control it, the traffic in drugs in China continued on a large scale. The United States had for many years had a pharmacy law which applied to China. Although it was enforced as far as possible, there probably were a few Americans engaged in the morphine traffic in China. This was probably true of other Governments also.

Mr. CAMPBELL (India) proposed that all the Annexes should be left out, and that the text of the summaries of the replies Section XII of the report received from Japan, the United States and the Netherlands should be amended. The words "See Annex 1, A, B and C respectively" could be suppressed and the sentence referring to the questionnaire drafted as follows: "This Government refers to its reply to the Questionnaire sent by the League in 1921."

Mr. Campbell's proposal was adopted.

7. Examination of the Report of the Opium Preparatory Committee: Question of the Representation of the Interested Powers on the Advisory Committee during the Discussion of the Report.

Mr. BOURGOIS (France) pointed out that the Preparatory Committee, at its first meeting, had asked the Council to authorise it to invite the Powers most nearly interested in the draft Convention to attend the debates on this subject. It appeared to him to be essential that these Powers should be invited to give their opinion before the draft Conventions, some of which affected their interests so deeply, were submitted to the Conference.

The Preparatory Committee had been reduced, mainly for financial reasons, to four members together with the assessors. It had at once noted that all the interests at stake were not represented on the Committee. For this reason, it had made its request to the Council regarding the invitation to other countries. For certain reasons, which it would take too long to explain, it had not been found possible for the Preparatory Committee to convene representatives of these countries and it had thought that advantage might be taken of the meeting of the Advisory Committee to obtain the views of these Powers.

Mr. CHAO-HSIN CHU (China) said that he had been appointed by his Government some time ago to represent China on the Preparatory Committee, since China had been asked to nominate a representative to take part, if necessary, in the work of that Committee. He had then asked the Secretariat if he was required to attend the meetings, but he had been informed that no delegate except the members of the Preparatory Committee were taking part in its work.

Mr. CAMPBELL (India) said that he would like to know what Powers M. Bourgois proposed to summon to express their opinion on the work of the Preparatory Committee. He would be glad if M. Bourgois would present a definite proposal in writing.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) asked whether the Committee would have time to summon the representatives of the various countries. It first had to examine the reports and it would no doubt have finished its work before the delegates could arrive in Geneva, that was to say, in about ten days' time.

M. BOURGOIS (France) said that he fully realised the difficulties which had been raised, but he considered that before submitting to the Conference, M. van Wettum's proposal concerning cocaine, for example, it would be desirable to know whether Peru or Bolivia agreed to it. Otherwise, other Powers would be disinclined to support it. Likewise, it would be essential, before submitting to the Conference Sir Malcolm Delevingne's proposal, to know whether Switzerland was prepared, generally speaking, to accept the tenor of that proposal.

The same applied to Sir Malcolm Delevingne's proposal regarding the limitation of cultivation. The views of the Persian and Turkish Governments were absolutely necessary on this point.

Mrs. Hamilton WRIGHT thought that they could not expect to have the co-operation of these Powers unless definite proposals could be submitted to them. Countries could not be expected to cut down their sources of revenue merely because outsiders asked them to do so. Personally, she had thought that the members of the Preparatory Committee were drawing up some suggestions to help these nations to conform to the principles which asked for the restriction of production and she still thought that some suggestions could be made to them before the meeting of the Conference in order to enable them to find out where they stood, what their difficulties were and what they proposed to do.

Dr. ANSELMINO (Germany) supported M. Bourgois's proposal to invite the Powers concerned to send delegates to the Committee. It was unfortunately impossible to do so now. Moreover, it would be necessary to examine the five proposals of the Preparatory Committee and this would entail a great deal of work.

The German Government had not had cognisance of the report and was, therefore, unable to take any decision in the matter. It would first be necessary for it to get into touch with the manufacturers and traders.

Dr. Anselmino was, therefore, not in a position at the moment to make any definite statement on behalf of Germany as to whether a direct limitation (the United States proposal) was preferable to an indirect limitation (the French and Dutch proposals). He therefore asked that the consideration of the report might be adjourned until the beginning of September. In the interval it would perhaps be possible for a small Committee to draw up a single scheme.

Sir Malcolm DELEIVINGNE (Great Britain) stated that he had submitted to the Preparatory Committee at its first session the resolution in favour of consulting with the other countries which were interested either in the manufacture of the drugs or the production of the raw materials and which were not represented on the Preparatory Committee. He had hoped, however, at that time that the Committee would be able to agree upon a single scheme, and his idea was that it would facilitate the consideration of the scheme at the full Conference if an understanding could be arrived at first between the manufacturing and producing countries. Unfortunately, it had not been possible for the Preparatory Committee to reach any agreement, and the situation was completely changed. He disagreed with M. Bourgois's statement that his proposal for inviting the other countries to the meeting of the Advisory Committee was a suggestion of the Preparatory Committee.

M. Bourgois had raised the matter at the last session of the Preparatory Committee, and he (Sir Malcolm Delevingne) had opposed the proposal strongly. In the first place the Preparatory Committee's report had only just reached the Governments concerned, and, as Dr. Anselmino had said, it required very careful study. Moreover, five schemes had been presented, and even if the countries concerned could send delegates to the Advisory Committee, the Governments would not have had the time to study the question as it deserved, and to give their opinion. After all, the countries which were not represented on the Preparatory Committee or the Advisory Committee would have full opportunities at the Conference to express their opinions.

Further, any hasty decision taken by these delegates at the meeting of the Advisory Committee might be quite different from the decision which they would take at the Conference after they had all had the opportunity of consulting and negotiating with each other. The Advisory Committee had not been instructed to prepare a scheme, but merely to make observations on the report of the Preparatory Committee. He thought that it would be easier to arrive at an agreement at the Conference if sufficient time were left to the various Governments to examine all the schemes contained in the report of the Preparatory Committee.

He added that it was the intention of the Council and the desire of the Preparatory Committee that any observations which the Advisory Committee might make should be sent at once to the different Governments. The report of the Preparatory Committee had already been so submitted.

If the consideration of the report were postponed until September or later, there would be no interval at all between the deliberations of the Committee and the Conference in November. He therefore saw no hope of an agreement being reached except at the Conference itself, and it was essential to give the Governments time to examine the report of the Preparatory Committee at their leisure.

Mr. NEVILLE (United States of America) asked whether the Secretariat had received any replies from the Governments which had been invited to appoint representatives to attend the Preparatory Committee, indicating that they were willing to accede to this request.

The SECRETARY replied that, at the request of the Council, the Secretary-General had informed the States not represented on the Preparatory Committee that they might be called upon to nominate representatives to serve on that Committee. Bolivia, China, Italy, India, Germany and Japan had replied to the effect that they had nominated representatives who would be ready to give their services to the Preparatory Committee, if required.

When the May session of the Preparatory Committee was adjourned; the various Governments had been asked to send representatives to the June session. They had duly been informed of the postponement of the June session, but they had not been advised that their representatives might be called upon to attend the meetings of the Advisory Committee.

M. BOURGOIS (France) said that at the meeting of the Preparatory Committee three out of four members had been in favour of consulting the Powers concerned.

M. Brenier, who had left Geneva before any decision was taken in this matter, had stated in writing that he was in favour of the proposal; M. van Wettum and he himself (M. Bourgois) were also in favour of it. The fact that five schemes were before the advisory Committee was no reason for not summoning the Powers concerned. Their representatives might help to reach an agreement.

Although the Preparatory Committee had finished its work, it would be of the greatest value to summon representatives of the Powers concerned to a meeting of the Advisory Committee. In its last resolution, the Preparatory Committee had specially requested the Advisory Committee to draw up as quickly as possible that part of its report which dealt with the Preparatory Committee's work, inasmuch as the report on this matter had to be communicated, not only to the Council, but to all the countries summoned to take part in the Conference.

The Advisory Committee would be able to do valuable work in supplying all the members of the Conference with information as to the technical opinions of the experts. The Secretary had just told the Committee that the interested Powers had been advised three months ago that they should appoint experts, and that those Powers had already received the report. Consequently, their experts had had time to obtain a general grasp of the subject, and to decide upon their attitude with regard to the various proposals submitted to them.

Sir John JORDAN thought that the Advisory Committee ought first to deal with the report of the Preparatory Committee. He considered that, if five proposals were submitted to the Government representatives who were to be summoned to Geneva, the confusion would be made worse than it was at present.

The SECRETARY said that she had been instructed not to communicate to the Governments concerned the Minutes of the Preparatory Committee, because the work of that Committee was confidential. Consequently the producing and manufacturing countries had not been kept in touch with the work.

The report of the Preparatory Committee had been sent out fifty or sixty hours after its last meeting, which had ended at 7 p.m. on Wednesday, July 16th. The Drafting Committee had begun work at 8 o'clock the next morning and had continued until mid-day. The stencils were cut on the Thursday afternoon and the report was translated into French on the Friday. Copies had been sent out on Saturday afternoon, July 19th.

M. BOURGOIS (France) agreed with Sir John Jordan as to the advisability of beginning the discussion of the report at once and, if the Committee did not reach agreement as the result of such discussion, he would not abandon his idea of summoning other countries. It was only on those lines that he could support Sir John Jordan's proposal.

He desired once more to congratulate the Secretariat on its work. The report must have been received by the various Governments about July 21st. It had therefore been in their hands for nearly a fortnight, and as the representatives would not be summoned for five or six days, they would have had more than three weeks in which to examine the report.

He suggested that the Secretariat should send a letter to the States concerned advising them that the Committee proposed to hear their representatives in the course of its present session. A communication in this sense might be addressed to the Swiss, Peruvian, Bolivian, Persian, Greek and Soviet Governments.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) observed that it would take ten days for a delegate from Turkey or Persia to come to Geneva. It would therefore be desirable for the Committee to hold a further session when these representatives could be heard.

Sir Malcolm DELEIVINGNE (Great Britain) feared that it would be pre-judging the issue to send a communication immediately to the interested Powers.

MR. CAMPBELL (India) pointed out that the report of the Preparatory Committee could only reach the Government of India three weeks or so after its despatch, and that he himself had only received a copy two days ago. When the Government of India received the report, it would have to consider what measures it was going to take, and it would have to give instructions to its representative who would attend the November Conference. It was of course possible that the matter might be brought before the Indian Parliament and, if so, it would only just be possible for the Government of India to communicate instructions to its representative before the Conference began.

He thought that it was therefore too late to consult the Powers concerned with regard to the work of the Preparatory Committee. It might happen that a Government representative on the Advisory Committee would express a view regarding the work of the Preparatory Committee which differed from that which he would have to express at the Conference in November, since he would now be speaking in his own name, whereas in November he would be speaking in the name of his Government.

M. BOURGOIS (France) said that Mr. Campbell had raised a very delicate question. He would first of all point out that the various proposals submitted by the Preparatory Committee were not Governmental, but personal proposals. Again, although Mr. Campbell did not know the opinion of his Government on the report of the Preparatory Committee, his personal opinion on that report would be of great value to the Advisory Committee. Mr. Campbell had also said that certain experts could not express any opinion as they would not have received instructions from their Governments; but there were diplomatic silences which were more eloquent than long speeches. It was therefore desirable to summon these experts, who might perhaps be found in Europe. As the Governments concerned had already been advised of the possibility of their receiving a summons, they must already have in view the representatives whom they would appoint.

In conclusion, he asked that a telegram should be sent to the countries designated by the Council. If his colleagues desired to strike certain countries off the list approved by the Council he would have no objection. He urged, however, that representatives of the following countries should be summoned to Geneva during the following week: Switzerland, Peru, Bolivia, Persia, Turkey, Greece and Russia.

Mrs. Hamilton WRIGHT said that the Committee should have a definite programme to submit to the Governments. It would be unfortunate to invite representatives of those Governments to come to Geneva unless the Committee had concrete proposals to submit to them. She could not understand why the Preparatory Committee had not prepared a tentative programme and submitted it to them weeks ago.

M. Bourgois's proposal, on being put to the vote, was adopted by 7 votes to 2.

THIRD MEETING.

Held at Geneva on Tuesday, August 5th, 1924, at 10.30 a.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors, with the exception of M. Brenier.

8. Examination of the Report of the Opium Preparatory Committee: Invitation to the interested Governments to send Representatives to attend certain Meetings of the Advisory Committee.

The SECRETARY explained that, as a result of the decision taken by the Committee at its last meeting, an invitation had been despatched to all the Governments concerned with the exception of the Governments of Peru and Russia, with whose European representatives the Secretariat was not in touch.

Sir John JORDAN enquired what would be the duty of the representatives of these Governments if they took part in the meetings of the Committee. He had understood by the terms of the Council's resolution that they would be asked to collaborate with the Preparatory Committee in framing a scheme for submission to two conferences to be held in November. Now he understood that these representatives were to assist the Advisory Committee in discussing the result of the Preparatory Committee's work.

The CHAIRMAN said that it was in this sense that he had understood M. Bourgois' proposal.

M. BOURGOIS (France) explained that his first proposal had been to the effect that the representatives of certain manufacturing and producing countries should be asked to assist the Preparatory Committee in the preparation of the programme of the Conference. The Preparatory Committee had rejected this proposal and he had then suggested that the representatives should be present at those meetings of the Advisory Committee at which the report of the Preparatory Committee was discussed.

Sir John Jordan desired that the report should be discussed immediately. M. Bourgois was ready to agree to this. If as a result of the discussion one single scheme could be unanimously adopted it would then be of great advantage if the representatives of the Powers concerned would come to Geneva and examine that single scheme with the Advisory Committee.

In reply to Sir John JORDAN, the CHAIRMAN said that if the Committee did not succeed in reaching unanimous agreement upon one single scheme it would then decide whether or not to invite the representatives of the countries concerned to attend.

Sir Malcolm DELEIVINGNE (Great Britain) pointed out that it would be quite possible to telegraph both to the Peruvian Government at Lima and to the Soviet Government at Moscow informing them that the Advisory Committee might request them to send a representative to attend certain of its meetings. The Governments in question could telegraph instructions to their European representatives who could hold themselves in readiness to proceed to Geneva if the Advisory Committee found it necessary to ask them. It would be most unfortunate if the Committee omitted to invite the Government of Peru, which produced great quantities of coca leaf, to attend the meetings of the Committee.

The Committee decided that an invitation should be addressed by telegram to the Government of Peru and the Soviet Government.

9. Examination of the Report of the Opium Preparatory Committee: Publicity of the Discussion.

The CHAIRMAN asked whether the Committee desired to meet in public or in private during its examination of the Preparatory Committee's report.

M. BOURGOIS (France) pointed out that the Preparatory Committee had decided unanimously not to conduct its work in public, and it had based this decision on diplomatic tradition. The Preparatory Committee had not published the result of its work so that it might not embarrass those Governments which would be invited to take part in the Conference, and so as to avoid the public discussion of the programme of the Conference before it met. This decision of the Preparatory Committee would be entirely null and void if the Advisory Committee, whose duty it was to examine the results obtained by the Preparatory Committee, were to do so in public, the more so since the Advisory Committee comprised all the members of the Preparatory Committee, who would, therefore, naturally make use of the same arguments in the Advisory Committee as they had used in the Preparatory Committee.

The Advisory Committee's work was in no way confidential, but there was a question of principle at stake, as the Preparatory Committee had worked in private and had even decided not to transmit the Minutes of its meetings to the Governments.

Mr. NEVILLE (United States of America) pointed out that the report of the Preparatory Committee had already been forwarded to the Governments concerned, and that the Advisory Committee in its discussions would not go beyond the limits of the documents submitted to it on the question. In his view, there was no longer any reason for maintaining the privacy of the Preparatory Committee. The Advisory Committee was only called upon to discuss the results achieved by the Preparatory Committee, and there was no reason why this should be done in secret. In any case, the report of the Advisory Committee would be made public very shortly.

The CHAIRMAN said that he had no personal objection to the meetings being held in public, though he could not see that the circumstances had altered. The Advisory Committee was in the same position as the Preparatory Committee, and could scarcely publish a report before that report had been submitted to the Council. The Preparatory Committee had not published its Minutes, and the discussions which would take place in the Advisory Committee would be of a similar nature to those which had been recorded in those Minutes. They should, therefore, be treated in the same way and should be private.

M. BOURGOIS (France) agreed. The Preparatory Committee had decided that its report should not be published until the Council had received it. There were even graver reasons for secrecy. He himself hoped that the Advisory Committee might perhaps achieve one single scheme. Several members intended to examine the possibility of agreeing on such a scheme. If there were the smallest chance of success then it should be taken, and the Committee should wait till the end of its session before publishing the results of its work. A much greater spirit of conciliation would preside over the meetings, if they were held in private. Further, public opinion would be kept sufficiently informed, since in a few weeks the questions would be discussed by the Assembly and the Council.

Mr. NEVILLE (United States of America) referred to the results achieved by the Preparatory Committee which had met in private. Could they be described as definite or final? It seemed that privacy had failed. The very fact of meeting in public might, so to speak, compel members of the Committee to reach a unanimous decision.

Sir John JORDAN agreed. To discuss the report in public would probably do a great deal of good. Secrecy had hitherto led to failure. He felt convinced that the Council was indifferent as to what course the Advisory Committee took with regard to publicity. The questions with which the report of the Preparatory Committee dealt were ones of general public interest, and did not in the least concern diplomatic tradition.

The Preparatory Committee had been perfectly right to conduct its meetings in private, but the Advisory Committee should discuss in public the results achieved. If, however, M. Bourgois could give the Committee a reasonable assurance that by sitting in private it could achieve a unanimous agreement upon one single scheme, then, by all means, let it sit in private. He doubted, however, whether that was possible.

Sir Malcolm DELEIVINGNE (Great Britain) pointed out that the Advisory Committee had, at its last session, held all its discussions regarding the Conferences in public. As a result of its discussions it had asked the Council to convene Conferences with the object of reducing the production of raw material and the manufacture of the drugs to the medicinal and scientific requirements. As a result of the work of the Preparatory Committee five different schemes had been submitted to the Governments. Of these schemes two seemed to him to have an object which was different from that laid down in the resolution of the Council convening the second conference. By the Council's resolution the Conference was to examine the possibility of limiting the amount of the output of the raw material and of the manufactured goods. The two schemes to which he referred, however, were concerned with the revision of the Hague Convention and dealt with an indirect form of limitation.

The Advisory Committee was called upon to discuss all five schemes. If, therefore, it discussed in private the two schemes dealing with indirect limitation, it would be reversing the procedure which it had followed at its last session, since, in discussing those schemes, it would have, at the same time, to discuss the general principle underlying the programmes of the Conferences.

At the last session the general public had heard the arguments put forward in favour of a scheme for direct limitation. They ought now to hear the arguments in favour of a scheme of indirect limitation. Any discussion, therefore, of principle (direct or indirect limitation) should be held in public. If, on the other hand, there were any real hope of reaching a unanimous decision in private then the Committee should sit in private, but he himself was in favour of public discussion of questions of principle.

M. BOURGOIS (France), in reply to Sir John Jordan said that the only reasonable assurance which he could give regarding the possibility of agreeing on one single scheme was the assurance of his goodwill, and that he left it to his colleagues to decide whether that assurance was reasonable or not.

The usual procedure was that technicians should meet in private and present their conclusions to those who had appointed them. It was for the latter to decide on the question of the publicity to be given to the discussions and conclusions of the experts.

He begged to differ from Mr. Neville. He thought that very often, as the result of private conversation, questions were settled for which it had not been possible to find a solution after many hours of public discussion. This had been the case at the previous session of the Advisory Committee.

As, however, M. Bourgois did not wish to be accused of desiring to conceal the views of the French Government he would withdraw his proposal and agree that the Committee should sit in public.

Mrs. HAMILTON WRIGHT said that she was in favour of public meetings.

The Committee decided to hold its meetings in public when discussing the report of the Preparatory Committee.

10. Examination of the Report of the Opium Preparatory Committee: General Discussion.

Sir John JORDAN desired to make one general comment. The Preparatory Committee had been nominated by the Council and its members appointed by the Advisory Committee. They did not therefore represent their Governments but had been called upon, in their capacity as experts, to draw up a scheme for submission to the Conferences. In reading its report, however, he had not gained the impression that such had been the case. In the first place he noted, from the list of members of the Committee, that it appeared that M. Bourgois, Sir Malcolm Delevingne, M. van Wettum and Mr. Neville represented their Governments; moreover, on examining the schemes included in the report it was apparent that they had obviously been framed elsewhere and had been brought cut and dried to the Preparatory Committee. The Preparatory Committee had therefore misconceived its duties. Its members had considered not one general scheme framed by them in their expert capacity but a number of schemes embodying the views of the Governments of the various countries to which the individual members of the Committee belonged. Thus a general scheme based on the collective expert experience of the members of the Preparatory Committee had not been forthcoming. This was a great defect and indeed the fundamental flaw in the Committee's work.

Further, certain of the five schemes contained in the Committee's report took no account of conditions in the Far East. The countries of that part of the world were, it was well known, the victims of contraband trade. Moreover, it was universally known that those countries were not in a position to put into practice all the complicated methods suggested in some of the schemes. It had been proposed, for instance, that the restrictive measures carried out in one country such as France or Great Britain should be applied internationally. Anyone who knew the countries of the Far East knew that, in their present state of disorganisation, certain of them could never put such a proposal into force.

He thought, therefore, that it was the duty of the Advisory Committee to take the five different schemes submitted to it, to extract what was common to all and by these means to construct one single scheme.

M. BOURGOIS (France) pointed out that the scheme which he had submitted to the Preparatory Committee was entitled, "Scheme submitted by M. Bourgois", and not "Scheme submitted by the French Government".

The CHAIRMAN said that the members of the Preparatory Committee had been elected by the Advisory Committee and had not represented their Governments on the Preparatory Committee.

Sir John JORDAN said that he did not wish to press the point.

As regards the Far East, M. Bourgois's scheme, which was very ably drafted, had taken no account whatever of the situation there. The contraband trade in the Far East was greater now than it had been four years previously when the Advisory Committee had been established. In his opinion, three-quarters of the contraband trade was with China and the neighbouring countries.

M. BOURGOIS (France) stated that he had endeavoured in his scheme to take account not only of French interests but of the interests of all countries. Had he only been concerned with French interests he would immediately have agreed to the scheme of Sir Malcolm Delevingne, which would result in the establishment of a virtual monopoly of the great manufacturing Powers.

Mrs. Hamilton WRIGHT wished the Committee to be quite clear as to what it was to discuss. The primary point was the limitation of production and it was with a view to achieving this limitation that the Assembly had sanctioned the summoning of the Conferences. The Advisory Committee had discussed secondary considerations at previous sessions but had reached the conclusion that the only really effective step towards stamping out the abuse of opium and other dangerous drugs was to limit production. M. Bourgois's scheme and certain of the other schemes were very excellent but they did not go far enough. They did not touch the Far East, where the question was of particular importance.

Mr. CAMPBELL (India) suggested that any reference to the constitution of the Preparatory Committee and the manner in which the members had approached their task was now irrelevant. He proposed that the Committee should discuss the report itself.

Mr. NEVILLE (United States of America) agreed. At its previous session, the Advisory Committee had adopted certain resolutions, subsequently endorsed by the Council and the Assembly, calling for a reduction in the amount of drugs manufactured and the amount of raw opium to be produced and exported. The Preparatory Committee had been appointed in order to draft a scheme to give effect to this decision. Two of the five schemes in the Preparatory Committee's report represented an earnest effort to control production. Two others made no attempt to control production but merely dealt with what had been referred to in the Committee as subsidiary measures, import, export, sale, etc.

The Advisory Committee would be justified in demanding an explanation of how production was to be controlled by means of those two schemes. If they represented a different point of view from that adopted by the Assembly and repeated in the instructions given to the Preparatory Committee, then an explanation was necessary. It would be impossible for the Committee to carry out its mandate by merely attempting to control distribution, sale, transport, etc. It would have to go further and make an effort, however, difficult the task might be, definitely to restrict the amount of drugs manufactured and the amount of raw material produced and exported for that purpose. Any schemes which did not make an effort in this direction did not fulfil the purposes for which the Conferences had been summoned.

M. CHAO-HSIN CHU (China) was surprised to note that the Preparatory Committee had not reached any definite conclusion. Five proposals were now before the Advisory Committee, submitted by five experts. Each proposal seemed to him to be worthy of attention. In his opinion, the Preparatory Committee should at least have been able to arrive unanimously at something definite for submission to the Advisory Committee and not merely at five proposals or draft Conventions submitted by each of its members. This result could have been achieved quite as easily by correspondence.

As Sir John Jordan had pointed out, several of these schemes overlooked a most important factor, namely, the opium question in the Far East. He proposed therefore that the Preparatory Committee should be asked to meet again and to submit one final scheme for discussion.

M. BOURGOIS (France) agreed with Mr. Neville's remarks on the partial failure of the Preparatory Committee to deal with the problem of the direct limitation of production. He could not, however, agree with his criticism regarding those schemes which did not deal directly with limitation. The only reason why he himself had not mentioned direct limitation in his scheme was that he had not thought it possible to base a Convention on measures resulting in a revolution of present economic conditions in China, Persia and Turkey — and this even without consulting the representatives of those countries.

Mr. NEVILLE (United States of America) pointed out that, with regard to the Far East, a special conference was to be summoned to deal with opium-smoking and the recrudescence of opium-growing in China. In the draft which he had submitted, he had definitely included any agreement which might be reached on these questions, as part of such regulations as might be formulated to cover the production and distribution of opium.

Two of the draft schemes submitted specifically mentioned coca leaves and cocaine, but one of them was merely an attempt to put on paper an agreement which embodied the principle of the restriction of production.

None of the schemes were intended to represent the hard and fast views of any Government, but he presumed that they were based on principles which the Governments would accept. Two of them, however, made no effort, so far as he could see, to deal with the essential problem before the Committee. To endeavour to find a means to limit production was indeed most difficult, but that was no reason why the effort should not be made.

M. CHAO-HSIN CHU (China) pointed out that China was only one of the countries in the Far East and that there were many others where opium-smoking was permitted. Perhaps Sir John Jordan's suggestion in Document O.C. 201 might be used as the basis of a concrete proposal for dealing with the situation in the Far East. Some proposal should be made whereby production could be gradually suppressed year by year. China alone should not be blamed, since there were other countries which were equally guilty.

M. BOURGOIS (France) said that he preferred to attain the end in view by a flank attack rather than fail in a frontal assault.

Sir John JORDAN asked whether it would not be possible for the authors of the five schemes to meet and try to reach an agreement. The British and American proposals, for instance, seemed to him to be practically identical. An agreement might therefore be reached between Sir Malcolm Delevingne and Mr. Neville. The other three schemes might also perhaps be brought into agreement. Unless the Preparatory Committee and the Advisory Committee were to confess to utter failure, only one report must be prepared. If it were not possible to prepare that report, then the League, as far as drug problems were concerned, was a failure.

Mrs. Hamilton WRIGHT proposed the following resolution:

"In view of the fact that all the members of the Preparatory Committee are present at the meetings of the Advisory Committee, the Committee hopes that the Preparatory Committee will hold an informal meeting to see if a single programme, based on the points held in common, cannot be accepted, before precipitating an unnecessary discussion at the forthcoming Conference in November."

On the proposal of the CHAIRMAN, *the draft resolution was distributed to the members of the Committee for their consideration.*

It was agreed that it should be discussed at the next meeting.

FOURTH MEETING.

Held at Geneva, on Tuesday, August 5th, 1924, at 3.15 p.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors.

II. Examination of the Report of the Opium Preparatory Committee: Draft Resolution proposed by Mrs. Hamilton Wright regarding the appointment of a Sub-Committee.

The CHAIRMAN opened the discussion on the draft resolution proposed by Mrs. Hamilton Wright at the last meeting. The draft resolution read as follows:

"In view of the fact that all the members of the Preparatory Committee are present at the meetings of the Advisory Committee, the Committee hopes that the Preparatory Committee will hold an informal meeting to see if a single programme based on the points held in common cannot be accepted, before precipitating an unnecessary discussion at the forthcoming Conference in November."

M. BOURGOIS (France) proposed that the last phrase, "before precipitating...", should be deleted.

The CHAIRMAN thought that Dr. Anselmino had certain proposals to make and suggested that he should be appointed a member of the Preparatory Committee.

Mrs. HAMILTON WRIGHT supported the Chairman's proposal.

Dr. ANSELMINO (Germany) said that the object which the Committee desired to attain was the successful struggle against the abuse of opium and dangerous drugs. A means should, therefore, be found of attaining that end. With this object in view, as a first step, competition between purveyors of drugs should be prevented by abolishing differences in price. Neither coca leaves nor morphine were used like orange leaves as a sedative for old persons and children. There was no relationship between ordinary narcotic drugs and dangerous drugs. The traffic in dangerous drugs was an extraordinary traffic and must be regulated by extraordinary means. The Committee had to choose between five schemes of the Preparatory Committee and the six following methods of regulating the traffic:

(1) A syndicate should send the raw materials and the drugs manufactured to Geneva to a special warehouse. Each request for drugs should be sent to a central office.

This scheme gave the most effective guarantees and established the most efficacious means of removing abuses and preventing smuggling.

(2) A syndicate without centralisation might be established.

(3) A Convention regarding prices and a convention regarding regional quotas or quantitative quotas.

(4) Import certificates with an office of control or without universal control.

(5) Free export of the quantities required, with notification at the same time to the country of destination, of each consignment of drugs.

(6) Free and unhampered trade.

The Committee decided to postpone the consideration of Dr. Anselmino's proposals to a future meeting.

The SECRETARY pointed out that constitutionally speaking the Preparatory Committee ought now to give place to a Sub-Committee of the Advisory Committee, since the Preparatory Committee had already sent its report to the Governments. The proposal of Mrs. Hamilton Wright might therefore be amended to read as follows:

"In view of the fact that all the members of the Preparatory Committee are present at the meetings of the Advisory Committee, the Committee hopes that the members of the Preparatory Committee and Dr. Anselmino will meet as a Sub-Committee of the Advisory Committee to see if a single programme cannot be accepted, based on the points held in common."

The text of the resolution thus amended was adopted.

On the proposal of Sir John JORDAN supported by M. BRENIER and M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes). *Mr. Campbell was also appointed member of the Sub-Committee.*

After an exchange of views, the Committee decided to adjourn in order to allow the Sub-Committee to begin its work immediately.

FIFTH MEETING.

Held at Geneva, on Thursday, August 7th, 1924, at 3 p.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee (except M. Ferreira, who was replaced by M. Antonio Gomes d'Almendra) and the Assessors.

12. Issue of Import Certificates by Telegraphic Instructions: Proposal of M. van Wettum.

The CHAIRMAN said that he had nothing to add to his proposal (Annex 2). He merely wished to propose that all Governments should be allowed to telegraph their instructions for the issue of import certificates. Such a procedure would meet most of the complaints which had been urged against the system.

Mr. NEVILLE (United States of America) said that the United States Government had adopted the practice of issuing import certificates by telegraphic instruction ever since the system had been in use. As the information required for issuing or refusing import certificates was transmitted from distant countries, the business of the alkaloid manufacturers would be seriously hindered if the Government were compelled to await the arrival and departure of certain mail steamers in order to issue its instructions.

An arrangement already existed between the United States and Great Britain concerning the telegraphing of instructions. There would, he thought, be no difficulty in adopting the proposal of the Netherlands representative.

Dr. ANSELMINO (Germany) asked how the inaccurate transmission of information could be avoided.

Mr. NEVILLE (United States of America) replied that if a United States official whose duty it was to transmit information did not do his work satisfactorily his future as a civil servant would be jeopardised.

Sir John JORDAN asked whether the instructions emanated in the first instance from the Government of the United States of America.

Mr. NEVILLE (United States of America) replied that the American Consul General in London, for example, received instructions as to the amount of drugs a firm was allowed to export and he was asked to arrange for obtaining an export licence.

Sir Malcolm DELEVINGNE (Great Britain) said that the proposed method seemed to be entirely in accord with the spirit and intention with which the import certificate system had been drawn up. The object of that system was to obtain a guarantee from the responsible authority of the importing country that the import was approved by the Government of that country and was required for legitimate purposes. It did not matter to the country of export which officer issued the certificate, so long as the certificate expressed the approval of the importing country.

As Mr. Neville had explained, the British authorities received from the American Consular Officer a certificate which stated that it was issued on the instructions of the United States Government and was in the same terms as the form of import certificate approved by the Advisory Committee and the Assembly. This certificate gave all the guarantees which the Committee wanted and removed certain difficulties which had presented themselves in connection with legitimate commerce.

The proposal of the Netherlands representative was adopted.

13. International Opium Convention of 1912: Methods of Enforcement.

The SECRETARY explained that the document before the Committee (Annex 3) had been sent by the Secretary-General on August 30th, 1923, to all the members of the Advisory Committee. He had asked for the observations of the members of the Committee on the document and had, at the same time, asked whether there were any further questions which they considered should be added.

Sir Malcolm Delevingne and Mr. Campbell had replied that the questionnaire should be considered by the Committee before being despatched to the various Governments. Prince

Charoon had agreed entirely with the document. M. van Wettum had expressed disagreement and had suggested that the Secretariat should submit the document to the Committee before it was despatched to the Governments. Dr. Anselmino had not made any suggestion with regard to the document.

She had then consulted the Secretary-General of the League, who felt that the document should not be sent to the Governments and that the question should be placed on the agenda of the present session of the Advisory Committee.

M. BRENIER did not consider it desirable that the Committee should discuss the document. Certain of the stipulations which it contained would undoubtedly be examined by the Conference in November when it discussed the question of the regulations for supervision which were to be inserted in the future Convention.

Sir John JORDAN and M. BOURGOIS (France) expressed agreement with M. Brenier's observations.

Mr. CAMPBELL (India) proposed that the discussion of the question should be adjourned indefinitely. He shared M. Brenier's objections. The Committee had bombarded the Governments with questionnaires and they would perhaps resent this further enquiry. Moreover, the replies to many of the questions asked were already to be found in the documents deposited in the Library of the Secretariat. Some of the other suggestions had been discussed in detail and the general opinion was that they were impracticable.

M. BOURGOIS (France) expressed complete agreement with Mr. Campbell's conclusions and with the arguments by which he had justified them.

Sir John JORDAN asked Mr. Campbell whether the Committee had already dealt with the question of labelling.

Mr. CAMPBELL (India) replied that the question had already been considered by the Committee and that it had come to the conclusion that a system of labelling of the kind suggested would be valueless because the labels could be washed off and false labels used. It had been proposed to use indelibly marked containers, but that system had its more special difficulties which perhaps could not be surmounted at the present time.

Sir Malcolm DELEIVINGNE (Great Britain) thought it was worth while reserving the question of labelling for further consideration. There was some value in the suggestion, and the system was being tried in England.

The proposals made by Mr. Campbell and Sir Malcolm Delevingne were adopted.

14. Provisional Regulations for the Registration of Chinese and Foreign Pharmacies: Proposal of the Chinese Government.

M. CHAO-HSIN CHU (China) explained the reason why the Chinese Government had brought this matter to the notice of the Advisory Committee (Annex 4).

Many foreigners in China enjoyed extra-territorial rights, and, in order that China might give effect to the measures for suppressing the traffic in opium within her frontiers, the Chinese Government must be given full power to enforce the laws of the country. The Government hoped, with the help of the Committee, to obtain the support of the Powers concerned in achieving that object.

Sir John JORDAN thought that the question did not fall within the competence of the Committee, but within that of the diplomatic body at Peking and the Chinese Government. The Commission had no powers to enforce rules. He accordingly suggested that the document should be referred back to the Chinese Government for negotiation with the diplomatic body at Peking, which would no doubt give the matter sympathetic consideration.

Sir Malcolm DELEIVINGNE (Great Britain) considered that it was useless for the Committee to deal with the subject at all in the existing situation. He believed that the traffic in drugs in China as carried on by nationals of Powers having extra-territorial rights was at present subject to regulation and control by those Powers. In the case of British nationals the trade was subject to regulations formulated by the British Minister in China with the approval of His Majesty's Government at home.

It would be of more immediate value to consider whether the regulations in force, with regard to the trade in drugs in China carried on by subjects of Powers having extra-territorial rights, were really adequate, that was to say, whether they were sufficient to control the trade in the same way as it was controlled in the territories of the Powers themselves. Recently the British regulations in China had been revised, and now dealt with the matter in a very effective manner.

Some time ago he had called the attention of the Secretariat to the position of Great Britain in this connection, and had suggested that information should be obtained regarding the steps taken by other Powers. He thought accordingly that the Committee might recommend that all Powers having extra-territorial rights in China should — if they had not already done so —

introduce regulations, similar to those adopted in their own country, to govern the trade in these drugs by their subjects in China.

Mr. CHAO-HSIN CHU (China), whilst agreeing with Sir Malcolm Delevingne, thought that China should lay before the League of Nations her difficulties in enforcing the laws prohibiting the opium traffic in China. The question had been taken up by his Government with the diplomatic bodies in Peking. The Government might have consulted certain Powers, but, on account of their treaty rights, none of them was willing to waive its extra-territorial rights. The Chinese Government therefore could not carry out the regulations in question, and he had been instructed to submit the matter to the Advisory Committee in the hope that the latter might be able to make suggestions for controlling the traffic in opium as a whole. China did not expect a solution which would modify the treaty rights, but she wanted the support and co-operation of the members of the Committee and their Governments. It was an international question, and although many cases of smuggling had been discovered, some of them had eventually been found to be beyond the control of the Chinese authorities.

M. BRENIER said that the support asked for by M. Chao-Hsin Chu was conveyed in Sir Malcolm Delevingne's proposal. The Committee could suggest to the Governments of countries having concessions in China that it would be desirable that their local regulations should be made to conform with the Chinese Government's views as regards the control of pharmacies, or that they should themselves make their own laws applicable in their territorial concessions in China.

In this connection and in support of Sir Malcolm Delevingne's proposal, M. Brenier said that measures of a similar nature had been stipulated in the Hague Convention, which it was now fashionable to deride, but which nevertheless contained interesting provisions. Chapter IV of the Convention, for instance, contained a number of measures which the Powers had undertaken to adopt with regard to opium and which were similar to those mentioned by Sir Malcolm Delevingne.

M. Brenier then read Article 18 of Chapter IV of the Hague Convention:

"The Contracting Powers having treaties with China shall take effective measures for the gradual reduction, *pari passu* with the effective measures which the Chinese Government shall take with the same object, of the number of shops, in which raw and prepared opium is sold, which may still exist in their leased territories, settlements, and concessions in China. They shall adopt effective measures for the restriction and control of the retail trade in opium in the leased territories, settlements, and concessions, unless regulations on the subject are already in existence."

This article was a precedent; it might perhaps be worth while to allude to it.

Sir John JORDAN was in entire accord with Sir Malcolm Delevingne's proposal and also with M. Brenier's remarks. He thought that the most practical way of solving the problem was to ask the Powers to make their regulations as strict as possible with regard to their subjects in China and to request that copies of their regulations should be sent to the Secretariat of the League, for filing. After signing the Hague Convention, the British authorities in China drew up a code of regulations dealing with this subject, which were put into force in all places where there were British concessionaires, particularly Shanghai.

He thought it would be very useful if the Chinese Government would send the Committee reports on cases of smuggling tried in the Chinese Courts. He also thought it the Committee's duty to see that the regulations in force in European countries with regard to the opium traffic were also enforced in the case of the nationals of the various European countries in China.

Mrs. HAMILTON WRIGHT said that the United States authorities had drawn up a Pharmacy Bill. The traffickers, however, could go to other countries which had no Pharmacy Bill and where the laws on dangerous drugs were not applied. She asked whether the British home laws applied in China.

Sir John JORDAN replied that the British regulations in China were at present very strict and that there had been hardly any cases of British subjects being involved in the traffic in narcotics.

Mr. NEVILLE (United States of America) reminded the members that much of the ground of the discussion had been covered the day before at the Sub-Committee's meeting. The Secretary's Progress Report, as submitted to the Committee, had contained an annex giving certain summaries made in connection with an enquiry by the British Government in respect of certain new pharmacy regulations which had been applied in China. Moreover, he did not think the discussion particularly profitable and considered that it would be better to discard the Chinese Government's proposal altogether. The regulations had already been referred to the Governments of the Treaty Powers and would, no doubt, be examined by them in detail. The Committee, therefore, could do no more than request the Governments to examine the regulations in the light of the Hague Convention.

Mr. CAMPBELL (India) agreed with Sir Malcolm Delevingne's and M. Brenier's proposals.

The CHAIRMAN asked whether, before taking up Sir Malcolm Delevingne's proposal, it would not be desirable to make sure that the Governments had not taken measures in accordance with Chapter IV of the Hague Convention,

M. BRENIER pointed out that the Chinese Government's proposal concerned drugs and this question was entirely different from that of opium.

Sir Malcolm DELEIVINGNE (Great Britain) thought that M. Brenier's observation was very just. The Hague Convention did not deal with the particular question to which he had called attention, and the recommendation would therefore be an addition to the provisions of that Convention.

He also pointed out that — so far as foreign Powers were concerned — the provisions of Chapter IV of the Hague Convention referred only to leased territories, concessions and settlements. The regulations adopted by the British Government, and which he suggested should be recommended to the other Governments, related to the control of subjects of foreign Powers, wherever they might be in China.

He supported Sir John Jordan's remarks as regards the communication of the regulations to the Secretariat. The British Government was only waiting for its new regulations to be formally promulgated in Peking before sending them to the Secretariat, that was to say, doubtless within a very short time.

Sir John JORDAN said that it was true that these regulations applied to all parts of China. So far as the Western nations were concerned, there were not many of their subjects in China proper, except missionaries.

The CHAIRMAN submitted the following text of Sir Malcolm Delevingne's proposal, as amended by Sir John Jordan:

"The Advisory Committee recommends that Powers having extra-territorial rights in China should, if they have not already done so, make regulations, the breach of which shall be punishable by the adequate penalties, to control the carrying on by their nationals in China of any trade in the drugs to which Chapter III of the Hague Convention applies. The Advisory Committee further recommends that copies of such regulations should be sent to the Secretariat of the League."

The resolution was adopted.

The Committee adjourned to enable the Chairman, Mr. Neville, Sir Malcolm Delevingne and M. Brenier to draft the programme for the forthcoming Opium Conference in a more definite form.

SIXTH MEETING.

Held at Geneva, on Friday, August 8th, 1924, at 3 p.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors.

15. Draft Agreement drawn up by the Sub-Committee for submission to the Second Conference: General Discussion.

The CHAIRMAN submitted a draft agreement for the second Conference drawn up by the Sub-Committee (Document O.C. 216 [1]).

M. BOURGOIS (France) said that before discussing the document in detail he desired to give his views in general. Five schemes had been submitted to the Advisory Committee by the Preparatory Committee and the Advisory Committee had expressed the wish that the members of the Preparatory Committee, aided by one or two other members of the Advisory Committee, should take these five schemes and endeavour to arrive at an understanding on the principal points in common between them. After several meetings of the Sub-Committee, it had appeared evident that a step forward towards an agreement had been made, which was registered in the document now before the Committee. Personally, he noted this understanding with satisfaction and thought that it would be of great use to submit this document first to the Advisory Committee and later on to the Council, with the request that it be forwarded to the various Governments. The measures outlined in the document, to all of which he by no means agreed, at least appeared to be of such a nature as would greatly facilitate the work of the Conference and the conclusion of the final agreement.

It should, however, be distinctly understood, first, that the French scheme was in no way withdrawn, and, secondly, that M. Bourgois reserved full freedom to criticise, approve or reject any article contained in the document now before the Committee.

Sir Malcolm DELEIVINGNE (Great Britain) said that he had listened with disappointment to the statement of the French representative, who had declared himself unable to withdraw the French scheme, and who said that he considered that the draft before the Committee was merely one step towards the final agreement. This had not been the spirit in which the Sub-Committee had worked. It had worked with a sincere desire to arrive at a draft which the Advisory Committee could submit to the Conference in November as the basis of its work. If, together with the draft agreed upon in the Sub-Committee and now before the Advisory Committee, all the other schemes, including the French scheme, contained in the Preparatory Committee's report were to be submitted to the Conference as rival proposals, it seemed to him that not nearly so much progress as the Sub-Committee hoped it had achieved would actually have been made. If the Sub-Committee's draft was merely one more scheme in addition to the five already put forward, then it appeared that its work had been in vain. He appealed to M. Bourgois to give some assurance that this was not the case.

M. BOURGOIS (France) regretted that he was unable to give complete satisfaction to Sir Malcolm Delevingne. When the document had been submitted at the conclusion of the Sub-Committee's work he had stated that he was very happy to note the progress made and to see that, instead of taking divergent paths, the draft prepared by the Sub-Committee and his own scheme were following parallel roads between which there were even numerous bridges. The two points of views were only separated from certain aspects and they possessed many others in common.

The scheme now before the Committee would, however, have profound economic consequences; it raised certain questions regarding the sovereignty and independence of States and many other questions which could not immediately be solved. M. Bourgois had himself presented a scheme which had been studied for many months and had been submitted in France to all the interested Government departments for their examination. In the circumstances, therefore, he could not abandon this scheme, all the sentences of which had been carefully weighed and considered by the most competent persons in the various public services of France — customs, health, commerce, trade, etc. — in order to replace it by a scheme the substance of which, however interesting it might be, he had not yet had time to examine in detail and of which even the general principles were not known to the authorities he had mentioned.

The French scheme, or rather the scheme presented by M. Bourgois, had not really been created by him. It was made up of observations and proposals taken from the Minutes of the meetings of the Advisory Committee and of its Sub-Committees, and only represented opinions put forward at various times by the members or assessors of these Committees. For example, the general idea contained in his scheme of tightening up the Convention of 1912 had been taken from the proposals of M. van Wettum. The proposals for a strict control had been taken from the remarks of Mr. Campbell made on various occasions. These constituted all the points on which a general agreement had been reached. He thought that a scheme thus worked out might be easily accepted, in view of the fact that the various measures proposed had already met with not only the tacit but the express approval of the Advisory Committee.

Mrs. Hamilton WRIGHT asked how much time M. Bourgois would require in which to examine the draft agreement before pronouncing upon it. After he had examined it she felt sure he would not desire to oppose its adoption, nor regard it as unreasonable.

The CHAIRMAN was of opinion that the Committee should proceed with the discussion, in view of the fact that the representatives of the manufacturing and producing Powers had been invited to attend.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) thought that the Committee should begin the discussion without awaiting the arrival of these representatives.

M. BOURGOIS (France) said that the Committee would benefit from the co-operation of the representatives of the manufacturing and producing Powers. Further, as the Committee had already telegraphed to them to hold themselves in readiness, it would be courteous to invite them; the representative of Switzerland, particularly, could very easily attend the meetings.

After a short exchange of views, *the Committee decided, on the proposal of Mr. Campbell (India), to invite the representatives of the manufacturing and producing Powers to attend its meeting on Monday, August 11th, 1924.*

The CHAIRMAN thought it would be impossible for the members of the Preparatory Committee to withdraw the five schemes contained in the Preparatory Committee's report, since that report had already been circulated to the Governments.

Sir Malcolm DELEIVINGNE (Great Britain) agreed. The five schemes contained in the report of the Preparatory Committee were now before the Governments. The views of the Advisory Committee, however, would also be forwarded to the Governments. It would, therefore, be for the Conference to determine whether it would take any one of those five schemes as a basis for discussion, or whether it would take something produced and unanimously agreed upon by the Advisory Committee, and something, therefore, which had all the weight and authority of that Committee behind it. If the Advisory Committee unanimously put forward the scheme drawn up by the Sub-Committee as the programme which the Advisory Committee thought could be adopted, with a reasonable prospect of success, by the Conference as a basis for its discussions, then Sir Malcolm Delevingne thought that the probabilities that the Conference would accept that scheme were very great.

If, however, the draft now before the Committee were submitted to the Conference, not as the unanimous opinion of the Advisory Committee but merely as supported by some of its members, the division of opinion in the Advisory Committee would also, in all probability, occur in the Conference.

On behalf of the British Government he had put forward a scheme which appeared in the Preparatory Committee's report. He was not authorised to withdraw it, but he was prepared to recommend to his Government that, in the event of the draft now before the Committee being unanimously accepted, it should support this draft at the Conference as the basis of the discussions, and that, if the Conference decided to adopt the draft as the basis of the discussions, the British Government's scheme should be withdrawn altogether, or until such time as it became evident that the Conference would be unable to agree on the scheme now before the Committee.

The CHAIRMAN agreed with Sir Malcolm Delevingne.

Mr. NEVILLE (United States of America) said that the scheme appearing under his name in the Preparatory Committee's report had been subsequently favourably considered by his superiors. He was prepared, if the Advisory Committee agreed upon a draft, to recommend that his previous draft should be withdrawn and that the representatives of the United States should negotiate on the basis of the new draft. He could not of course commit himself or his Government.

M. BOURGOIS (France) agreed with Sir Malcolm Delevingne on the point that if only one scheme was submitted to the Conference the situation would be much clearer. It would not, however, he feared, be any sounder. He was obliged to state at once that there were certain points in the scheme before the Committee with which he was entirely unable to agree. The immediate problem, however, was more a question of words than of principle. Mr. Neville had said that the United States would accept the scheme before the Committee as a basis of discussion. He personally could not go so far as to promise this on behalf of the French Government, but the Committee should not think that the work of the Conference would be greatly hindered by the fact that everyone had not taken a formal decision with regard to the scheme before the Committee.

Mr. NEVILLE (United States of America) thought that the Advisory Committee should discuss the scheme before it so as to ascertain what points the various members would be unable to recommend for the consideration of their Governments.

After a short exchange of views as to the advisability of prolonging the discussion, or of allowing further time for individual examination of the draft, *the Committee decided* to discuss the draft article by article.

Article 1.

Mr. CAMPBELL (India) said that as regards Article 1 the Committee would remember that the terms of reference contained in the Council's resolution related to the international trade in drugs. It was with the object of controlling this trade that the Conference had been summoned. It would, therefore, be as well to make the intention quite clear in Article 1. To this end, he proposed to insert the word "import" after "annual", so that the first phrase would run "that each country should furnish an estimate of its annual *import* requirements for medical and scientific purposes, etc." He made this amendment with the object of preventing the introduction of irrelevant questions.

Mr. NEVILLE (United States of America) thought that the original wording was sufficient, for it was intended to cover all requirements for medical and scientific purposes.

Sir Malcolm DELEVINGNE (Great Britain) understood the object of Mr. Campbell's proposed amendment. On comparing Article 2 with Article 1 it would be seen that Article 2 included an undertaking that Governments would not export more drugs to a given country than the amount of the estimate furnished by that country. A country could supply itself with drugs in two ways — by manufacture or import. Some countries did both, but it was quite obvious that, in those cases, the undertaking required by Article 2 should be not to export more than the amount that that country required by way of import.

On the other hand, the Committee should consider that it was most necessary to have complete annual estimates of a country's requirements, in order to permit of comparisons between countries. It was only by obtaining definite and complete estimates that a common standard could be established. If possible, therefore, Article 1 should contain an obligation to furnish a complete estimate of a country's requirements for medical and scientific purposes, distinguishing the amount it required to import for these purposes, and that Article 2 should contain an undertaking not to export more to that country than it required by way of import.

Mr. NEVILLE (United States of America) thought that the point would be met by inserting the words "annual requirements, distinguishing between domestic production and import" in Article 1.

Mr. CAMPBELL (India) said that this amendment would not meet his objection. The article as worded might be construed to mean an implicit restriction of medical and scientific requirements. As the Committee knew, he could not agree to this, and the point had already been discussed and settled at a previous session. It was merely a question of finding a form of words which did not

again raise this point. He proposed that, when the draft agreement now before the Committee was finally drafted, the Drafting Committee should take account of his observations.

The CHAIRMAN agreed.

The Committee decided that when the final form of Article 1 was being drafted, account should be taken of Mr. Campbell's objection.

M. YOVANOVITCH (Kingdom of the Serbs, Croats, and Slovenes) observed that Articles 1 and 2 of the scheme before the Committee were of a general nature. He desired to make certain general observations regarding countries which produced raw opium. The object before the Committee was to endeavour to find means successfully to combat the abuses of the drug traffic, and not to draw up a Convention which, by reason of its provisions, would never be accepted by all States. The general question could be considered from a humanitarian and from an economic point of view. Economic considerations at the moment played a predominant part. The war had caused great financial and economic disturbances in every country, especially in those which had taken an active part in it. Consequently, many countries were obliged to count on revenues from certain resources for which others could not now be substituted, but for which others might have been substituted in normal conditions. For this reason alone, he thought that the moment was badly chosen for drafting a Convention.

In order to limit the production of raw opium and to obtain tangible results, it was not only indispensable that every country, and above all countries producing opium, should be parties to the Convention, but also that the provisions of the Convention should be loyally and effectively applied. The application of the Convention would necessitate the exercise of a very severe control by all countries. In a large number of poppy-cultivating States, to organise this control would be either extremely difficult or quite impossible. The Committee was well aware of the situation in Turkey and Persia. Could it really believe that a Convention signed and ratified by Turkey and Persia would ever be effectively applied by them, in view of the lack of means at their disposal and the enormous cost of organising effective control? On the one hand, producing countries were asked to renounce certain revenues, and, on the other hand, to find means to organise the necessary control in order to eradicate the abuse.

The whole question of traffic in opium was of an international character, and for this reason, in order to obtain any effective result, all States would have to apply the same measures. He was very uncertain whether it would be possible for certain Governments to apply the regulations contained in the proposed Convention. There were certain States whose political situation was precarious, in so far as the central authority did not exercise complete power in all the provinces of the country. In those countries, control would be very difficult to establish.

Further, to limit the cultivation of the poppy was also a national question. In the Kingdom of the Serbs, Croats and Slovenes, for instance, it was not possible legally to limit the cultivation of the poppy, for to do so would be to attack the liberty of the nationals of the State and to compel them to limit the cultivation of a plant which was used not only for medicinal purposes but also in the making of cakes, the manufacture of oil, etc. In his country it would be very difficult to convince the population that such a limitation would benefit them, for no abusive use of opium existed in the country. Even, however, if the Kingdom of the Serbs, Croats and Slovenes were ready to make certain sacrifices, it was by no means sure that these sacrifices would not be made to the profit of other producing countries, which would either refuse, or had not the means, to apply the Convention. If, for instance, Turkey took no steps to reduce the cultivation of the poppy, then any reduction made by the Kingdom of the Serbs, Croats and Slovenes in its cultivation would be to the profit of Turkey, and, consequently, its sacrifices would be in vain.

Moreover, the reduction of cultivation would mean an immediate rise in the price and a consequent increase in smuggling.

How could the cultivation of opium be subordinated to an estimate of medical and scientific requirements? It would be impossible to obtain an accurate estimate, for account would have to be taken of changing factors, such as bad harvests, epidemics and wars. It was impossible in agriculture to change a crop each year in accordance with fluctuating estimated requirements.

Further, it might be asked why the evil should not be fought in the countries where it existed by means of increased penalties. In his opinion, it would be more effective to eradicate the evil in countries in which its presence was felt than in countries which had no knowledge of it.

It would be impossible in the Kingdom of the Serbs, Croats and Slovenes to limit its cultivation unless other producing countries did so as well. Turkey had made no sign, and would doubtless simply say that it would do its best to apply the Convention of 1912. Was it even possible for Turkey to do this? In his opinion it was impossible, for Turkey lacked sufficient organisation. In these circumstances the Committee could not ask only those countries which were prepared loyally to put the Convention into force to make sacrifices.

M. BOURGOIS (France) agreed with the fundamental principles stated by M. Yovanovitch. The evil had to be attacked where it existed, and not where it did not exist; a Convention had to be drafted which would be applied and not merely signed, and countries had to be induced to make sacrifices for the good of a cause and not for the benefit of a competitor.

Mrs. Hamilton WRIGHT could not agree with M. Yovanovitch regarding Turkey and Persia. If the use of opium was to be restricted to medicinal and scientific needs it would be necessary

to deal directly with the producing countries, but the Committee would have no right to expect that these countries, which depended on revenue from the cultivation of the poppy, would relinquish it unless another source of revenue could be found to take its place. The Committee should have a definite programme to present to these Governments showing how it would be possible to substitute other crops for the poppy. At the fourth Assembly of the League the Persian delegate had said that opium would have to be replaced by some other crop in districts where peasants were dependent for their livelihood on that product, and that the Persian Government was ready to undertake an investigation into the problem of crop substitution and to withdraw its reservations with regard to Article 3 of the International Convention of 1913 as soon as it possessed a satisfactory constructive scheme. If, therefore, a scheme could be drafted, there would be no reason to suppose that Turkey or Persia would not loyally apply the Convention. The Persian Government was fully alive to the difficulties of the situation and had stated that "to refuse absolutely to accept the agreement accepted by other civilised nations would place Persia in a position of moral isolation, and would bring down upon her the censure and hostility of other Governments and peoples. It is needless to point out that a country which needs capital cannot afford to make itself a moral outcast."

An effort should, therefore, be made to help those countries to find means to substitute other crops for the poppy. If necessary, they might be granted a loan to assist them for this purpose. England had spent large sums of money in order to abolish slavery, and China had also spent large sums of money to eradicate the poppy. If, therefore, it were a question of money, an appeal should be made to public opinion in order to assist those countries to make the experiment.

Sir John JORDAN said that if the proposals put forward by M. Yovanovitch, M. Bourgois and Mrs. Hamilton Wright were accepted, the Committee should adjourn for twenty or thirty years, for it would take fully that time to carry out an adequate substitution of crops. As regards making a loan to Persia, the difficulties were so great that it was an impractical proposal. Every other nation producing opium would immediately express the wish to receive the same favour, more especially the various Chinese provinces.

Dr. ANSELMINO (Germany) said that in the opinion of the German Government, and more especially of the Minister of Public Health and the Minister for Foreign Affairs, the campaign against opium was a moral, health, and social question, not only national but also international. To solve it, national economic questions should, if necessary, be put aside. In order to conduct an effective campaign against the evil it was not necessary that every country should begin at the same time. Great Britain and the United States had already made a beginning; Germany had followed them. Other countries would follow under the pressure of universal public opinion.

Mrs. Hamilton WRIGHT asked if any member of the Committee had any constructive idea which would enable it to obtain the co-operation of the producing countries. Efforts had been made in Persia to substitute silk for opium, and she hoped it might be possible for the Committee to frame some kind of scheme for submission to those countries.

M. CHAO-HSIN CHU (China) said that the problem was an economic one but, as from an economic point of view it interested only the producing country, he could not agree with any proposal that other countries should help the producing country. China was a rich country and she required no financial assistance to suppress the opium traffic. In 1917 China was rich enough to destroy opium to the value of \$7,000,000.

Opium could be produced in all countries, whatever the climate. In China, for instance, it was grown equally well in the extreme north or in the extreme south.

If, therefore, one country received financial assistance in order to put an end to its production of opium, other countries would find this a profitable undertaking and would begin to grow opium in order to be granted money to suppress it.

Mr. NEVILLE (United States of America) thought that the discussion was very interesting, but that the considerations put forward were not concerned with the draft before the Committee. He urged that very special consideration should be given to the draft prepared by the Sub-Committee. The only point in connection with the draft which had so far been raised could be met by the Drafting Committee. The Sub-Committee would welcome criticisms of its draft, and would take them into careful consideration.

Dr. TSURUMI (Japan) said that the Japanese Government had had no time to examine the draft and that he consequently had received no instructions. His Government, however, would undoubtedly co-operate as best it could in controlling the opium traffic by means of any scheme universally applied on which the Conference in November might decide. His Government had been taking great interest in the work of the Preparatory Committee.

Sir Malcolm DELEVINGNE (Great Britain) drew M. Yovanovitch's attention to the fact that there was no provision in the draft before the Committee requiring the producing country to limit its production of raw opium. All that the draft required was that producing countries should undertake not to export raw opium to any country in excess of that country's requirements

for medical and scientific purposes. So far as the Kingdom of the Serbs, Croats and Slovenes was concerned, owing to the very high quality of the opium which it produced and the small quantity available for export, he could not think that that undertaking would have any serious effect on its commerce and revenues.

As regarded the possibility of a shortage of crop and emergency requirements resulting from a widespread epidemic, each country would be expected to see, on its own behalf, that its supplies were sufficient to cover the normal emergency requirements and there was nothing to prevent a country fixing its estimates so as to include such eventualities. The draft agreement in no way hindered provision being made for ordinary contingencies. If an emergency of an exceptional character such as an outbreak of a great war occurred, it would have to be met by special emergency measures taken at the time.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) said that Sir Malcolm Delevingne's explanation merely showed that the output of opium of a producing country would be indirectly limited, for that country could only export the quantity required for import by a given country.

The CHAIRMAN pointed out that under the Hague Convention countries were required not to export more than a country desired to import.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) said that it was always possible at the moment to export to countries which were not parties to the Convention.

Sir Malcolm DELEIVINGNE (Great Britain) pointed out that if any producing country exported quantities in excess of the amount specified in Articles 1 and 2 of the draft agreement, that excess could only be for the purpose of illicit traffic. Did the representative of the Kingdom of the Serbs, Croats and Slovenes ask that Governments should be authorised to export raw opium to another country not only for the purpose of its medical and scientific needs, but also for the purpose of illicit traffic and consumption?

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) said that that was in no way the intention of his country, which had accepted and was ready to apply the Convention of 1912. The draft, however, before the Committee went further than that Convention, and would be useless unless it were universally applied. Countries which had not adhered to it could always continue to export raw opium.

The CHAIRMAN pointed out that the same objection had been made to the International Convention of 1912, and this difficulty would always arise while that Convention, or the one now before the Committee, was not universally applied.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) said that his Government had always faithfully carried out the provisions of the Convention of 1912. The new scheme, however, went further, and it was for this reason that he had made his objections.

Mr. CHAO-HSIN CHU (China) suggested that, as the growing of the poppy was not dependent on climate or soil, each country should be allowed to produce sufficient opium for its own purposes. If this were adopted, all import and export would cease, and the present position whereby a few countries held a monopoly would be at an end. This proposal would not amount to encouraging the production of opium, since each country would be required to produce only as much as was sufficient for its internal requirements.

Mr. NEVILLE (United States of America) pointed out that by the terms of the Council's resolution, the Committee was instructed to prepare a scheme for reducing production. Under ideal conditions it might be possible for every country to grow its own opium. Unfortunately those circumstances did not exist, and it was, therefore, necessary for other measures to be taken. He once more urged the Committee carefully to consider the terms of the document submitted to it.

So far as the production of raw opium was concerned, the Hague Convention bound each of its members to restrict the export to those countries which did not ask for any. It was now the intention to extend the terms of the Convention, and to make it more rigorous. The Hague Convention was the only instrument in existence for the control of narcotic drugs. It had been found insufficient to accomplish this purpose, and it was, therefore, necessary to frame stricter provisions, and to establish more severe control.

He reminded the Committee that every Member of the League of Nations was bound to support some programme for the accomplishment of this object. If the recommendations came within the terms of the action taken by the Committee in previous sessions and was endorsed by the Assembly, it followed that every Member of the League was to some degree committed to agreeing to a further scheme for the extension of the provisions of the Convention, under which the Committee was now working.

M. YOVANOVITCH (Kingdom of the Serbs, Croats and Slovenes) said he was unable to accept Article 1 of the new draft.

M. BOURGOIS (France) said that he saw no use in the article for the moment. He preferred that statistics should be sent in at the end of each year instead of estimates at the beginning of each year. Judging from the official statistics furnished by the Secretariat, the estimates which would be received would not afford any sound basis, for they were constantly changing. From the table of quantities of heroin, morphine and cocaine manufactured in the years 1921 and 1922,

he noticed that in 1921 Great Britain had manufactured 4,189,416 kilogrammes of morphia, and 8,939,945 kilogrammes in 1922. That was to say its production rose from 14 per cent. of the total world manufacture to 62.9 per cent.

As regarded Japan, that country manufactured in 1921 5,043,781 kilogrammes, and 2,066 in 1922, that was to say the percentage of its share of the total world production was 17.8 in 1921 and only 1.01 in 1922.

As regarded heroin, Great Britain had more than doubled its production between 1921 and 1922 (in 1921, 344,640 kilogrammes, 6.1 per cent of the total world production, and 897,929 kilogrammes in 1922, 43.3 per cent of the total production). The production in Japan, on the other hand, had decreased from 2,838,000 kilogrammes (50.9 per cent.) in 1921 to 65,300 kilogrammes (31.5 per cent) in 1922.

Judging from these figures what could be hoped from estimates furnished by Governments which contained such very large variations? It was for this reason that he preferred another method which consisted in merely sending to the League at the end of each year all statistics regarding drugs.

Sir Malcolm DELEVINGNE (Great Britain) pointed out that the apparent increase in the production of morphia in Great Britain in 1922 as compared with 1921 had not actually taken place. The figures for the manufacture of morphia for Great Britain in 1921 were 115,000 ozs., in 1922 113,000 ozs., and in 1923 87,000 ozs.

Mr. NEVILLE (United States of America) said that it was perfectly possible for the Government of the United States to estimate accurately in advance the exact amount of raw opium and coca leaves required, which were the only substances of the kind which were permitted to enter the country.

M. BOURGOIS (France) said that it seemed to him that such variations as he had mentioned were quite natural. For instance, in one year the harvest might be bad and manufacturers would consequently not buy raw opium in view of its high price, and thus their production would be limited. In the following year the harvest might be excellent and the producer would find himself able to purchase the raw material very cheaply. Thus production would increase. Production varied for numerous reasons. The manufacturers might find more capital at their disposal which they would prefer to sink in their own business rather than to leave it lying unproductive in a bank. The variations noted, therefore, in the statistics were quite normal, and indeed were inevitable in the case of trade based on a raw material the price of which constantly fluctuated.

Dr. ANSELMINO (Germany) agreed with M. Bourgois. The internal consumption of a country could be estimated, but the requirements for manufacture could not be so estimated. It was impossible to know in advance what quantities of a manufactured drug a country would be required to furnish in order to fulfil foreign orders. In the previous winter, for example, morphia had cost 600 gold marks per kilogramme in Germany and 500/- in London. Consequently morphia for internal consumption in Germany had been bought in London and not in Berlin. This example would be sufficient to show how difficult it would be to estimate requirements for manufacture. The only way was to suppress competition and to endeavour, by fixing the price of the raw material, to limit production. It was only possible, however, to do this by means of an international syndicate of manufacturers.

Mr. NEVILLE (United States of America) pointed out that raw opium and coca leaves were not ordinary items of commerce. A convention was in existence controlling their supply and they were recognised as dangerous. The Committee should not allow its decisions to be governed by commercial considerations, for if it did so it would make no progress towards the suppression of the illicit traffic.

M. BOURGOIS (France) agreed with Mr. Neville. The opium traffic was not a purely commercial question. It was indeed with this in mind that he had prepared his scheme. In order to control this commerce, however, he proposed that, instead of fixing on January 1st a figure which could only be arbitrary, a statistical statement for the preceding year should be furnished on December 31st. Every dealer and manufacturer whom he had consulted had declared that it was impossible to fix an estimate that would not be purely arbitrary.

Mr. NEVILLE (United States of America) repeated that the United States found it perfectly possible to estimate the requirements of raw opium and coca leaves. He could not see how any difficulties could arise in a country where manufacture was subject to Government control and supervision. Every manufacturer was compelled in the United States to estimate for more than a year in advance the amount of his requirements of raw opium and coca leaves, and the Government could fix beforehand the amount which a manufacturer could import. The Government knew, at any time, the amount of stock and the amount of sales of a manufacturer. He was permitted to bring his stock up to normal, and was not allowed to import quantities which would bring it above that normal.

M. BOURGOIS (France) said that in the United States the problem was very simple, because that country neither imported nor exported drugs. In Europe, however, the situation was very different and infinitely more complicated.

Mr. NEVILLE (United States of America) replied that the United States exported a small quantity of drugs, but the bulk was consumed by the population (110 millions).

SEVENTH MEETING.

Held at Geneva on Saturday, August 9th, 1924, at 10 a.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors.

16. Draft Agreement drawn up by the Sub-Committee for submission to the Second Conference: General Discussion (continuation).

Sir Malcolm DELEIVINGNE (Great Britain) said he thought he ought to reply to the criticisms which M. Bourgois had made at the previous meeting.

M. Bourgois had made a strong point of the difficulty which countries would experience in furnishing an estimate at the beginning of each year in regard to their requirements of drugs for the year, having regard to the fluctuations in demand and in the production of raw materials. In support of his observations, M. Bourgois had quoted certain figures of manufacture taken from British, Japanese and United States statistics; he had also said that he had conversed with traders in France on this subject. One would have been glad to hear what the fluctuations in the French figures were. It was odd that the French objection was supported not by the figures of French manufacture, but by the figures of the manufacture in Great Britain, Japan and the United States.

So far as the British figures were concerned, they did not quite support the inference which M. Bourgois wished to draw from them; but he agreed that there were fluctuations, and there certainly would be fluctuations in the demand for these drugs as long as the present system continued. It could not be otherwise. Fluctuations in demand were inevitable so long as a large part of the output of these drugs was required for illicit traffic. The illicit traffic, which was conducted on an enormous scale, fluctuated according to the operations of the traffickers, and according to the activities of the Governments in interfering with their proceedings.

He would give an instance to illustrate his remarks. In 1923 the British Government had obtained information with regard to the operations of an Asiatic visitor to Europe who had come for the purpose of buying large quantities of these drugs to supply the illicit traffic in the Far East. He had placed an order with a certain continental manufacturer for £30,000 worth of heroin. That meant an order which exceeded the whole annual requirements of Great Britain. When such transactions took place how could there be other than extraordinary fluctuations in the demand for, and consequently in the manufacture of the drug. What was true of heroin was also true of morphine and cocaine.

He ventured to think that under the scheme of the Sub-Committee the position would become entirely different. The world's legitimate requirements of these drugs for medical and scientific purposes would be known approximately, and those requirements were practically a stable quantity. They might fluctuate slightly from year to year under normal conditions, as medical practice or fashion varied and one drug or another was increasingly or decreasingly used for medical purposes, but that was not an important point, and manufacturers would know, more or less exactly, the normal requirements which they would have to meet. It was one of the great advantages of the scheme that the fluctuations which were caused by the large-scale operations of the illicit traffickers would cease to exist and that the trade would be stabilised.

Moreover, the difficulty to which M. Bourgois had called attention was one which, even if it still existed, would affect comparatively few countries. The majority of the countries which would be asked to furnish estimates had no considerable export trade either of the raw material or of drugs or preparations. They imported for consumption from a comparatively few manufacturing or distributing countries.

In the second place he wished to lay great stress on this point: M. Bourgois had appeared to presume, and perhaps naturally, that under this scheme a Government, at the beginning, or shortly before the beginning of each year, would have to present an estimate of its requirements for the year, and that this estimate would be final. He (Sir Malcolm Delevingne) did not think that this was the intention of the Sub-Committee. There was nothing in the draft scheme to prevent any Government, if circumstances should so require, modifying its estimate in the course of the year, and notifying the Central Board to be established under the scheme, to that effect.

Supposing, for example, an epidemic of cholera occurred in a country and largely increased supplies of morphine or other drugs were required for the purpose of dealing with the epidemic, the Government would be at liberty to increase accordingly the estimate of its requirements of morphine or other drugs.

Suppose, on the other hand, the case which M. Bourgois had mentioned, namely, that of an abundant crop of raw material being produced, for example, in Asia Minor which lowered the price of raw opium on the market and made it advisable for manufacturers to take advantage of the position and to lay in supplies of raw opium for future requirements. There was no reason, in his view, why, in such a case the Governments should not notify to the Central Board their desire to take advantage of the increase of supplies and to provide for the requirements of the following year accordingly. Naturally an increase for that purpose in the current year would be followed

by a decrease of the requirements in the succeeding year, but it would enable manufacturers to buy in the cheapest market — a point on which M. Bourgois had laid great stress. If M. Bourgois thought that the liberty of Governments to act in that way was not made adequately clear in the scheme, he felt sure that the Sub-Committee would be ready to amend the wording so that that fact should be stated in express terms.

He thought that these two explanations would help to remove the difficulties which had been felt by certain members of the Committee in regard to these proposals.

He would point out that Article 1, around which the discussion had been raging for so many hours, was a vital part of the scheme which the Sub-Committee had submitted. Unless the estimates of legitimate requirements were forthcoming the other provisions of the scheme would fall to the ground. Exports could not be limited unless estimates were supplied in accordance with Article 1. Without the provisions of Article 1 there could be no protection against those cases of which so much had been heard — cases such as those of Vladivostock and other places which were centres of the illicit distribution of these drugs and to which, at present, drugs could be sent without any breach of the Hague Convention in whatever quantities the illicit traffic might require.

The Committee had no desire to interfere with the legitimate trade of France, Germany, Switzerland, or any other country. That legitimate trade was not really hampered by the provisions of the Sub-Committee's scheme; the demand for medical preparations of the drugs which those countries supplied, would not be decreased, and the provisions of the scheme were only intended to hamper the illicit trade in the pure drugs or their salts which was carried on on an enormous scale in all parts of the world. Unless that trade could be stopped nothing would have been done.

He therefore hoped that this scheme of the Sub-Committee, which represented a real attempt to arrive at an understanding, and which also represented very great concessions both on the part of Great Britain and of the United States of America, would be accepted as a basis which could be put before the Conference in November with the weight and authority of the whole Committee.

M. BOURGOIS (France) observed that Sir Malcolm Delevingne, while recognising the great difficulty arising from the fluctuation in the figures of manufacture from year to year, thought that this fluctuation would disappear when there was no contraband. He himself believed that the fluctuation due to contraband was probably much less than that due to purely commercial causes, such as the price of raw material, the amount of capital available, the opening up of new markets, the temporary utilisation of factories for manufacturing other products, etc. He did not share Sir Malcolm Delevingne's opinion that the fluctuations in Great Britain, the United States and Japan might be due to contraband, because he believed that State supervision was extremely effective in those countries.

(Sir M. Delevingne explained here that the point he had made was that the contraband trade affected the manufacture generally.)

M. BOURGOIS continued as follows:

In the case of the United States, for example, which was like a water-tight compartment and which exercised strict supervision over its own market, the fluctuations in manufacture were certainly not due to contraband, but were nevertheless enormous. He did not believe that there was any contraband in the American market in view of the extreme rigour of the laws, and yet there was a considerable variation in the figures of manufacture. Consequently, he could only attribute this variation to the ordinary laws of trade.

As regards the statistics of manufacture in France, he would point out, as he had already done on a previous occasion, that French manufacturers were obliged by law to communicate their statistics of manufacture to the Government, but they objected to these figures being published.

Mr. NEVILLE (United States of America) appreciated the force of what M. Bourgois had just said. It was true that there were variations in purchases from year to year, due perhaps to a number of causes. What he could not admit, however, was that a Government which had control over the manufacture, distribution, import and export of the drugs to which the Hague Convention applied, was unable to estimate fairly accurately what its requirements were going to be. The United States of America, as M. Bourgois had said, depended almost entirely on its own market for the sale of the products to manufacturers. The exports, as compared with the domestic consumption, were probably an unimportant matter. He maintained that the United States would be able to furnish an estimate for any one year, which would be quite approximate, but which would for all practical purposes fully satisfy all its needs.

As regarded Great Britain, Sir Malcolm Delevingne had stated that the British Government would be able to furnish a satisfactory estimate. The position of Great Britain was, however, entirely different from that of the United States of America. There was one drug particularly, cocaine, which was hardly manufactured at all in Great Britain. Great Britain would, therefore, be dependent upon imported supplies for her requirements of that drug. On the other hand, Great Britain was an exporter, on a considerable scale, of opium alkaloids. At the same time, the British Government had declared its ability to furnish an estimate which would be accurate and satisfactory.

In the third place the Netherlands, so far as the production of these drugs was concerned, was almost entirely dependent on the export trade. The Netherlands were, apparently, willing to furnish such an estimate and to make an effort to put this scheme into operation.

Three of the countries, therefore, which were manufacturers and distributors of narcotic drugs felt that they were able to put the Sub-Committee's scheme into practical effect. The conditions

in all those three countries were sufficiently variable to furnish an example to other manufacturing countries. He saw no reason why, if those three countries were able and willing to make an effort to render this scheme effective, other nations in similar circumstances should be unwilling to come in and make a combined effort with them to suppress the illicit trade.

The CHAIRMAN asked whether M. Bourgois' objection could not be met by altering the wording of Article I in such a way that it would be clear from the text that the estimate might be altered in the course of the year.

M. BOURGOIS (France) said that he did not see, in those circumstances, what guarantee Article I would provide. He would also like to ask Mr. Neville for certain information. Mr. Neville had expressed very noble humanitarian views and had said that certain Governments were prepared to take the measures provided for in Article I; but that did not exactly answer the question which he had to put. He would like to know on what basis these Governments would take the measure in question. They could always fix a figure arbitrarily and limit their manufacturers to certain fixed quantities. They would not thereby be getting rid of the difficulty, but merely solving it by force. The objection which he had raised would remain untouched. He desired to ask Mr. Neville this question: Assuming that the consumption of narcotic drugs in the United States amounted to 9,000 kilogrammes in 1921 and 5,000 kilogrammes in 1922, what figures would the United States have adopted for 1923? On what principles would the decision be based and how would it be explained that the decision was not an arbitrary one?

The difficulty would be infinitely greater for the French Government. The United States Government was working in a closed market, whereas the market of the European powers was far more variable. It extended throughout the world and could be displaced by any conquests of the market made by another Power.

Mr. NEVILLE (United States of America) explained that the "Federal Narcotics Board" adopted the following method in order to obtain its figure: It assumed that every manufacturer would carry in stock about a year's supply of drugs. The following year the manufacturers were allowed to purchase enough raw material to bring their stocks up to the normal amount which they carried. For example, in 1922 there were placed on the market in the United States of America 41,387 ounces of cocaine and, in 1923, 39,109 ounces. The average amount of stock carried by manufacturers in the United States would, therefore, be approximately 40,000 ounces of cocaine. That was the amount which the Board authorised them to carry and they were entitled to obtain sufficient raw material to bring their stock up to that amount.

It was quite true that there had, in the past, been very considerable variations. He must say that it was due to sales which, under the present import and export law, the Government did not regard as legitimate. The authorities knew the destination of a lot of it.

He alluded to the fact that, at a previous session, the representative of India had drawn attention to certain imports from the United States, and he (Mr. Neville) had been bound to admit that he could not dispute the statement. This illustrated the truth of what Sir Malcolm Delevingne had said. Mr. Neville could state definitely that, during the past three years, the amount of raw material which manufacturers had had to purchase in order to keep up their stocks had not greatly varied. For example, in 1922 United States manufacturers had placed on the market about 154,000 ozs. of morphine, and in 1923 about 144,000 ozs., which showed a decrease.

As regards codein, about 80,000 ozs. had been placed on the market in 1922 and about 128,000 ozs. in 1923. The amount of heroin placed on the market in 1922 had been 16,000 ozs., and, in 1923, 24,000 ozs. In addition, there were some other opium alkaloids and derivatives which were not considerable in quantity. The method followed by the United States authorities was perhaps more simple than that used elsewhere, because the Federal Narcotics Board's estimates were always based on the quantity of raw material which was necessary to maintain the stocks and the law did not permit the importation of any alkaloid or drug other than coca leaves and raw opium. Accordingly, variations in manufacture, while they differed in the case of different alkaloids, did not differ very greatly if the figures were expressed in terms of the raw material.

Dr. ANSELMINO (Germany) said that, in view of Sir Malcolm Delevingne's statement, he supported the Sub-Committee's proposal and would recommend his Government to adopt it. He did not think there was any need to alter the wording, if an explanatory note was added to the draft which was to be submitted to the Conference, in order to obviate divergencies or even conflicts of interpretation regarding the terms of the future Convention.

He suggested that an exact definition should be given of "imports" and "exports", the legal interpretation of which varied. He therefore proposed that the following definition should be inserted in the draft:

"For the purposes of the draft, imports shall be deemed to mean all shipments from a foreign country, even if sent to a free port or free zone, except when consigned in transit." and the following definition of exports:

"For the purposes of the draft, exports shall not be deemed to include shipments from the interior of a country to a free port in the same country, but shall only include shipments to a foreign country."

In other words, free ports would no longer be free ports as far as the trade in narcotics was concerned.

"The consignment of narcotics to a foreign purchaser or his agent at a destination in the territory of the exporting country, including free ports and free zones, shall not be regarded as exportation.

"Transit shall be deemed to mean only shipment from a foreign country to another foreign country with through way-bills. Transit can only take place under Customs supervision. A

consignment which has undergone, either *en route* or at a free port, any change in its contents or packing shall not be deemed to be in transit."

The meaning of "re-exports" should also, he thought, be defined

The CHAIRMAN thought that the same question had been raised at the Hague Conference in 1912.

M. BRENIER replied that it had been raised, but that, so far as he remembered, the Drafting Committee of the Conference had not succeeded in finding an exact definition of the two terms "exports" and "imports". Speaking as an assessor, he did not think that it was impossible to do so.

M. BOURGOIS (France) said he remembered that the Hague Conference had, after some discussion, abandoned the attempt to define "exports" and "imports", but he was prepared to recognise that the question of definition was a vital one. The bearing of the Convention might be entirely different according to the interpretation given to those terms. In view, however, of the measures which he had suggested with reference to free zones, free ports, etc., and considering the wording of the French articles, most of the difficulties of interpretation would disappear.

The CHAIRMAN asked whether the definition of "free ports" could be found in the French draft.

M. BOURGOIS (France) explained that the French draft did not contain any definition of "free ports", but he did not think that the general meaning of the Article dealing with the introduction of raw material into free ports and free zones left any doubt as to the proper interpretation of the fact itself.

M. BRENIER said that, after careful consideration, and speaking as an assessor, he did not think it would be impossible, to obtain a definition of "imports" and "exports" which would be acceptable to the different countries. He quite recognised that the Convention would be easier to apply if an exact definition were given. Not many terms would have to be defined; the most difficult was obviously "transit". He was, therefore, ready to support Dr. Anselmino's proposal. It might be suggested that the Convention should be preceded by an article containing definitions, or the terms in question might be explained as, and when, they were used.

Mr. CAMPBELL (India) thought that, as the Committee had only to put before the November Conference a general programme of work, it would be inadvisable for it to attempt to make the terms technically correct and precise, because the Committee had no technical competence in regard to Customs matters.

M. FERREIRA (Portugal) thought that it might be useful to refer to the Acts of the Conference on Customs Formalities held at Geneva at the end of 1923, which would, no doubt, throw the most valuable light on the question of definition, with which, he thought, that Conference had dealt.

M. BOURGOIS (France) agreed.

Dr. ANSELMINO (Germany) suggested that the Committee should forward to the Conference an explanatory note giving its definition of "imports" and "exports". The Note might be drafted either by the Preparatory Committee or by the Secretariat.

The CHAIRMAN thought that the question of definition ought perhaps to be left to the Drafting Committee of the Conference, which would have the assistance of legal and technical experts. It was clear that the scheme drawn up by the Committee could only be a rough scheme, and that the Committee could not go into details with which only jurists and technical experts were competent to deal.

Dr. ANSELMINO (Germany) agreed with the Chairman.

M. CHAO-HSIN CHU (China) also thought that the Committee ought to proceed to a general discussion without going into details, which should be left to the November Conference.

With reference to Articles 1 and 2 of the Sub-Committee's draft, he pointed out that morphine injections were ten times as harmful as opium smoking. Since opium smuggling into China still continued, the Chinese Government would have to find means of stopping such smuggling at its source. According to the draft agreement, no country would be allowed to import opium or opium products into any other country in excess of the demand for legitimate use. If this agreement were carried out there would be no surplus of opium or its derivatives to be re-exported or smuggled into other countries.

He had been instructed by his Government to make a proposal to this effect to the Committee but, unfortunately, he had not received these instructions until he was about to leave for Geneva, when it had been too late for the proposal to be placed on the Committee's agenda.

Every country, he thought, should supply its own demands, under strict control by the Government, but that proposal would be too advanced to be accepted. The business of production should be made an unprofitable one and producing countries should not be offered a large market. The United States, for example, did not manufacture morphine or opium products in quantities greater than the home demand. It was to be hoped that the other countries would follow this good example, because the surplus of supply which went to other countries injured the people of those countries. There were still several firms competing with one another to turn out harmful drugs to poison people in different parts of the world.

In conclusion, he accepted the Sub-Committee's draft.

Sir John JORDAN thought that the Committee had wasted time in discussing details. He was glad that the Chinese representative accepted the Sub-Committee's programme, because China was certainly the country most directly affected by the decision proposed in the programme.

He wished to draw the Committee's attention to the general situation in China in regard to narcotics. China had no knowledge of those drugs at all until they were imported from the Western countries and she would never have become acquainted with them except by introduction from the West. It was, therefore, incumbent upon the Committee to take into consideration the special situation of China, which had been flooded with narcotics. Anyone who had lived in China knew what terrible ravages had been wrought there by drugs. It was deplorable that the Western Powers should be able to import drugs into China from Vladivostock.

He was therefore extremely glad to know that the Chinese representative accepted the Sub-Committee's draft and, without wishing to give offence to any Government, he would say that Governments which did not agree to do something on the lines suggested in the Sub-Committee's draft would be assuming a very grave responsibility in regard to China. It was for the West to see that the evil was stopped, if it could be stopped.

Dr. TSURUMI (Japan) thought that the programme submitted by the Sub-Committee was open to a number of objections, if examined in detail, though, in principle, he had no objection to sending it to his Government for examination, as representing the measures to be considered by the Conference.

He wished to make it clear that, as he had received no instructions, his acceptance of this procedure was in no way binding upon his Government, which reserved the right to examine the programme and to come to a final decision later.

Mr. CAMPBELL (India) thought that the draft had been discussed sufficiently and proposed that a vote should now be taken on Part I.

M. BOURGOIS (France) did not think there was any need to vote on each article separately. It would be quite enough if those representatives who wished to do so expressed their views on each of the points of the draft.

Mr. CAMPBELL (India) said that the question had been discussed in detail for two days and that in order to reach a decision it now seemed advisable to vote on the general principle of the proposal.

With regard to the Japanese representative's remarks, he thought it was understood that the decisions of the members of the Committee were not binding on their Governments. If, however, any member wished to bind his Government, it was possible for him to do so.

Sir John JORDAN seconded Mr. Campbell's proposal that the Committee should vote on the principle of Part I.

M. BOURGOIS (France) was entirely opposed to this procedure. The proper method of conducting any discussion — the method which was followed in the French Parliament and had been followed in all the international committees on which he had ever sat — was that no vote was taken on a draft scheme until it had been discussed. He had never seen a previous vote taken on the principle of a draft scheme. He agreed that the question might be put in the form: "Do you, or do you not, accept the proposal before you?" But he could not agree to a vote being taken on such a formula as "Do you, or do you not, accept the principles of the proposal?" What principles? Humanitarian principles? Principles of control? The principle of direct limitation by fixing figures? No member of the Committee could thus appreciate clearly on what he voted, to what he committed himself, to what he committed his Government. The clarity of a motion was the first condition of all frank discussion. It was only by such procedure that all mistakes could be avoided. M. Bourgois was absolutely opposed to a vote being taken on such an obscure resolution.

He reminded the Committee that at the opening of the discussion two short proposals had been put before him and he had consented to discuss them in order to reach an agreement. These proposals, however, had now developed into thirteen entirely new articles.

Mr. CAMPBELL (India) suggested that, as doubts had been expressed on the point, the Chairman should put to the vote the question whether the proposals had, in fact, been sufficiently discussed to allow of a vote being taken on their acceptance in principle.

Sir Malcolm DELEIVINGNE (Great Britain) observed that in the British Parliament, before a Bill was discussed in detail, a second reading took place and a vote was taken for or against the general principle of the Bill. All discussion of the actual wording was postponed until after this debate. All that Mr. Campbell's proposal amounted to was that a vote should be taken on the general principle of Part I of the proposal. He (Sir Malcolm Delevingne) imagined that the procedure in question was known to every Parliament in the world.

Mr. CAMPBELL (India) also thought that his proposal was in accordance with the usual practice of Parliaments.

He also pointed out that, on M. Bourgois' motion, the representatives of various Powers had been invited to come to Geneva on Monday, August 11th and the Committee ought to have

a definite proposal to submit to them. If M. Bourgois' suggestion were followed, that could not be done.

M. BOURGOIS (France) observed that when the Committee had decided to invite the representatives of the Powers it had had before it five draft programmes. It then had no single programme before it and did not foresee that it could have one. There was no more disadvantage to-day than yesterday in meeting the Powers, even if the Committee had not yet arrived at an agreed programme.

The discussion was adjourned until the next meeting.

EIGHTH MEETING (Public).

Held at Geneva on Saturday, August 9th, 1924, at 3.30 p.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors.

17. Draft Agreement drawn up by the Sub-Committee for Submission to the Second Conference: Detailed Discussion of the Articles.

M. BOURGOIS (France) begged to submit the following resolution which he understood would be accepted by those members of the Committee with whom he had differed at the previous meeting:

“ The Advisory Committee transmits to the Council and to the Governments summoned to the Conference, as a supplement to the report of the Preparatory Committee, the series of measures attached hereto, which, in its opinion, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement. ”

The CHAIRMAN suggested that the Committee should consider the resolution of M. Bourgois when the draft agreement had been examined.

The Committee agreed to this procedure.

On the proposal of the CHAIRMAN, *the Committee decided* to consider the draft agreement article by article.

Article 1.

Prince CHAROON (Siam) enquired as to the intention of the proposed amendment to the effect that the estimate required for medical and scientific purposes should be an estimate of import requirements.

Mr. CAMPBELL (India) explained that the intention of this amendment was to limit Article 1 to the terms of the resolution of the Council and to what had been called international commerce. It had been pointed out that an estimate of import requirements would not give all the information required in the case of a country which manufactured from its internal supplies. In order to meet that objection it was proposed to add to Article 4 a clause specifically asking for this information. In this way all the necessary details as to the entire trade of each country would be obtained and at the same time Article 1 would be kept within the terms of the resolution of the Council.

Dr. ANSELMINO (Germany) proposed to replace the word “heroin” by the word “diacetyl-morphine”. The word “heroin” was applied to a particular product, the trade-mark for which had been registered in a certain number of States and at the Industrial Property Office at Berne. The mark was registered only for account of the factories at Elberfeld. The Hague Convention covered only heroin and not diacetyl-morphine. It was necessary that the Convention should cover all the products for which diacetyl-morphine served as a basis, including those which came under the description of heroin.

M. BRENIER thought that such technical questions should be left to the experts at the Conference. Similar points might be raised in regard to the other drugs.

Everyone would agree that the Convention should apply not only to the drug registered as heroin and manufactured at Elberfeld but to all drugs with the same formula and having the same effects. The precise terms to be used in the Convention might be left to the experts of the Conference.

Dr. ANSELMINO (Germany) said he would present his proposal at the Conference.

He would like to enquire as to the exact meaning of the terms “morphine, its salts and preparations”.

Sir Malcolm DELEIVINGNE (Great Britain) proposed, and *the Committee agreed*, that the list should read as follows:

- “(c) Morphine, its salts and preparations containing morphine;
- “(d) Heroin, its salts and preparations containing heroin;
- “(e) Cocaine, its salts and preparations containing cocaine.”

Article 1 was adopted.

Article 2.

Article 2 was adopted.

Article 3.

Mr. CAMPBELL (India) urged that it was unnecessary to describe the experts to be appointed on the Central Board as medical, scientific and administrative.

He suggested that the article should read:

“A Permanent Central Board composed of experts shall be constituted,” etc.

Article 3, thus amended, was adopted.

Article 4.

Prince CHAROON (Siam) enquired whether the expression “wholesale dealers” included Governments. The article as drafted appeared to leave out the production of raw material altogether, as those countries in possession of raw material were not required to declare the quantity. Would the Siamese Government, which was the only holder of opium in Siam, be obliged to declare its stocks?

Sir Malcolm DELEIVINGNE (Great Britain) suggested that the article should read:

“Stocks in hand other than those in the hands of the retail dealers.”

The purpose of the article was to obtain a declaration of all stocks except those which were in the hands of retailers.

Mr. NEVILLE (United States of America) pointed out that the article, as drafted, might require the Governments to state the stocks which were in the hands of the army, navy, and health authorities. Governments might be reluctant to furnish this information.

Sir Malcolm DELEIVINGNE (Great Britain) replied that the provision only applied to stocks which were in hand in the course of trade. It was obviously impossible and quite unnecessary to obtain information as to the amounts in the hands of doctors, hospitals, Government departments, etc.

It was agreed that the expression “wholesale dealers” did not include the Governments and that the point might be left for discussion by the Conference.

Dr. ANSELMINO (Germany) suggested that the stocks should be declared at the end of every half-year instead of at the end of every quarter. The compilation of returns every half-year would involve a good deal of work and returns could hardly be made more frequently.

Sir Malcolm DELEIVINGNE (Great Britain) said that one of the chief objects of the statistics required was to enable the Central Board to follow the export trade so that, if a country was importing drugs in excess of the fixed estimates, the Central Board might be able to note the fact and inform that country and other countries that it had exceeded the limit. The Board would not be able to follow the export trade so well if the period were extended to six months, and the Sub-Committee had thought that quarterly statistics should, if possible, be obtained. He would rather leave the text as it stood, to be modified by the Conference if strong objections were raised to such frequent returns.

After further discussion, *it was decided*, on the proposal of Sir Malcolm Delevingne, that the amounts consumed for medical and scientific purposes should be required annually, statistics of manufacture and stocks half-yearly, and statistics of imports and exports every quarter.

Article 4, amended in accordance with this suggestion, was adopted.

Mr. NEVILLE (United States of America) urged that the Governments should be asked to transmit to the Committee all information regarding their trade in addition to that specifically required for regulating imports and exports.

The Committee decided that the text which had already been submitted to the Committee by Mr. Campbell should be added to Article 4:

“ Governments shall furnish annually, at the end of each calendar year, complete statistics regarding:

- “(a) Their imports of raw opium and coca leaves;
- “(b) The quantity of each drug manufactured and the amounts of raw opium and coca leaves employed in such manufacture.
- “(c) The quantity of each drug and its respective salts imported;
- “(d) The quantity of each drug (raw opium, coca leaves, cocaine, morphine, heroin and their respective salts) consumed as such in the country during the year;
- “(e) The quantity of each drug and of its salts, and of raw opium and coca leaves, if any, exported or re-exported, stating the ultimate destination of such exports.”

Article 5.

Mr. CAMPBELL (India) asked whether an explanatory memorandum would be distributed with the draft describing the machinery for the putting into effect of this article and Article 2.

Sir Malcolm DELEIVINGNE (Great Britain) thought that it was important that an explanatory memorandum should be sent to the Governments. This matter might be left to the Secretariat.

The CHAIRMAN pointed out that it would be difficult to leave the matter to the Secretariat; he himself was not conversant with the machinery proposed.

Article 5 was adopted.

Article 6.

Article 6 was adopted.

Article 7 (Paragraph III).

Dr. ANSELMINO (Germany) pointed out that there appeared to be a small mistake in the last sentence of paragraph III. The paragraph read as follows:

“The Government of the importing country, when the importation has been effected, shall return the import certificate with an endorsement to that effect to the Government of the exporting country.”

It was not the importing country, but the exporting country, which would return the import certificate to the importing country.

Sir Malcolm DELEIVINGNE (Great Britain) said that there was evidently some mistake, but the text suggested by Dr. Anselmino would not do what was wanted. It was desired that the Government of the importing country should communicate with the Government of the exporting country when the consignment had arrived so that the latter country might know that the goods had not been diverted into any illicit channel.

M. BRENIER suggested that the words “export licence” should be substituted for the words “import certificate”.

Sir Malcolm DELEIVINGNE (Great Britain) proposed that the sentence should be expanded as follows:

“Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence should send a copy to the Government of the country of importation. The Government of the importing country, when the importation has been effected, shall return the export licence with an endorsement to that effect to the Government of the exporting country.”

He further suggested that the following provision should be inserted:

“In the case of an application to export a consignment to any country for the purpose of being placed in a bonded warehouse in that country, the production of a special certificate from the Government of that country certifying that it has approved the introduction of the consignment for the said purpose may be admitted by the Government of the exporting country in place of the import certificate provided for above.”

The amendment and addition proposed by Sir Malcom Delevingne were adopted.

Article 7 (Paragraph V).

Dr. ANSELMINO (Germany) said that the definition of cocaine given in paragraph V was impossible. The formula there given — $C_{17}H_{21}NO_4$ — applied to sixteen different chemical products used in medicine which could not be described as dangerous drugs. He would remind the Committee that in September 1922 it had adopted a definition in which the word “cocaine”

applied both to natural cocaine extracted from the coca leaf and to artificial and semi-artificial cocaine obtained by chemical synthesis.

Sir Malcolm DELEIVINGNE (Great Britain) said that the intention of the provision under discussion was to make the Convention cover not only natural cocaine or cocaine produced from the Java leaf but also the synthetic product which was not made from the coca leaf.

Dr. ANSELMINO (Germany) said that ecgonine had not the same formula. Care, however, must be taken to include it as it might serve as a raw material for the manufacture of cocaine. Ecgonine by itself was not a dangerous drug. It was not a marketable product and it could only be procured as a chemical substance for use in scientific laboratories.

On the proposal of Mr. CAMPBELL (India), paragraph V *was drafted as follows:*

“The definition of cocaine in Chapter III shall be modified by adding:

“‘By cocaine is understood the principal alkaloid of the leaves of Erythroxyton coca having the formula $C_{17}H_{21}NO_4$ whether extracted from the leaves of Erythroxyton coca or produced by chemical synthesis (ecgonine also to be included).’”

Article 7 (Paragraph VIII).

The CHAIRMAN pointed out that paragraph VIII should be amended to conform with the previous paragraph embodying the provision with regard to the export licence and import certificate.

The Committee agreed.

Article 7 (Paragraph IX).

Dr. ANSELMINO (Germany) pointed out that paragraph IX, under which the provisions of Article 14 of the Hague Convention were extended to all preparations containing any morphine, heroin or cocaine would result in an unreasonable restriction of commerce, and that no useful object would thereby be attained.

The Convention should not be extended to preparations which were of no use for addiction purposes.

Paragraph IX was deleted.

Article 7 (Paragraphs X to XIV).

Paragraphs X to XIV were adopted.

The CHAIRMAN then put to the vote the resolution moved by M. Bourgois at the beginning of the meeting.

The resolution was adopted unanimously.

NINTH MEETING (Public).

Held at Geneva on Monday, August 11th, 1924, at 10.30 a.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors. M. Colocotronis, representative of Greece, also attended.

18. Representation of Manufacturing and Producing Powers on the Committee.

The CHAIRMAN, in the name of the Committee, welcomed the representative of Greece, who was in attendance, and said that he had received a telegram from the Bolivian Government stating that its representative would arrive on the following day. The representative of Switzerland was unable to attend owing to an interchange visit of health personnel which was taking place at Berne under the auspices of the League of Nations.

19. Draft Agreement drawn up by the Committee for submission to the Second Conference: Examination of the Revised Draft (Document O. C. 216 (2)).

The Committee considered the revised draft agreement for the programme of the second Conference as established in accordance with the decisions taken at the previous meeting.

On the proposal of the CHAIRMAN, the words "special provisions" in the title to Part I were deleted.

Article 1.

On the proposal of Sir Malcolm DELEVINGNE (Great Britain), the word "should" in the sentence "That each country should furnish an estimate", etc., was replaced by the word "shall".

Article 4.

After a short exchange of views, *it was agreed* that Mr. NEVILLE (United States of America) and the CHAIRMAN should redraft Article 4 with a view to simplifying its terms.

Article 6.

On the proposal of the CHAIRMAN, Article 6 was amended to read: "... with a country for which an amount has been fixed by the Board in pursuance of Article 5 or Article 7, paragraph XIII".

Article 7.

On the proposal of Sir Malcolm DELEVINGNE (Great Britain), the word "should" in the sentence "the Government issuing the export licence should send a copy to the Government of importation" in Article 7, paragraph III, was replaced by the word "shall".

The first sentence of Part III was changed to "the Conference makes the following recommendations."

With these amendments, the revised draft agreement to be submitted to the second Conference was adopted.

20. Proposal for the Gradual and Effective Suppression of the Trade in Prepared Opium: Resolution proposed by Sir John Jordan.

The CHAIRMAN submitted the following resolution proposed by Sir John Jordan, and asked the members of the Committee whether, in view of the fact that it had been circulated after the dispatch of the revised agenda, they desired to discuss it:

"That, with a view to giving practical effect to Article 6 of the Opium Convention of 1912, which provides for the gradual and effective suppression of the trade in prepared opium, the Government of India be invited to reduce its present export of opium to Japan, Siam and the possessions of the European Powers in the Far East by 10 per cent each year for a period of ten years, and that the Governments of Japan, Siam and of the Powers having possessions in the Far East shall similarly be requested to reduce *pari passu* the consumption of prepared opium in their respective territories and possessions and shall undertake not to replace the reduction in the Indian supply by opium obtained from other sources."

After an exchange of views, *the Committee decided*, on the proposal of M. BOURGOIS (France), that Sir John Jordan should be requested to speak to the motion, Mr. Campbell (India) to reply, but that no further discussion should take place and that there should be no vote on the terms of the measure.

Sir John JORDAN spoke as follows:

"I wish, as far as possible, to avoid all controversial issues as regards this resolution, but to make my position clear, I must refer, however briefly, to past events. It is common knowledge that the import of Indian opium into China, which had gone on for over 100 years, ceased about 1917. The proposal which I am now making dates back, so far as I am concerned, to that time. I felt then, and I still feel, that a necessary corollary to that action was the enforcement of Article 6 of the Hague Convention, which provides for the 'progressive' or 'gradual' and the effective suppression of the use of prepared opium.

"The word 'progressive', I may remark in passing, appears in the French text of the Preamble of the Convention, but is translated into 'gradual' in the English text. My reasons for asking thus early for the enforcement of Article 6 of the Hague Convention were these: In China we had already enforced Articles 17 and 18 of the Convention, and had taken effective measures to suppress the use of prepared opium in the foreign settlements and concessions in that country, and we are, as Sir Malcolm Delevingne has shown us, still issuing stringent regulations prohibiting British subjects from taking any part in the traffic in opium and other drugs. To me it seemed inconsistent, to say the least of it, to punish British subjects for doing in China what the British Government was doing in Hong-Kong, and to perpetuate in Hong-Kong, Macao, and other places which are closely connected with, and to all intents and purposes form, so far as this question is concerned, part of the mainland of China, a traffic which we and other Powers had prohibited under severe penalties at the adjacent Treaty ports. I thought that such a glaring anomaly should cease and

that we should no longer continue to supply to overseas Chinese opium which we had agreed not to supply to Chinese in China itself. So much for the local aspect of the question.

“But there is a wider issue. In signing the Hague Convention the British Government made a formal declaration that its provisions would apply to the Governments of British India, Ceylon, the Straits Settlements, Hong-Kong and the Wei Hai Wei in every respect in the same way as they would apply to the United Kingdom of Great Britain and Ireland. The non-enforcement of this declaration seems to be attended by equal inconsistencies. A Chinese, for instance, who may have contracted the habit of opium smoking in a British or other foreign colony, comes to London and continues the practice. He soon finds himself in the hands of the police, is punished or deported as an undesirable and receives a severe lecture from the magistrate for indulging in a vice which he has practised with impunity in a British or other foreign colony in the Far East.

“Now, let us come to the proposal which I have made for carrying out Article 6 of the Convention. It constitutes a mild interpretation of the solemn declaration made by His Majesty's Government and attached to the Convention, and it is one which I am happy to think will not bring me into conflict with the representative of India. Mr. Campbell has told us over and over again that financial considerations do not influence the attitude of the Government of India; that his Government does not send, and has no wish to send, an ounce of opium to any Government that does not apply for it, and that, so far as India is concerned, she is ready to stop the trade at any time. This is a clear declaration and it throws the onus of carrying out Article 6 of the Hague Convention upon the British Government and the Governments of the various Powers which have territories and possessions in the East in which prepared opium is still used.

“Article 6 of the Convention raises no complicated issue such as we have had to face in the case of morphia and other manufactured drugs. There we were confronted with the admittedly difficult task of arriving at an approximate estimate of the world's requirements. No such difficulty, fortunately, meets us here. We have full and accurate statistics of the amount of Indian opium exported to all these places, and have all the materials necessary for formulating a scheme for its gradual and effective suppression. This is a traffic unlike that of manufactured drugs. The latter are essential for medical and scientific requirements and must still be produced in quantities sufficient to satisfy those requirements. The traffic in prepared opium has only a temporary and conditional existence and the Convention contemplates its ultimate extinction by progressive and effective measures. I believe that my proposal meets both these conditions. It is gradual and gives time to the various Governments, which now derive a large part of their revenue from prepared opium, to adjust their finances and substitute new sources of revenue. Ten years seems to be sufficient for that purpose, but, if considered necessary, I should have no objection to an extension of the time-limit. The essential thing is that the scheme should, if it is to be effective, aim at finality.

“The argument will doubtless be urged, and urged with perfect good reason, that the widespread recrudescence of poppy cultivation in China has added immensely to the difficulties of the problem. That I freely admit, and no one has more reason to regret the Chinese relapse than I, who devoted ten years of my life to the work of opium suppression. But I would ask in all earnestness if the fact that China has fallen into a state of political disorder is sufficient reason for the other Powers to evade the obligations which they undertook under Article 6 of the Hague Convention. I do not think so. Let me quote a Chinese example. Bad as China admittedly is, there is one Governor in that country who is contending with far greater difficulties than any we would have to meet in carrying out my proposal, and who has kept his province, with a population of some 8,000,000 people, free from opium in spite of the widespread cultivation and wholesale illicit traffic with which it is on all sides surrounded.

“Again, it may be said, and said with reason, that there is always the danger of Persian and Turkish opium taking the place of the Indian article. That is a danger which applies to all and every reduction, no matter how it is effected. The force of these and other objections I do not, however, under-estimate, but are they to be regarded as reasons for a policy of inaction? Are we going to carry out the provisions of Article 6 of the Hague Convention, or are we not? It is no use trying to throw dust in the eyes of the public if we feel that these difficulties render even a very gradual execution of the Convention impracticable. Rather let us say so frankly. But I cannot believe that the Powers of the West are going to shelter themselves behind the plea that they are absolved from performing their part of the obligations under the Convention because disorganised countries like China, Persia and Turkey have failed or are unable to do their part.

“My proposal is intended to supplement, but not necessarily to supersede, the suggestions contained in Resolution II adopted by the Opium Advisory Committee during its fifth session, some of which can doubtless be usefully incorporated in the programme of the first Conference. But the third suggestion in that resolution that the amount of prepared opium placed on sale should be calculated according to the number of the adult Chinese male population is not only quite unnecessary but is open to the gravest objection. So far from leading to the gradual and effective suppression of prepared opium, it would result in an immediate and progressive increase in the consumption of the drug in Hong-Kong and Macao and probably in other places where the Chinese population has recently received large additions to its numbers from the neighbouring mainland owing to the disturbed state of China.

“I would suggest, therefore, that my proposal, if accepted, should be substituted for it.”

Mr. CAMPBELL (India) spoke as follows:

“There is much in Sir John Jordan's speech with which I agree and much with which I profoundly disagree, but, in view of the terms he has adopted, I do not think it is necessary for even

the most vigilant guardian of the Government of India's honour and interests to take exception to Sir John Jordan's remarks. He does not place the responsibility upon the Government of India, but upon the Governments of the consuming countries. I agree that that is the correct view; and I, as representing the Government of India, have upheld that view from the time this Committee commenced its meetings. The attitude of the Government of India has been that the responsibility, both as a matter of administrative necessity and as a matter of legal obligation under the Hague Convention, rests entirely upon the Governments of the consuming countries.

"Let those Governments make up their minds as to their requirements. We, in India, can give the most formal undertaking that we will observe the restrictions which the Governments of the consuming countries may impose, even if those restrictions go as far as entire prohibition. It seems to me that we cannot go further than that. We say to the Governments: 'Put your house in order and decide how much opium you require. If you decide to prohibit, we will make your prohibition effective so far as India is concerned; if you decide that you cannot prohibit, we will continue to supply you with opium solely to the extent which you, as a Government, certify to be necessary.'

"The Hague Convention never intended that the Government of India should go further than that. The wording of the Convention is explicit on this point. Sir John Jordan's definite proposal is, in effect, that the Government of India should set up in business as the moral mentor of the world. The Government of India has no intention of undertaking that task. Why should India go to Siam, France, the Netherlands and Great Britain and say to these countries: 'You do not know your business; you are allowing your nationals to consume far more opium than is good for them. Whatever the reason may be, you are not, in fact, complying with what we consider your policy should be. We have no special knowledge of your country nor of the conditions there; but all the same we propose to teach you your business. We shall cut down your supply by so much a year, in order to force you into what we think are the paths of rectitude.'" This is not the intention of the Government of India, neither does it, in my view, promise a satisfactory solution of the question.

"We have been told that coercion is out of date, but here we have, frankly, a method of coercion. We have been told repeatedly that as regards each Government the strict observance of the Hague Convention is necessary. Here we have a proposal which breaks through the Convention. The responsibility, if opium smoking or drug addiction continues throughout the world, can in no sense be laid at the door of the Government of India. I am in agreement with Sir John Jordan in placing that responsibility solely on the Governments of the consuming countries."

TENTH MEETING (Public).

Held at Geneva on Monday, August 11th, 1924, at 3.30 p.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors. M. Colocotronis, representative of Greece, also attended.

21. Draft Agreement drawn up by the Sub-Committee for submission to the Second Conference: Declaration of the Greek Representative.

M. COLOCOTRONIS (Greece) said that he wished, in the first place, to express his gratitude for the invitation which the Committee had sent to him in his capacity as Greek representative. He then put forward certain observations which had been suggested to him by a short study of the draft agreement drawn up by the Advisory Committee, which had been handed to him that morning. His observations related primarily to Article 2, or, more exactly, to the first part of that article, which read as follows:

"Each Government undertakes not to allow the export of any of the substances mentioned in Article 1 to any country in amounts which, taken in conjunction with the exports from other countries, will exceed the amount of the estimate furnished by the country in pursuance of Article 1..."

He thought that this provision would be very difficult to apply. If somebody submitted to a Government an application for permission to export opium or some other dangerous drug, the Government, before taking a decision, would have to collect full information as to the quantities exported by all other countries; that would be a very difficult matter, which would require

much time, perhaps several months, during which the application would remain in the air. Moreover, when the information had been obtained, it would perhaps no longer be accurate, as, during the months which had elapsed, other consignments of these drugs would probably have been sent to the importing country, and these consignments would very likely be in excess of the quantity authorised in Article 1 of the scheme. He saw no reason for the proposed stipulation. Moreover, according to other provisions of the draft agreement, a Government could only issue an export licence after the production of an import certificate issued by the importing country. If an import certificate was presented to the Government of the exporting country, that Government could not refuse to issue an export licence. Indeed, it would be quite illogical to expect the Government of the exporting country to show greater care for the public health of the importing country than the Government of the importing country itself.

Consequently, he proposed to substitute for the first part of Article 2 the following text:

“Each Government undertakes not to allow the import of any of the substances mentioned in Article 1 into its territory in amounts exceeding the quantities fixed in the said article.”

In this way the Committee would be dealing with the importing country itself, the duty of which was to care for the health of its own subjects, and which was in a position to do so far more effectively and rapidly than the exporting country.

Since 1921 a law had been in force in Greece with regard to the production of and traffic in opium, morphine, cocaine, heroine, and their respective salts. He proceeded to summarise certain provisions of this law which had already been communicated to the Secretariat of the League of Nations:

“The cultivation of ‘*Papaver somniferum*’ and the traffic in narcotic drugs are under State supervision. The cultivation and production of ‘*Papaver*’ require special authorisation. It may only be sold to specially authorised traders, manufacturers and chemists, and likewise to druggists, in quantities sufficient for one year. The ports from which opium may be exported are designated by Decree (*i.e.* only certain ports in Greece are allowed to export opium). Opium may not be exported to countries into which importation is prohibited. Persons exporting raw or pharmaceutical opium, or opium extracts and preparations in general, must obtain an export licence indicating the quantities of the goods and their destination. Quantities in excess of 5 kgs. must be sealed by the competent authority. The importation of raw opium is only permitted subject to special authorisation, and the importation of prepared opium is absolutely prohibited.

“Authorisation to export morphine, cocaine, heroin, or their respective salts, is only granted on production of a certificate from the authority of the place of destination, showing that the consignee possesses the authorisation required by the law of his country to receive such goods.”

These provisions of Greek law had anticipated the work upon which the Advisory Committee was now engaged, inasmuch as the import certificate which the Committee proposed to require from the different States already existed in Greece.

“These provisions apply to pharmaceutical opium, to drugs containing more than 2/10 per cent of morphine, or more than 4/10 per cent of cocaine, and to all preparations with a basis of morphine, cocaine or their respective salts, as well as to all other drugs which may be specified subsequently by decree. Any person infringing the provisions of this law is liable to imprisonment for a period of from one month to one year, and to a fine of from 500 to 5,000 drachmæ; these penalties are doubled in the case of second offences.”

The statement which had just been read showed that the Greek Government was in every way disposed to take vigorous action against the traffic in opium and other dangerous drugs, and encouraged the belief that the Committee's scheme would be readily accepted by that Government.

In Greece the consumption of opium was nil. There were no opium smokers, and the drug was only used for pharmaceutical purposes. The production of opium was very small; the Greek representative did not think it exceeded from 3,000 to 5,000 kgs. In 1922 it was 3,500 kgs. The opium poppy had formerly been grown in the Peloponnesus, but this form of cultivation had now been discontinued and its place taken by more remunerative crops. The poppy, however, was still cultivated in the new Macedonian provinces. The greater part of the crop, *viz.*, 3,000 kgs., was grown in the province of Serres, and the remainder in the department of Salonika. In some places, too, a decline in output could be observed. The poppy was gradually being given up to its place taken by tobacco, which gave a large return.

In view of these circumstances, the Greek Government did not attach any special importance to the traffic in opium, and it would be an easy matter for it to accept the Advisory Committee's draft agreement.

The CHAIRMAN thanked M. Colocotronis for his very interesting statement, and requested him to submit his amendment to Article 2 of the draft in writing to the Committee.

22. **Examination of the Position in China, more particularly in the light of the Reports of the Chinese High Commissioners and the Report of the International Anti-Opium Association.**

M. CHAO-HSIN CHU (China) wished to acquaint the Committee with certain facts which would supplement the High Commissioners' reports (Annex 5). He stated that the Chinese Government was not satisfied with those reports, and in support of his statement he read the following documents which he had received before leaving for Geneva.

"Measures to be taken by the Ministry of the Interior, Peking, May 29th, 1924."

"In recent years, poppy cultivation has been secretly revived in some provinces. According to the reports of the International Anti-Opium Association, some military officers are alleged to be responsible for the deplorable situation thus created. It is now proposed that the Ministry of the Interior and the Ministry of War shall jointly send instructions to the civil and military authorities of the different provinces urging them to do their best to enforce the prohibition. Hereafter, whenever any poppy plants are found, the magistrate of the district will immediately be sent by the Ministry of the Interior to the Supreme Disciplinary Board for punishment. At the same time, the Minister of War will be asked to subject the local troops to thorough investigation.

"There was a special rule, which was strictly enforced in the past, forbidding the extension of opium cultivation. But, as time went on, this regulation became a dead letter. It is now proposed that the civil governors of the various provinces should be instructed to enforce the prohibition again with the utmost rigour.

"As the suppression of the opium traffic is a matter of international concern, its importance cannot be overestimated. It is now proposed that the civil governors of different provinces be requested to prepare statistics showing the methods of suppression and the results obtained, and that these be submitted to the Minister of the Interior for consideration.

"In recent years, the Central Government has appointed High Commissioners for the investigation of poppy cultivation in a number of provinces. According to the reports of these High Commissioners, no trace of opium cultivation could be found anywhere. But these reports are contradicted by nations friendly to China, and in a report by the International Anti-Opium Association (Annex 5 a). It is conceivable that the reports of the High Commissioners hardly give a correct interpretation of the facts. It has therefore been decided that the Ministry of the Interior shall issue new regulations regarding investigations designed to ascertain the exact facts."

From this statement it would be realised that the Chinese Government was not satisfied with the High Commissioners' reports. The speaker, however, would welcome any criticism which the Committee might desire to make in regard to the situation in China.

In a telegram, dated August 9th, 1924, the Chinese Government had informed him that it had not yet received the report drawn up by the International Anti-Opium Association, and it had instructed him to state that the report in question could not be regarded by the Chinese Government as official.

In accordance with a resolution adopted in 1922 by the Committee, a separate report was to be submitted to the Committee by the Chinese Government.

Sir John JORDAN said that he was very glad to hear that the Chinese Government did not endorse the reports of the High Commissioners, and he thought that it had adopted a correct attitude in that respect. He gathered from Mr. Chu's remarks that the Chinese Government had compared the report of the High Commissioners with the report of the Anti-Opium Association, which, though not an official body, was undoubtedly the best body to form an opinion on the whole situation in China. That body included a number of Chinese for whom he had the greatest respect and affection, notably Mr. W. Yen, with whom he had negotiated the Opium Agreement in 1911, and who was as anxious as anyone could be to stop the cultivation of the poppy. He thought it was right that they should compare the reports of the High Commissioners with the report of the Anti-Opium Association. He desired to do so in no carping spirit, but in the hope that his remarks might find an echo amongst the people of China and might have the effect of arousing public opinion in that country on the opium question.

He desired to examine the High Commissioners' reports in a spirit of friendship to the Chinese people, who were really not responsible for the present state of things. China was under the control of military governors, who cultivated opium for the support of their troops.

He wished, first of all, to read the report of the High Commissioner in regard to the province of Kan-Suk (Annex 5 a). He then read the report by the Anti-Opium Association on that province:

"Extensive poppy cultivation has existed for several years. Reports for 1923 show cultivation on a much increased scale in the north and east of the province, through the centre of the province right up to Pingliang and Lanchow the Capital, and all through the north-west arm of the province right up to the edge of the Gobi Desert beyond Ansi. The western part of the province, particularly the Sining district, under the Mohammedan General Ma, is entirely free, and here the people have peace and plenty."

A correspondent from the north-east wrote:

"Prices of foodstuffs have advanced 50 per cent during the past few months. Chungwei Valley is almost one great opium-field this year (1923). As far as the eye can reach,

looking in all directions, as one travels through the valley, one sees only the white blossoms of the poppy-fields just now. The opium harvest has already begun. The crop is so extensive that men enough to harvest it are not available. Every other sort of employment is being abandoned because of the big wages offered in the opium fields."

The speaker also quoted the following letter from a correspondent writing from Lanchow in January 1924:

"We are greatly amused at the report of the Government Opium Investigating Commissioner in which he states that Kansu and Shensi had done well in their prohibition of poppy-planting this year. The Government recommended that the Commissioner be thanked for his hard work. To tell the truth the Commissioner was not allowed to enter the province until after the opium harvest had been reaped."

The speaker stated that he attached credit to the report of the International Anti-Opium Association, which was composed of independent men who had no wish to exaggerate the position in China. He would, in passing, draw attention to the report of the High Commissioner regarding the Province of Hsin-Chiang, which was diametrically opposed to the report of the International Anti-Opium Association on that province. The High Commissioner made the following statement:

"Report of the Deputy to Tah-Chung Tao, dated August 12th, 1923:

"No poppy was found in any of the districts of this Tao."

"Report of the Deputy to Yi-Ki Tao, dated August 9th, 1923:

"Poppy cultivation has ceased for a number of years, owing to severe measures of prohibition."

According to the report of the International Anti-Opium Association, however, these two districts were covered with poppy.

SHEN-SI PROVINCE.

The High Commissioner's report said:

"The High Commissioner conducted a personal investigation in some parts of the province in the spring, when the poppy would be in flower, but no plantation was found.

"Reports received from deputies who travelled to the very distant parts of the province show that some poppy was discovered, but it was destroyed immediately by the local authorities."

In the International Anti-Opium Association's report it was said that: "There is no evidence of improvement in this province, which for years has been noted as one of the most delinquent provinces in China."

Another correspondent wrote that "opium is actually cultivated within the walls of Hanchung" and that "on a three days' journey away, in any direction, one would not lose sight of the poppy in May and June."

To prove that the High Commissioner's reports were absolutely unreliable, the speaker quoted a high Chinese authority, Governor Yen-Hsi Shan, who had kept opium out of his province for many years at great expense. He had written to the Governors of Honan and Shen-Si: "My province would be clean but for smuggling from your territories."

HUPEH PROVINCE.

The report of the High Commissioner on this province stated:

"In the eastern part of the province the people have never cultivated poppy."

This was re-affirmed in a report submitted by the Deputy.

HANKOW.

Hankow is one of the greatest centres in China and would soon become the Birmingham of China. The report of the High Commissioner stated:

"In Hankow, which was supposed to be a trade centre for opium, special inspection was made, and only a few cases of smuggling were discovered, and the people concerned were punished accordingly."

This was an extraordinary statement, because it was well known that tons of opium were going down the river Yang-Tse-Kiang and passing through Hankow. He had been told that on one occasion 60 tons came down the river.

In the International Anti-Opium Association's report, it was said that the amount of opium that was seized in Hankow was as follows:

"The maritime Customs seized and burnt in 1923, 16,226 pounds of opium, but that which escaped seizure is of more importance."

On page 21 of the same report they would find the Chinese Maritime Customs Report for 1923. It stated:

"Organised opium smuggling shows no signs of decreasing, and has now reached such colossal dimensions that it is idle to expect Customs preventive measures to effect

tangible results in so far as stopping the traffic is concerned. Notwithstanding the acknowledged sincerity of the Chinese Government and of many responsible and influential Chinese officials, supported to a large extent by the best type of Chinese public opinion, it is an indisputable fact that the opium trade in some quarters flourishes and develops without official opposition."

ANHUEI PROVINCE.

The speaker stated that the report of the High Commissioner on this province^e was not at all true.

The report of the International Anti-Opium Association said:

"This province, claiming allegiance to the Central Government, has given during 1923 the most flagrant evidence of opium recrudescence. The bulk of the cultivation is in the north-western part of the province with but little in the centre and south. The cultivation has not been compulsory, but farmers have been officially encouraged by militarists and local gentry. Opium land taxation has been the main object."

The speaker was glad to hear that the High Commissioner's reports were not acceptable to the Chinese Government, and pointed out, further, that they were not acceptable to the Committee. It was painful for him to make that statement, but he did so in the interests of truth and with the hope that his remarks would reach China, and that the Chinese people would get to know what was going so.

The people of China had a duty to perform by opposing opium cultivation, and they should use the strength of public opinion against the military authorities to return to the position of 1917, when China had made one of the greatest efforts to do away with opium.

Sir Malcolm DELEVINGNE (Great Britain) said that Sir John Jordan had covered the ground very fully, and he only wished to state that his remarks were entirely borne out by the official information which had reached the British Government from its consular agents in China.

He would like to recall the history of the question so far as it concerned the Committee. This was the fourth annual session at which this subject had engaged the Committee's consideration. At its second session, when the question was thoroughly discussed, the Committee adopted the following resolution:

"The Committee strongly recommends that as China, in common with all other States Members of the League, has entrusted the League of Nations with the supervision of the traffic in dangerous drugs, the Chinese Government should invite representatives of the League to accompany the Chinese Commissioners in their investigations."

The Committee would remember that this recommendation had been opposed by the Chinese Government, and that the Committee, at the suggestion of the Council, had modified its original proposal.

The speaker read an extract from the report of the Committee which was made at the emergency meeting held on September 1st, 1922:

"The Council, at its session in July, requested the Advisory Committee to reconsider a passage in its report with reference to the situation in China, and, in connection therewith, referred to it a suggestion for dealing with the situation which had received the consent of the Chinese Government and which the Council was prepared to approve. The suggestion in its complete form was to the effect that, having regard to the finding of the Committee with reference to the situation in China which appears in the report of the Committee as published, the Chinese Government should be asked to make more thorough enquiries as regards the cultivation of the poppy in China so as to be able to supply the League with a more reliable report than was forthcoming this year; to include in the Commission of Investigation representatives of organisations such as Chambers of Commerce and Educational Associations, and to associate with the Commission of Investigation a representative of the International Anti-Opium Association in Peking and to authorise this representative to transmit through the medium of the Chinese Government a report to the League in addition to the general report of the Commission of Investigation.

"The Advisory Committee understands that, as it will presumably be necessary to appoint a number of Commissions to investigate the conditions in the different provinces, as was done last season, the proposal means that a representative of the International Anti-Opium Association will be associated with each of the Commissions. The Advisory Committee, after full consideration and having regard to existing circumstances, is prepared to recommend to the Council the adoption of this course."

The investigations contemplated at that time were to be made during the season of poppy cultivation, at the end of 1922 and in the first part of 1923.

During 1923 the reports promised by the Chinese Government had not been forthcoming, beyond a brief summary, received by the Chinese representative by telegram, of the main facts embodied in the report of the Chinese High Commissioners. That summary had been in very much the same terms as the report which had been received this year (1924). The Committee, of course, had been unable to deal with the subject at its 1923 session.

He presumed that the full reports of the Chinese High Commissioners were now contained in the document submitted to the Committee (Annex 5). If not, he could only say that the Chinese Government had had ample time to send to the Committee its reports.

The reports of the representatives of the independent associations had never been furnished, and it had not been possible to ascertain from the reports submitted by the Chinese representative whether the Commissions of Investigation had included representatives of organisations such as Chambers of Commerce and educational associations, as promised by the Chinese Government.

Mr. Chao-Hsin Chu had said that the representatives of the International Anti-Opium Association had not presented any report — or, at any rate, the Chinese Government had not received it — and that, consequently, the Chinese Government could not accept as official the report to which Sir John Jordan had alluded.

He (Sir Malcolm) had no definite information as to what had happened with regard to the co-operation of the representatives of the International Anti-Opium Association. He gathered from the information received from consular agents in China that the Chinese Government had made little attempt to obtain the co-operation of those representatives. In this connection he quoted a passage from the annual report of the International Anti-Opium Association (Volume IV, No. 1), in which Dr. W. H. Graham Aspland, Secretary of the Association, said: "I was asked by the Chairman of the Suppression Board to furnish a report of our Association representatives who accompanied the six Opium Investigating Commissioners in 1923. I energetically informed him, apparently to his amazement, that only one (at Jehol) representative out of twelve had been notified by a Commissioner or his help asked, although all their names had been forwarded to the Board of Interior."

The Committee, said Sir Malcolm, had exhausted every possible means which could be suggested by such an expert as Sir John Jordan for reaching a solution of this enormous problem, and after waiting two years for an investigation to be made by a Commission appointed by the Chinese Government, which was to include representatives of independent bodies and which would have the co-operation of the Anti-Opium Association of Peking, the Committee had before it only the report submitted by the Chinese representative, which Sir John Jordan had shown in its true character. He did not think the Committee could do anything further in the matter, but he thought that in its report it should explain the situation to the Council, giving a brief survey of what had so far taken place, with special reference to the agreement concluded with the Chinese Government in 1922, and that the whole matter should be left in the Council's hands.

Sir John JORDAN wished to say that the reports only referred to a portion of China, and that that portion was not the chief centre of cultivation. The chief centres were Yunnan, Szechuan and Kueichow, which produced about two-thirds of the poppy grown in China; and from those provinces no reports had been received.

Sir Malcolm DELEVINGNE (Great Britain) pointed out that he had not referred to those three provinces because they were outside the control of the Peking Government. He wished to know whether the provinces mentioned in the report were under the control of the Government.

Sir John JORDAN replied in the affirmative. The Chinese Government ought to have made a joint effort with the independent associations and organisations to stop cultivation. He thought that if there were a strong man in China much might be done to suppress cultivation. Pressure had been brought to bear by the authorities in Foochow with good results.

No further steps could be suggested. All that could be hoped for was the slow working of Chinese public opinion; there was not much sign of it at present, but it was to be hoped that the Chinese Chambers of Commerce and the educational associations would take up the question. Until China could be given a new Government and new administrative machinery, very little more could be done. In fairness to the present Chinese Government, however, it should be said that it had, in a large degree, suppressed poppy cultivation in the province of Szechuan, thanks to the energy of the new Governor of the province. That was a good sign, but as the provinces changed hands from time to time it was impossible to tell how long the improvement would last.

Sir Malcolm DELEVINGNE (Great Britain) asked how it could be explained that, even in provinces under the control of the Government, such a state of things as Sir John Jordan had described could exist. According to his information the practice of opium smoking had spread through all the provinces except Shensi, and was widely prevalent in the City of Peking itself.

Sir John JORDAN stated that all those provinces were under military governors, some of whom professed allegiance to the Peking authorities, but did not necessarily take orders from them. The land revenues had formerly gone to Peking, but the central Government did not now receive any of those revenues. Many of the Governors had large forces of troops — a number of them, indeed, had small armies — and they grew the poppy for the sake of revenue to pay their troops. Since the revolution of 1911, the whole administrative machinery of China had been loosened. Formerly, revenue had been shared between the provinces and Peking, but now the provinces were fiscally autonomous and cultivated the poppy.

Mr. CAMPBELL (India) wished to emphasise two points:

(1) That publicity should be given as rapidly as possible to the extent of the evil. It was stated in the report of the International Anti-Opium Association that the production was about 15,000 tons a year; in other words, China was now apparently producing roughly 9/10ths of the whole quantity of opium produced in the world.

(2) That it appeared, from the information received by the Committee at various times, that the enormous production in China was rendering it difficult to control the opium trade in the Far East. In Burma, Hong-Kong, French Indo-China and the Straits Settlements control had become very difficult, and it was obvious that the effects of this situation were being felt in countries still further off, such as the Philippines.

He thought that the statements made by Sir John Jordan and Sir Malcolm Delevingne were correct; he did not wish to go again into the facts which had been cited, but the Committee had to keep these facts in mind, as they rendered its work extremely difficult.

Sir John JORDAN asked whether it would not be possible to prepare a statement of the facts which the Committee had discussed — a statement representing the opinion of the League — and have it translated into Chinese and broadcast all over China. He thought that the League would carry great authority with some of the Chinese, and public attention might thus be drawn to the situation in China. When he was in that country the situation had been quite different; he had worked in hearty co-operation with the Chinese, and they had never raised the question of sovereignty. Chinese public opinion, however, had now entirely changed, and the younger generation did not wish to have anything to do with foreigners. It was probably right, because it had great traditions behind it, and the Chinese were a very sensitive people; he thought, however, that a statement by the League in the sense he had indicated might have a salutary effect.

Mr. CHAO-HSIN CHU (China) said that, after hearing all the statements of the previous speakers, he could only take the blame on behalf of his country and accept the criticisms which had been offered. He agreed with Sir John Jordan's suggestion, which he thought was excellent, though he did not know the opinion of his Government on the subject. As Sir John Jordan had remarked, there were some people in China who were doing their best in the anti-opium movement, such as the Chinese members of the International Anti-Opium Association. Those whom Sir John Jordan had mentioned were really the modernised Chinese who were very sincere in fighting the opium traffic in China. He assured the Commission that there were many people in China holding official positions who were connected with the Anti-Opium Association. When he returned to China he would become a member of the Association, which was honestly endeavouring to suppress the opium traffic in China.

Unfortunately, the political situation rendered it almost impossible for the central Government to carry out the necessary measures for the suppression of opium. There were, however, some people, such as General Yen Shi Chang, in the Province of Shansi, who were endeavouring to suppress the opium traffic in that province. It was to be hoped that other provinces would follow that example.

He would remind the Committee that there was a law in China regarding the suppression of the opium traffic, though unfortunately that law was not strictly enforced owing to the weakness of the central Government.

He accepted Sir Jordan's suggestion that China should solve her own problems. Any measure which infringed the internal sovereignty of China would not be acceptable to the Chinese Government. During the past two years the question had been very fully discussed at the sessions of the Advisory Committee, and the Committee had been able to recommend to the Chinese Government the appointment of the Commission of Investigation. China would have to work out her own salvation, but it must be remembered that the opium question was not the most important question in China, and that if China could solve her political problem, the opium problem would be solved at the same time.

He stated that the Chinese Government would certainly agree to Sir John Jordan's suggestion for the publication in Chinese of a statement on the part of the League of Nations and its distribution to the public in China.

With regard to Mr. Campbell's speech at the previous meeting, he (Mr. Chao-Hsin Chu) did not think that Mr. Campbell had entirely appreciated the good work done by Sir John Jordan and those associated with him in China before 1917 — work which had resulted in the complete suppression of the Chinese opium traffic. It was not to be supposed that China could not solve her own problems in future; every country had good and also difficult times. It could not be denied that since 1917, the opium traffic had been completely revived, owing to the weakness of the central Government; but, some day, the Government would become a stable one, and China would at once suppress the opium traffic.

He wished to express the gratitude of the Chinese Government to the British Government for the Anglo-Chinese Agreement, which had suppressed the opium traffic in China. He also wished to express the appreciation of the Chinese Government and people and his own gratitude to Sir John Jordan, formerly British Minister at Peking, who had rendered valuable services to China, which would never be forgotten.

Mr. CAMPBELL (India) was afraid that it would be unwise for the Committee to propose embarking on a policy of propaganda in China which might, he thought, prove a very dangerous precedent. He would prefer to postpone consideration of that question.

Sir John JORDAN said that he did not propose that any steps should be taken without the approval of the Chinese Government, but as that approval had been expressed by Mr. Chao-Hsin Chu, the best way of moving public opinion in China would be through the Chambers of Commerce, the educational associations, and other institutions of the same kind.

This was the only hope for the rehabilitation of China, and progress might be slow. One Chinese authority had recently told him that China might take ten years to recover, but the Committee ought to do all in its power to expedite her recovery as far as possible.

Sir Malcolm DELEIVINGNE (Great Britain) suggested that the Secretariat, through its Information Section, should take special steps to give the greatest possible publicity in the Far Eastern Press to the discussion which had just taken place in the Committee. The object which Sir John Jordan had in view would thus, to some extent, be secured and this course would not be open to the objection which might be raised to the distribution of pamphlets and other propaganda tracts in China.

Sir John JORDAN supported the suggestion.

Mr. NEVILLE (United States of America) also supported it. It could not be denied, he said, that the report before the Committee did not conform with the facts of the situation as known to the Committee. As Mr. Chao-Hsin Chu had said, something should be done immediately to improve the situation.

He himself was not in a position to make suggestions as to what the League of Nations should do, but he felt that an effort should be made to draw the Chinese Government's attention to the situation, and also that recourse should be had to some kind of publicity in order to bring the facts to the knowledge of the public.

Mr. CHAO-HSIN CHU (China) agreed with all the previous speakers' remarks on the question of publicity. If honest propaganda was carried on in China he did not think that the Government would object. He regarded Sir Malcolm Delevingne's proposal as highly practical. The Information Section of the League included a Chinese member, who had already written, last year, articles on the opium question; these articles had been published in the Chinese press. What was wanted was as strong a statement as possible on the ravages of opium in China. The stronger the statement, the more the Chinese authorities would be forced to suppress the opium traffic.

Although he had not yet consulted his Government, he could assure the Committee that it would raise no objection to the carrying on of honest propaganda by the League.

Sir John JORDAN agreed with Sir Malcolm Delevingne's proposal. He would have liked the propaganda to be carried on under the authority of the League, but perhaps that was not possible. He agreed with Mr. Chao-Hsin Chu that no objection would be raised in China to honest propaganda, even if carried on under the authority of the League. No one in China defended opium. It was only fair to say that the Chinese Press had published strong articles on the opium question, but unfortunately they had not produced the full effect which might have been hoped.

He asked whether the statement would be sent to the International Anti-Opium Association of Peking.

Sir Malcolm DELEIVINGNE (Great Britain) explained that a full report of the meeting would be sent to the Chinese Press as well as to the other newspapers and would include the information given in the International Anti-Opium Association's report.

The SECRETARY said that the report of the meeting would be sent officially to the Far Eastern newspapers, but that there was no reason why the Information Section should not send a copy to the International Anti-Opium Association.

Sir John JORDAN thought that the Association would be able to make good use of it.

Mr. CHAO-HSIN CHU (China) reminded the Committee that in 1917 the suppression of opium had been carried out successfully owing to the support of public opinion, but that since 1917 there had been no active public opinion on the question, and something must be done to revive it. Sir Malcolm Delevingne's proposal was very important, and would meet with no objection on the part of the Chinese Government; moreover, it would be welcomed by the good elements among the Chinese people.

The CHAIRMAN read Sir Malcolm Delevingne's proposal, which was as follows:

"That the Committee recommend to the Council that special steps should be taken through the appropriate department of the Secretariat to communicate to the Far Eastern Press, both European and Chinese, a full report of the discussion at the present meeting of the Committee on the subject of the growth of opium in China, with a view to the widest publicity being given in the Far East to the facts of the present situation."

Mr. CHAO-HSIN CHU (China) proposed that the words "European and Chinese" should be replaced by the words "including Chinese and foreign papers".

The SECRETARY suggested that, in order to avoid delay, the recommendation should be addressed to the Secretary-General, who would do what was necessary, instead of referring the matter first to the Council, which would not meet until the end of August. The question might, however, be mentioned in the report of the Committee to the Council.

The proposals of Mr. Chao-Hsin Chu and the Secretary were adopted.

The resolution was adopted in the following form:

“The Advisory Committee recommends to the Secretary-General that special steps should be taken through the appropriate department of the Secretariat to communicate to the Far Eastern Press, a full report of the discussion at the present meeting of the Committee on the subject of the growth of the poppy in China, with a view to the widest publicity being given in the Far East to the facts of the present situation.”

ELEVENTH MEETING (PUBLIC).

Held at Geneva on Tuesday, August 12th, 1924, at 10.30 a.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee and the Assessors, with the exception of Sir John Jordan. M. Pinto Escalier, the representative of Bolivia, also attended.

23. Substitution of other Crops for the “*Papaver somniferum*”: Proposal by Mrs. Hamilton Wright.

Mrs. Hamilton WRIGHT submitted a proposal to the effect that the Council should be asked to approach opium-producing countries with a view to ascertaining whether they would be prepared to substitute other crops for the poppy, and what difficulties they anticipated in this connection.

The Committee decided to discuss Mrs. Hamilton Wright’s proposal after it had been submitted in writing.

24. Draft Agreement drawn up by the Sub-Committee for submission to the Second Conference: Adoption of the Final Text.

The CHAIRMAN submitted the revised text of the draft agreement for the second Conference, together with certain verbal amendments which were adopted by the Committee. (Document O.C. 216 (3).)

* M. COLOCOTRONIS, representative of Greece, submitted an amendment to Article 2.

Sir Malcolm DELEIVINGNE (Great Britain) suggested certain changes of wording in the amendment, which was finally submitted to the Committee in the following form:

“Replace the text of Article 2 by the following text:

“ ‘Each Government undertakes to refuse to authorise the importation into its territory of any of the substances mentioned in Article 1 beyond the quantities specified in the estimates furnished by it in pursuance of Article 1. The foregoing provision shall not prevent the Government of a country in which the use of opium for smoking purposes is still temporarily permitted under Chapter II of the Hague Convention from authorising the importation of raw opium in conformity with the provisions of Chapter II of the Convention until such time as the use of opium for smoking purposes shall have been definitely prohibited.’ ”

Mr. NEVILLE (United States of America) said that in his opinion it had been the intention of the Committee to frame a scheme which would, in some degree, place responsibility upon the country of production and exportation. The Convention of 1912 placed countries in which raw opium was produced under the obligation not to export to a country which forbade its import. The scheme now extended this obligation and specified the amount which might be released for international commerce. He did not personally wish that exporting countries should be relieved of any obligation under Article 2, and he had no objection to a double responsibility, that was to say, a responsibility on both the importing country and the exporting country.

Mrs. Hamilton WRIGHT pointed out that the responsibility for export lay with the port of departure of the exporting country. This principle had been introduced by the Shanghai

Commission of 1909. It had been felt at the time that it would strengthen control if responsibility at both ends were imposed.

The CHAIRMAN pointed out that the import and export certificate system provided full safeguards. Under that system no exporting country licensed an export before it had received a certificate from the importing country.

M. COLOCOTRONIS said that the amendment under consideration by the Committee would not impose a single responsibility only. The exporting country was under just as great an obligation as the importing country, since it could not grant a licence to export except on receipt of an import certificate from the importing country.

Mr. CAMPBELL (India) recalled the fact that, when this point had been originally discussed, he had suggested that the Secretariat should prepare a note explaining how exporting Governments could fulfil their obligations under Article 2 of the proposed Convention. This was a point which would have to be settled. The only new machinery provided was the Central Board which received statistics of import and export every quarter. No machinery, however, was provided for enabling an exporting country to decide whether the other exporting countries had sent so much opium to a particular importing country that the exporting country was no longer justified in allowing any further shipment.

The Central Board could not supply this machinery because it only received statistics every three months and consequently would always be at least three months behind the actual situation of the trade. He suggested, therefore, that the only way an exporting country could discover whether or not it was breaking the terms of the Convention by shipping its opium would be to telegraph to every exporting country in the world asking for the amounts of opium which they had despatched to the importing country in question. This, he submitted, was not a practical proposal.

In view of these difficulties, he supported the amendment submitted by the representative of Greece.

Sir Malcolm DELEIVINGNE (Great Britain) said it was the intention of Article 2 that all countries should be kept informed by the Central Board of the state of the export trade to each of the importing countries. They would receive from the Central Board a quarterly statement of the imports of each country. He recognised the force of Mr. Campbell's criticisms but pointed out that it would never be entirely possible to prevent an import or an export in excess of the estimate fixed if the importing country did not honourably fulfil its obligations.

He was prepared to accept the amendment proposed by the representative of Greece, because he considered that adequate security was obtained by it. As the Chairman had pointed out, there was the safeguard of the import certificate system. Further, if an importing country were not fulfilling its obligations, the Central Board would, at the end of each quarter, be able to tell what the importing country was doing by referring not only to the statistics furnished by the importing country but also to those from exporting countries. Only a short interval would therefore elapse before it would be proved whether the imports were being confined to the limits of the estimate.

In the case of countries which furnished no estimate or one which was believed to be unreasonable, Article 5 of the draft agreement came into force, by which exporting countries agreed not to export to countries dealt with by the procedure outlined in Article 5 quantities in excess of the estimate fixed by the Board. That provision would remain.

He thought, therefore, that the amendment of the Greek representative, safeguarded as it would be by the collection of quarterly statistics of both exporting and importing countries and by the provisions of Article 5, could be adopted.

Mr. NEVILLE (United States of America) said that while it was quite true that in Article 5 an obligation was imposed on all States to pay particular attention to the exceptional situation created in the case of countries unable or unwilling to furnish estimates, the country of exportation should nevertheless be bound by some form of obligation in the matter of export. He did not, however, wish to prevent an agreement being reached on Article 2, and if this were the only point in dispute he was willing to accept the amendment proposed by the Greek representative.

The CHAIRMAN pointed out that if a double obligation was imposed it would appear that States were taking measures against themselves and this would destroy the mutual trust essential for the proper working of the Convention.

Sir Malcolm DELEIVINGNE (Great Britain) said that if, at the end of any quarter, the statistics collected by the Central Board showed that an importing country had already reached or exceeded its estimate for the year, then all exporting countries would consider themselves bound in honour not to authorise the export of any more narcotics to the importing country in question during that year. If this were insufficient, perhaps a definite obligation in this sense could be introduced into the draft agreement by adding to Article 5 a sentence to the effect that, in the event of the quarterly statistics showing that a country had reached or exceeded its estimate, the Central Board should especially call the attention of the exporting countries to that fact and those countries should undertake an obligation not to export any further supplies to the country in question during that year.

The CHAIRMAN enquired whether this had not already been provided for under paragraph 3 of Article 4.

M. NEVILLE (United States of America) thought that the point in question could be met by an addition to Article 3.

After a short discussion, *it was decided* that Sir Malcolm Delevingne, Mr. Neville and the Chairman should endeavour to find a form of words to cover the point.

The amendment proposed by the representative of Greece and formally amended by Sir Malcolm Delevingne *was adopted*.

On the proposal of the CHAIRMAN, *the Committee decided* to hand a copy of the draft agreement to the representative of Bolivia in order that he might study it and prepare any observations which he might desire to make.

25. Representation of Peru and Switzerland on the Committee.

The CHAIRMAN informed the Committee that the Government of Peru had telegraphed saying that it was unable at such short notice to appoint a representative, but that it would carefully consider the proposals of the Committee when they came before it. He also informed the Committee that a message had been received from the Swiss Government to the effect that it was unable to appoint anyone in place of Dr. Carrière.

26. Approval of Minutes of Meetings.

The Minutes of the 1st, 2nd, 3rd, 4th and 5th Meetings were adopted with certain amendments.

27. Non-granting of Free Port, Free Zone or Bonded Warehouse Facilities to Drugs covered by the International Opium Convention of 1912: Memorandum by the Secretariat.

The CHAIRMAN pointed out that the definition of the term "distribution" as given in Document E.129 (Annex 6) was not in accordance with the spirit of the Convention.

28. Consideration of the Opium Situation in Persia.

Sir Malcolm DELEVINGNE (Great Britain) said that the situation in Persia with regard to opium was extremely grave. It would undoubtedly be very carefully considered at the forthcoming conference. For that reason he did not propose to go into the matter at length at the present meeting. A memorandum embodying the information in the possession of the British Government regarding it would be prepared and communicated to the League. Persia was cultivating and exporting opium in very large quantities, mostly to the Far East, where it found its way into the illicit traffic. He had before him a long list of consignments of opium from Persian ports, which had been reported to the British Government. They were ostensibly for destinations in the Far East, but in many cases never arrived at those destinations. On December 23rd last, for instance, a ship was reported to have cleared the port of Bushire with 500 chests of opium, destined for Hong-Kong. The opium did not arrive at Hong-Kong, and it was obvious from the start that it was not intended to arrive since the importation would not have been permitted by the Hong-Kong authorities. What had probably occurred was that its cargo had been transhipped at sea and smuggled into various Chinese ports. Such occurrences were common.

The Persian authorities apparently exercised no control over the export trade in opium, except to collect a tax on consignments exported when possible. It would have, therefore, to be controlled by action taken by other Powers. The second recommendation attached to the draft scheme for submission to the second Conference would, in his opinion, if properly put into execution, largely put a stop to illicit traffic in Persian opium.

The CHAIRMAN stated that he had no recent information regarding the transhipment of opium in the port of Sabang. Information dated September 1923 showed that, in the first nine months of that year, only three cases of transhipment had occurred, which fact seemed to prove that the measures taken by the authorities in the Dutch Indies had had good results.

Sir Malcolm DELEVINGNE (Great Britain) replied that it was evident that the control exercised by the Dutch authorities in the port in question had had a very salutary effect in checking the traffic.

Mrs. Hamilton WRIGHT thought that some scheme for substituting other crops to take the place of the poppy could perhaps be recommended to the Persian Government. That Government had already expressed itself ready to put such a scheme into operation, provided that it was of a practical nature. In support of her contention, she quoted the opinion of the Agricultural Department of the United States to the effect that the soil of Persia was readily adapted for the growing of many forms of cereals and mixed fruits, and that practical results in this direction could be achieved at the end of five years, provided a sound scheme were put into operation.

29. Ratification and Enforcement of the Convention of 1912 and the Adoption of the Import Certificate System in the South and Central American States.

Mr. NEVILLE (United States of America) said that his Government was much interested in obtaining the adhesion to and ratification of the Convention of 1912 and the adoption of the import and export certificate system by all South American States. A proposal approving the

Convention had been put forward at the Pan-American Conference at Santiago, with the result that several adhesions and ratifications had been obtained. He hoped that every endeavour would be made to increase the number of ratifications and adhesions.

In reply to an enquiry by Sir Malcolm Delevingne, as to the position in the Argentine, Mr. NEVILLE explained that the Government of the United States had been endeavouring to arrive at an arrangement with the Argentine for an import certificate for narcotics consigned to that country together with an engagement not to re-export them.

Sir Malcolm DELEVINGNE (Great Britain) stated that the British Government had not yet succeeded in inducing the Government of the Argentine to adopt the import certificate system.

30. Smuggling of Opium and Drugs through Vladivostock.

Dr. TSURUMI (Japan) replied to the information placed before the Committee by the British Government regarding this matter (Annex 7). Four instances in which Japanese nationals or Japanese territory had been alleged to be involved in illicit transactions had been given: (1) a monopoly bureau in the hands of a Japanese subject; (2) the Hoshi Company, which admitted selling opium for export to Vladivostock on the receipt of a licence from the Government; (3) seizure of a consignment of heroin in Hong-Kong destined for Vladivostock, a transaction in which certain Japanese were involved; (4) traffic in drugs in Siberia, supplied from Yokohama and Kobe.

With regard to (1), the Japanese Government was informed by its Consul-General at Vladivostock in January, 1922, that four Japanese subjects had obtained for the sum of 250,000 yen a concession from the Vladivostock Government to establish an opium monopoly bureau from January 14th, 1921, to July 1st, 1922. Upon receipt of this information the Japanese Government had immediately prohibited the export of opium and other dangerous drugs from Japan or her territories to Vladivostock, and also all transshipments in the bonded zone. Measures against smuggling had been increased, and the Japanese Consul-General had been instructed to endeavour to persuade the Japanese in question not to engage in opium traffic.

(2) The Hoshi Company sold opium stored in the bonded zone in Yokohama and Keelung to a certain Nakazawa, who possessed the Vladivostock Government's permit to import opium.

Prior to the Regulation of January 1922, re-shipment in the bonded zone had been allowed by the Japanese Government to any port except Chinese ports. When, therefore, the Hoshi Company applied for a permit to re-ship it was not refused to them, as the transaction had taken place prior to January 1922.

As a result of increased vigilance, the authorities of Hokkaido discovered in the port of Otaru on February 29th, 1922, a ship bound for Vladivostock with a cargo of ten tons of opium in provenance from America, and action was taken against the offenders.

(3) The heroin in question had been sent from Marseilles to Kobe and, as it was reported that Japanese were involved in the transaction, the Japanese Government was at the moment investigating the case. The Japanese Government pointed out, however, that it was difficult to proceed against its nationals when in foreign countries, and that the only real solution would be the proper application of the import and export certificate system by the Governments of those countries.

(4) No trace could be found by the Japanese Government of the morphia in question having come from Japan via Vladivostock, though according to the information supplied by the British Government it was manufactured in Germany and received from Yokohama and Kobe. The official records of these ports, however, showed that no re-shipment had taken place since January 1922. The Japanese Government was willing to do all that it could to prevent smuggling. Vladivostock, Chita and Irkutsk, however, being outside Japanese jurisdiction, it was extremely difficult for the Japanese Government to trace cases of smuggling to those ports.

In general, it might be said that the exact situation with regard to opium traffic in Vladivostock was most obscure. It would appear that the traffic was conducted by persons of many nationalities, since the Dutch Government reported cases of an American citizen in the employ of the Shipping Company H.M.H. Namazee & Co. being involved with many others in opium traffic with the port of Vladivostock. (Annex 7 a.)

In conclusion, he desired to emphasise the fact that, Siberia being outside the jurisdiction of the Japanese Government, the only measure that the Government could adopt was to refuse to permit Japanese subjects to carry on the trade between Vladivostock and Japanese territory, and thus prevent illicit traffic from taking place.

The CHAIRMAN thanked the representative of Japan for his explanations.

Mr. NEVILLE (United States of America) said that his Government granted no licence for the export of narcotics to Vladivostock.

TWELFTH MEETING (Public).

Held at Geneva on Tuesday, August 12th, 1924, at 3 p.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Committee (except M. Yovanovitch) and the Assessors (except M. Brenier). M. Pinto-Escalier, representative of Bolivia, attended.

31. Inclusion of Indian Hemp in the Lists of Habit-forming Drugs: Proposal by the South African Government.

Mr. CAMPBELL (India) said that the Government of India had had its attention drawn to the suggestion of the South African Government (Annex 8); sometime before it had received that proposal it had issued a circular letter to all the local Governments to ascertain their views as to whether it would be possible to prohibit the export of Indian hemp, except for purely medical purposes and on the strength of suitable certificates to this effect from the Governments of the importing countries. The replies of the local Governments had not yet been received, but one of the most important of them had already prohibited the export of Indian hemp.

He thought it would be preferable to leave the matter to be taken up at the next session, by which time all the replies from the local Governments would, doubtless, have been received. The exports of Indian hemp from India were ordinarily very small.

Sir Malcolm DELEVINGNE (Great Britain) agreed with Mr. Campbell's proposal. The subject was one of some importance because it had recently come to light that an illicit traffic was being carried on in Indian hemp, and Egypt, in particular, was one of the countries which were suffering. There was a considerable demand for hashish in Egypt and attempts had been made to smuggle it into that country. Ten tons of this plant had recently been exported to Abyssinia, the owner of the consignment alleging that it was to be used as an insecticide. The consignment had reached the Port of Djibouti, but eventually, after a series of operations, it had disappeared entirely. Enquiries made by the British and French Governments left little room for doubt that it had been smuggled into Egypt for illicit purposes.

Indian hemp was grown in many parts of the world, and before the Committee could deal with the question it would require more information than was as yet available. The British Government had been collecting information which it would in due course forward to the Secretariat of the League of Nations, but if the question was to be discussed at the Committee's next session the attention of all the Governments ought to be called to the matter in order to enable them to offer any observations they might wish to make on the South African Government's proposal and also to furnish the Committee with information as to the production of the plant, its use, etc., in their own territory.

He then drew the attention of the Committee to the fact that the South African Government's letter gave the alternative name of "dagga" to hemp. He was informed that "dagga" was a different plant from Indian hemp, which was known as "dakka", and that it was much less harmful than Indian hemp.

He therefore suggested that the Secretariat should be instructed to ask for information from all the Governments in regard to Indian hemp.

Mr. CAMPBELL (India) said, in reply to a question, that he had some experience of Indian hemp. It was correct that the plant grew wild in various parts of India. The leaves were collected and formed what was known as "bhang", a substance which looked like chopped hay. Infusions were made, which were drunk like tea. There was also "ganja", which was the pressed flower and leaf of the hemp plant. Nobody would, he thought, desire to export "bhang" or "ganja" from India. Further, there was an amazingly potent stuff called "charas", which was produced almost exclusively in Central Asia and was, he believed, the nearest equivalent to Egyptian hashish. "Charas" was a gum with a pleasant aromatic smell; it was usually spread on tobacco and smoked, and was an extremely potent drug. He did not think that it had ever been exported from India in any quantity, except in the case referred to by Sir Malcolm Delevingne. That particular exportation was allowed owing to a regrettable administrative error. Export from Bombay had, in fact, been prohibited for some years past. "Charas" was used mainly by the races of Northern India and was practically unknown in the south. It was produced in Central Asia.

M. BOURGOIS (France) entirely agreed with the proposals of Mr. Campbell and Sir Malcolm Delevingne. He reminded the Committee that the Indian hemp question had been excluded from the previous conferences on the ground that it was too complicated and more particularly because it involved the adoption of measures in countries the administrative machinery of which was not yet adequate to ensure their effective application. In certain French colonies, where the use of Indian hemp led to abuses, various local orders had been issued for its limitation and control. In all the other colonies Indian hemp was absolutely prohibited, so that the evil could not spread.

If, of course, the Committee desired to study the question, it would be essential for the Governments to make a thorough enquiry into the situation and its possible remedies. He did not think, however, that the time had yet come to raise the question nor to suggest remedies.

Mr. NEVILLE (United States of America) asked if any Government had expressed a desire for the question to be discussed at the Conference.

Mr. CAMPBELL (India) said that the Government of India had taken up the question in advance from the point of view of prohibiting export, should that appear desirable.

Sir Malcolm Delevingne's proposal that the Governments should be asked to furnish information regarding Indian hemp was adopted.

32. The Drug Question in Mandated Territories.

The report (Annex 9) was noted.

33. Consideration of the Reports of the Mixed Sub-Committee of the Health Committee and the Advisory Committee on Opium.

Dr. ANSELMINO (Germany) said that the Committee was called upon to take a decision on the six resolutions which the Mixed Sub-Committee had adopted at its second session in September 1923 (Annex 10).

The first resolution was a proposal for fixing the legitimate requirements of the various countries in narcotics. The Mixed Sub-Committee had adopted a recommendation which would be communicated to the Governments for their guidance in directing their enquiries. The resolution contained no mention of the information which it was proposed to obtain from Insurance Companies. This point could be dealt with in the letters transmitting the resolutions to the Governments. The Sub-Committee had also adopted a questionnaire for the enquiry among hospitals. He did not think there was anything to add to the resolution which might be adopted without discussion, and the figure of 600 milligrammes of raw opium per-head of population per annum for medical and scientific needs might be accepted.

Mr. NEVILLE (United States of America) pointed out that the Preparatory Committee had discussed the validity of these figures in milligrammes and he thought it better to leave the question on one side for the time being. The figure of 600 milligrammes was approximately what the Preparatory Committee had found to be correct in those countries where there was a fairly effective system of control. It had been worked out, not on the basis of scientific investigation but on the basis of control, distribution and manufacture.

Sir Malcolm DELEVINGNE (Great Britain) observed that the Preparatory Committee had asked the Health Committee of the League to continue the investigation into the world's legitimate requirements and to extend that investigation to cocaine. The Health Committee had undertaken to do so and he thought it would be premature for the Opium Committee, pending the conclusion of the investigation, to pronounce any opinion on the Mixed Sub-Committee's resolution. He therefore suggested that the Committee should take note of the first resolution without accepting or rejecting it and should suspend any judgment on the figure until it knew the results of the further investigation of the Health Committee.

Sir Malcolm Delevingne's proposal was unanimously adopted.

Dr. ANSELMINO (Germany) said that the second resolution which related to the question of the total suppression of diacetyl-morphine had already been put into effect. The Secretary-General of the League of Nations had addressed a Note on this point to all the Governments, and their replies had already been discussed by the Committee.

Sir Malcolm DELEVINGNE (Great Britain) said he wished to ask Dr. Anselmino how the Mixed Sub-Committee had come to consider the subject at all. The Mixed Sub-Committee was established for the purpose of advising on medical points on which the Advisory Committee might wish to have the assistance of the Health Committee. The question of diacetyl-morphine had not been referred to the Mixed Sub-Committee and was, moreover, highly controversial, and was one on which different views were taken by the medical authorities in different countries. He would therefore be glad if any light could be thrown on this question.

Mr. CAMPBELL (India) said he thought that he could throw some light on the question, as he had been one of the members of the Mixed Sub-Committee. In its original form the resolution was much more emphatic, and it was only with considerable difficulty that he had obtained a toning-down of the wording.

The Sub-Committee was composed of four members, two representing the Health Committee, one of whom was the Chairman, and two representing the Opium Advisory Committee, viz., Dr. Anselmino and himself. During the discussions he was informed that the Sub-Committee did not desire to hear any considerations, other than purely medical ones. It ruled out all administrative or legal considerations, because the medical experts said they were present to discuss the matter from a purely medical point of view. He had pointed out that he would be placed in a very difficult position if the decisions were based solely on medical grounds, and that, in the circumstances, he did not see why he should continue to be a member of the Mixed Sub-Committee. He was informed that he was expected to agree with the decisions of the medical experts. In reply, he stated that, if that was the case, there was no reason for having a Mixed Sub-Committee, at all, and he asked that his observations should be entered in the Minutes of the Sub-Committee's proceedings. Unfortunately, his objections had not been published with the report, and he

found later that quotations from the decisions of the Mixed Sub-Committee had been circulated all over the world as if they had been concurred in by all members of the Mixed Sub-Committee. The speaker further stated that he noticed that in the discussions in the Health Committee Sir George Buchanan had raised the question of the advisability of continuing the Mixed Sub-Committee.

Mr. Campbell therefore proposed that the Opium Committee should no longer appoint representatives to the Mixed Sub-Committee, which would then automatically cease to exist. Such a decision, in his opinion, would be in harmony with the wishes both of the Health Committee and of the Opium Committee.

Sir Malcolm DELEVINGNE (Great Britain) wished to know who were the pharmacologists and clinical authorities who had said that heroin could be dispensed with in therapeutics. From the Mixed Sub-Committee's report it would appear that all pharmacologists and practitioners in the world admitted it, but it was not admitted by the pharmacologists and clinical authorities in Great Britain. He imagined that the report of the Health Committee (Annex 10 a) referred to the pharmacologists and clinical authorities of Germany and Austria, but he would like to know whether or not this opinion was based on the individual views of a limited number of doctors in a limited number of countries. It was unfair to allow a statement that pharmacologists and clinical practitioners in general admitted that heroin could be dispensed with to be widely spread throughout the world.

Mr. CAMPBELL (India) stated that, after discussion among the medical members of the Mixed Sub-Committee, it was thought that heroin should be prohibited. This decision was largely based on verbal statements made by Professor Knaffl-Lenz. Mr. Campbell pointed out to the Mixed Sub-Committee that the Opium Committee was consulting the Governments on the question; the Sub-Committee had not realised that. It was in view of this that he had succeeded in obtaining a modification of the original wording of this resolution. A clerical error had, he thought, been made, as the printed report of the Health Committee said: "Since many of the pharmacologists and clinical practitioners admit that heroin can be dispensed with," while in the Sub-Committee's report the words "many of" did not appear.

M. BOURGOIS (France) said he concurred in Mr. Campbell's views in regard to heroin. He wished to state that the "Comité supérieur d'Hygiène" in France had unanimously decided in favour of retaining heroin in therapeutics.

Mr. NEVILLE (United States of America) said, without going into the question raised by Mr. Campbell as to the procedure of the Mixed Sub-Committee, that the use of heroin as a drug in Government hospitals in the United States had been discontinued after investigations extending over some years by the army, navy and public health services. The conclusion reached was that heroin and diacetyl-morphine was not an indispensable drug, and the importation of the opium required for its manufacture was now forbidden by Act of Congress.

Dr. TSURUMI (Japan) asked that M. Kusama, who had served on the Health Committee, might be allowed to speak.

M. KUSAMA stated that the question of heroin had been examined by the Health Committee and that, as a substitute for Dr. Tsurumi, he had himself taken part in the discussions in the Health Committee.

During the discussions the Committee had experienced difficulty in coming to a decision. It would therefore be no easy matter to appoint a separate Sub-Committee for this question or to suspend the work of the Mixed Sub-Committee altogether. The Opium Committee might, perhaps, request the Health Committee to express its opinion on the various questions involved in the use of heroin and other similar substances, or it might appoint its own Sub-Committee to deal with special questions of that kind. He did not, however, see any advantage in appointing a new Mixed Sub-Committee.

Dr. ANSELMINO (Germany) stated that German medical men were of opinion that it was not desirable to suppress heroin and diacetyl-morphine absolutely. He wished to add a few words to what Mr. Campbell had said. After the session of the Mixed Sub-Committee he had sent a letter to the Secretary of the Advisory Committee on September 8th, 1923, in which he had pointed out the difficulties experienced by members of the Mixed Sub-Committee as a result of the differences between the arguments of the members of the Health Committee and those of the members of the Advisory Committee. The members of the Health Committee, who regarded the matter solely from the medical point of view, were not concerned with the question as to whether their proposals could be carried into execution in the various countries by decree, or whether an international agreement was essential. It was for the members of the Advisory Committee to take into account the Hague Convention. This was the fundamental difference between the points of view of the members of the Health Committee and the members of the Advisory Committee.

M. BOURGOIS (France) was of the opinion that the resolution of the Mixed Sub-Committee went beyond the data which it possessed. Before the suppression of a drug could be ordered, something more was wanted than a pronouncement in favour of its abolition by a large number of experts. This was too serious a matter to be settled merely by the verdict of a majority. Moreover, other considerations had to be weighed in connection with an international Convention. Scientific considerations were not the only ones which had to be taken into account. It must be ascertained whether medical men in the countries in which it was proposed to prohibit the use of

certain drugs could obtain substitutes which, in the opinion of experts, would prove satisfactory and whether, again, existing habits would not prove too strong — not to mention other practical difficulties.

Mr. CAMPBELL (India) suggested that the Committee should adopt a resolution to the effect that it took note of the Mixed Sub-Committee's resolutions without expressing any opinion on them and that the Committee should decide not to renew the appointment of its two representatives on the Mixed Sub-Committee.

Dr. TSURUMI (Japan) said that, at its May session, the Health Committee had considered whether or not the use of heroin could be discontinued, but no decision had been reached. The Health Committee would therefore have to discuss the question again at its next session.

Mr. Campbell's proposal was adopted.

34. Simplification of Statistics: Proposal by M. van Wettum.

The CHAIRMAN stated that the sole object of his proposal (Annex 11) was to simplify statistics, to make them comparable and to distinguish clearly which drugs came under the Convention and which were excluded from it.

Sir Malcolm DELEIVINGNE (Great Britain) asked how pantopon would be classified.

The CHAIRMAN replied that it would be classified either with morphine or with opium, but not with both.

It was understood that the Secretariat would draw up a list of the drugs covered by the Hague Convention and those which were not.

The SECRETARY said that the Health Section would collaborate with the Social Section in establishing this list.

Sir Malcolm DELEIVINGNE (Great Britain) suggested that any list that was prepared should be submitted to the members of the Advisory Committee in the first instance.

Sir Malcolm Delevingne's proposal was adopted.

The proposal of the Netherlands representative was also accepted.

35. Limitation of the Cultivation of Coca: Declaration by M. Arturo Pinto-Escalier, Representative of Bolivia.

M. PINTO-ESCALIER (Bolivia) desired in the first place to thank the Chairman and the Committee for their kind welcome and for the honour which they had done him in inviting him to take part in the discussions of the Advisory Committee.

He had read with much care the draft agreement which was to be submitted to the Second Opium Conference. Unfortunately he had not had time to make any observations, and he was not in a position to do so, as the question was too serious. He would leave it to his Government to express its views.

He then read a letter, dated June 9th, 1924, which he had addressed to the Secretary-General of the League of Nations, who had been asked to communicate it to the Opium Preparatory Committee on Opium (Annex 12).

The CHAIRMAN thanked the Bolivian representative, on behalf of the Committee, for the interesting statements made in his letter. He asked whether the Bolivian representative had any observations to make on the draft agreement.

M. PINTO-ESCALIER (Bolivia) said that he would forward the draft agreement prepared by the Committee to his Government, which would make such observations as it considered necessary.

The CHAIRMAN proposed that the letter which had just been read should be distributed to the members of the Committee.

The proposal was adopted.

36. The Question of fixing Proportions of Manufactured Output of Drugs: Proposal by Dr. Anselmino.

Dr. ANSELMINO (Germany) said that it had not been possible to place his proposal (Annex 13) on the agenda, as it was the direct outcome of the Sub-Committee's discussions during the previous week. He did not wish to discuss the question of direct and indirect limitation. The Committee had decided to limit the production of alkaloids to medical and scientific requirements. That limitation would be either direct or indirect.

In his opinion the Committee would have made considerable progress towards obtaining positive results when measures were taken, not against the manufacturers but in co-operation with them. He had recently learned that manufacturers were willing to negotiate with each other. At all events, this was true of the British, German, Dutch and Swiss manufacturers, and he had reason to believe that M. Roques, a French cocaine manufacturer, would be prepared to take part in a manufacturers' conference. He thought that the manufacturers would like to have some kind of official support. In any case, it was most important that they should be brought together to discuss the question of fixed proportions. When they had come to an agreement, it would be to their interest to bring to light any secret manufacture of quantities in excess of these fixed proportions.

Sir Malcolm DELEIVINGNE (Great Britain) regarded Dr. Anselmino's proposal as an interesting and valuable one. If manufacturers in the different countries could come together and consider what arrangements they could make to carry out the proposals included in the Committee's scheme, important results might be secured. It was perhaps a little difficult for the Committee to ask the manufacturers to hold a conference, but he thought that if it was in their interest to do so they would certainly meet without any prompting from the Committee. He was interested to learn that there was already a movement among the manufacturers to come together for the purpose of considering the subject. The British manufacturers had spoken to him about it, and as the November conference drew near, it would stimulate the manufacturers to negotiate among themselves. There was nothing in the scheme which need prevent the manufacturers from coming to such an arrangement as Dr. Anselmino had proposed; on the contrary, the arrangement would be in harmony with the views of the Committee, which could only be glad to see the manufacturers reach such a decision.

He proposed that it should be indicated in the Committee's report that the Committee took note of Dr. Anselmino's proposal, and would be glad to see the manufacturers discussing the question amongst themselves and that, in the Committee's opinion, the proposal was well worth the consideration of the manufacturers.

Sir Malcolm Delevingne's proposal was adopted.

37. Substitution of other Crops for the Poppy: Proposal by Mrs. Hamilton Wright.

Mrs. Hamilton WRIGHT observed that the League of Nations had called a conference with a view to limiting the production of opium to medicinal and scientific needs. This end could not be attained without the co-operation of the producing countries; nor could it be achieved through a boycott or drastic measures, which could only lead to friction and to an inevitable increase of the illicit trade. It would therefore be better to try in the first place to secure the co-operation of the producing countries, to learn the difficulties with which they were faced, and to see if those difficulties could not be circumvented.

At the 1923 Assembly, Persia had stated that if a programme for substituting some other crop for the opium poppy were submitted to her, she would attempt, given a reasonable period of time, to carry out the Assembly's proposals. Mrs. Hamilton Wright thought that it would be worth while to make an attempt to understand Persia's problem and to submit to that country, as it had requested, proposals which might lead to a solution of the problem. She therefore suggested that the Council should ask the producing Governments whether it would be possible for them to accept the Committee's proposal, and whether a programme could not be devised which would enable the producing countries to substitute some other crop for the opium poppy and thus put into effect the principles outlined by the Sub-Committee.

Mr. NEVILLE (United States of America) pointed out that the opium-producing countries were divided into two categories, namely, those that were parties to the Convention, and controlled their export of opium in accordance with its provisions, and those that were not parties to it.

India, for instance, which was a party to the Convention, did not give rise to any difficulty from an international point of view, as regards the destination of her exports or in connection with control. The representative of India had repeatedly observed that India needed no advice on the opium question and was in a position to control opium satisfactorily so far as its export was concerned. The Serbian opium was, so far as he was aware, entirely consumed by the manufacturing countries and was not produced in sufficient quantities to meet the medicinal requirements of the world. Legitimate manufacturers preferred to buy this opium, if obtainable at a reasonable price. Turkey and Persia, therefore, remained to be considered. Conditions in the those countries were difficult. The Committee had repeatedly been told that the question there was an economic and political one, but that it was beyond the control of the countries themselves.

It was obviously impossible for representatives of foreign Governments to propose any scheme for improving the internal conditions of a country; at the same time, the possibility must be recognised that certain private or international bodies might make an effort to ascertain the situation in the backward countries with regard to opium, and almost certainly with regard to other questions.

He therefore suggested that the enquiry should be confined to those States which were not parties to the Hague Convention, and that they should be asked what difficulties they would anticipate in accepting the obligations of the Convention. If replies were received, the Committee would then have a specific question on which it could obtain information by consulting documents which were public and which gave very little occasion for dispute. If those countries which were parties to the Convention were specifically asked by the Committee how they proposed to limit their production to medicinal and scientific requirements, it might lead to a controversy on paper in regard to the terms of the Convention and might make the enquiry difficult.

Mrs. Hamilton WRIGHT accepted Mr. Neville's amendment, and accordingly submitted the following resolution:

"The Advisory Committee on Traffic in Opium and other Dangerous Drugs requests the Council to approach the Governments of the countries producing opium, which are not parties to the Hague Opium Convention, with a view to ascertaining whether they are contemplating the substitution of other crops for such opium as is produced over and above the legitimate requirements of the world, and what difficulties they anticipate in accepting the obligations of the Convention."

Sir Malcolm DELEIVINGNE (Great Britain) suggested that it might be difficult to approach the Turkish Government in the matter, seeing that Turkey had already announced her intention of ratifying the Hague Convention.

Mrs. Hamilton WRIGHT said that Turkey had been asked to send a representative to the Committee to discuss the situation, but had not accepted the invitation. It would therefore be well to get into touch with Turkey and find out what she intended to do. After considering the question from the Western point of view, the Committee ought to consider it also from the point of view of the East, and try to draw up a programme for the Eastern countries, as had been suggested.

Sir Malcolm DELEIVINGNE (Great Britain) said that his recollection was that the Turkish Government had given assurances to the Allies when the Treaty of Lausanne was being negotiated that, after the ratification of the Treaty, the Turkish Government would accept and ratify the Hague Convention. If that were so, it would be a curious step to recommend the Council to take — to ask the Turkish Government to state what difficulties they saw in adopting the Convention when they had given assurances that they would adopt it.

As regards Persia, it seemed extremely unlikely, as the Conference was to meet in November, that the Committee would obtain any reply from the Persian Government or that the Government would even consider the matter before the Conference met. Moreover, a reply would only anticipate what the Persian representative at the Conference would be in a position to state. Although he had no desire to hinder any step which would help to bring in Persia, he confessed that he did not see the utility of Mrs. Hamilton Wright's proposal.

M. BOURGOIS (France) said that while he shared and highly appreciated the sentiment which had induced Mrs. Hamilton Wright to put forward her proposal, he agreed with Sir Malcolm Delevingne that it was not a practical one.

Mrs. Hamilton WRIGHT said that the Persian delegate had asked the Committee a year ago to make suggestions, and that the latter had not done anything with regard to production in the East. The Persian Government had stated that, sooner or later, it would be forced to become a party to the Convention. Something ought, therefore, to be proposed with a view to obtaining the co-operation of that Government. What signs of co-operation had the Committee shown? China had had a far more difficult problem to solve, and yet she had solved it in 1917. The health of the world was at stake, and it was worth making an effort to arrive at some result. The Preparatory Committee had not recommended any plan for getting into touch with the producing countries. She was prepared to withdraw her proposal, but she greatly regretted that the most important branch of the work had not even been touched upon.

M. BOURGOIS (France) said that, if the Preparatory Committee had not dealt with the question, it was not because it found it lacking in interest. It was rather because the Committee had considered the matter to be outside its competence.

Mrs. Hamilton WRIGHT expressed the opinion that a conference called to limit the production of opium ought to deal with the question which she had raised.

The CHAIRMAN observed that, if the Committee approached the Governments, it ought not to be with a view to ascertaining whether they were contemplating the substitution of other crops for the poppy but only in order to find out what prevented their adhering to the Convention.

Mrs. Hamilton WRIGHT said she did not think it was necessary to bring in the Convention, but she wished there was some way of getting into touch with the countries and of asking them if they were willing to co-operate with the Committee and if they had any observations to make. She did not know of any means whereby the Committee could get into touch with these nations except through the Council.

Mr. CAMPBELL (India) said he thought Mrs. Hamilton Wright was under a misapprehension as regards the conditions under which the poppy was cultivated in oriental countries. It was cultivated in small patches forming a portion of the peasant's holding. This was essential for technical reasons. In India the substitution of other plants for the poppy presented no difficulty whatever. It was done every day and required no order from the Government. It was carried out by the peasant himself, if it was advantageous to him to do so. The position was the same in Greece. As the Greek representative had explained at the previous meeting, the cultivation of opium had been largely replaced by that of tobacco. Mr. Campbell did not think that conditions in Persia would differ materially from those in other countries or that the Persian Government would find difficulty in replacing opium by other crops if it wanted to do so.

Mrs. Hamilton WRIGHT said that, according to her experience of conditions in the East, it was not an easy thing to substitute other crops for the poppy, but that if silk were substituted and if an endeavour were made to obtain markets for that product, excellent results could be obtained. The Persian representative had told her that, if a practical programme could be presented to him and if he could obtain revenue from other crops, he would be ready to accept the Convention. An effort ought, therefore, to be made to obtain the co-operation of these Eastern peoples before the Conference met. Public opinion throughout the world was with the Committee and was prepared to support it in its efforts to put a stop to the ravages caused by dangerous drugs.

Sir Malcolm DELEIVINGNE (Great Britain) said he thought that the Conference would provide a suitable opportunity for raising the question which Mrs. Hamilton Wright had brought forward. As regards Persia, he thought Mr. Campbell's remarks were true; it was a question of the most

remunerative crop. The Persian farmer had increased the production of opium in the last few years, because the illicit traffic in the East had raised the price that he could get for that product. A greater return could be obtained from opium than from anything else, and land previously devoted to foodstuffs was now devoted to the poppy.

Mrs. Hamilton WRIGHT withdrew her proposal.

38. Consideration of Reports by Governments: Proposal of Sir Malcolm Delevingne.

Sir Malcolm DELEVINGNE (Great Britain) said that the examination of the annual reports which were furnished by Governments had been omitted from the agenda of the present session. At previous sessions the Committee had devoted considerable attention to the discussion of these reports and, he thought, with very useful results. He did not know why the item did not figure on the agenda this year, and he suggested that it should be made a standing item for the agenda of annual sessions of the Committee.

Sir Malcolm Delevingne's proposal was adopted.

39. Title of the so-called Draft Agreement prepared by the Sub-Committee.

M. BOURGOIS (France) proposed that the title of the so-called draft agreement prepared by the Committee should be altered to "Measures suggested by the Advisory Committee as a basis for the deliberations of the second Conference". This would be a more exact description, as the Committee had not drawn up a scheme the clauses of which had been accepted. It had merely collected material which would serve as a basis for the work of the Conference.

M. Bourgois's proposal was adopted.

THIRTEENTH MEETING (Public).

Held at Geneva on Thursday, August 14th, 1924, at 10.30 a.m.

M. VAN WETTUM in the Chair.

Present: All the members of the Commission (except Mr. Chao-Hsin Chu and M. Yovanovitch) and the Assessors, except M. Brenier.

40. Approval of Minutes of the Meetings.

The Minutes of the 6th, 7th, 8th, 9th, 10th and 11th meetings were adopted, with certain amendments.

41. Measures suggested by the Advisory Committee as a Basis for the Deliberations of the Second Conference (Document O.C. 216 (4).)

Sir Malcolm DELEVINGNE (Great Britain) pointed out, with regard to the special arrangement concerning bonded warehouses, that some provision would be necessary covering the withdrawal of any of the materials or drugs from such warehouses for the purpose of being sent out of the country.

Paragraph XII of Article 7 of the document provided that a Government, before allowing such a withdrawal, must require an import certificate, but it did not stipulate that a Government must grant a permit for such withdrawal. He suggested, therefore, that the following sentence should be inserted: "A special certificate shall be issued by the Government in respect of each consignment so withdrawn and shall take the place of the export licence for the purpose of the preceding provisions of this agreement."

In reply to Mr. Neville, Sir Malcolm Delevingne explained that this provision would not cover the case of withdrawal for domestic consumption in the country in which the bonded warehouse was situated, since such withdrawal would constitute an importation, and an import licence would be necessary. The special certificate would only be necessary when the material withdrawn was to be sent out of the country. Certain Governments, such as the Netherlands Government, for example, did not treat such cases as export, and something would therefore have to be introduced to take the place of the export licence.

The amendment proposed by Sir Malcolm Delevingne was adopted.

The final text of the measures suggested as a basis for the deliberations of the second Conference was adopted (Annex 14).

42. Explanatory Note to the Measures suggested as a Basis for the Deliberations of the Second Conference.

M. BOURGOIS (France) raised objections to the title of the document before the Committee. He proposed that it should read: "Note explanatory concerning Document O. C. 216 (5) forwarded by the Advisory Committee as a supplement to the report of the Preparatory Committee and containing measures which it has been considered might form a basis for the work of the Conference"

Sir Malcolm DELEIVINGNE (Great Britain) proposed that the title should read: "Note explanatory of the proposals contained in Document O. C. 216 (5)."

M. BOURGOIS (France) saw no objection to this title but pointed out that the word "project" in the text might give rise to certain misunderstanding. The draft Agreement was in no sense a project, but merely constituted the assembling of material which might serve as a basis for the work of the Conference. Although his objection was merely formal, since the meaning of the resolution which had been adopted by the Committee concerning the draft Agreement was perfectly clear and left no doubt as to the nature and scope of the work of the Advisory Committee, it was important that there should be no confusion in the minds of those who read the explanatory note. He proposed, therefore, that the word "project" should be replaced by the word "document" as being more exact.

Sir Malcolm DELEIVINGNE (Great Britain) pointed out that the draft Agreement was more than a mere document. It was a series of proposals submitted for the consideration of the Conference.

The CHAIRMAN suggested that the word "measures" in the English text might meet M. Bourgois' objection.

M. BOURGOIS (France) agreed to the word "measures". The word "project" or "proposal", however, certainly went beyond the views held by certain members of the Committee, notably the French and Japanese members, who had made formal reservations concerning the whole document. The work accomplished by the Advisory Committee had been extremely interesting, if it were considered as having resulted in the production of a document containing draft measures which might serve as a basis for the work of the Conference — for such was the exact nature and meaning of the document.

Sir Malcolm DELEIVINGNE (Great Britain) was unable to agree with M. Bourgois. If M. Bourgois desired the document to go to the Conference, not as something in which the Committee believed but merely as a document of an interesting character, then the Committee's work would have been far less fruitful than he had supposed. The document in question was intended as a recommendation to the Conference on which to base its deliberations and its importance and scope should not be reduced. If it were given to the world in the form of an interesting document in which the Committee could not express its own belief, what weight would it have with the Conference? It represented, in fact, a compromise between many conflicting views, and some of the members of the Preparatory Committee who had drafted it had made great concessions in order to arrive at a common understanding. What was the use of those concessions if the document was not to be considered as expressing the views of the Committee?

M. BOURGOIS (France) said that the document in question was a summary of a series of measures which might form a basis for the work of the Conference or point the way to an agreement. This view he had consistently taken throughout the session of the Committee. The practical value of such a document was no less great nor was it less likely to assist the work of the Conference and to point the way to a final agreement.

Mr. CAMPBELL (India) said that the Committee appeared to have lost sight of the fact that the document it was discussing was the explanatory note to the draft Agreement and not the draft Agreement itself, the terms of which had been carefully defined and adopted by the Committee. It seemed to him a matter of but secondary importance as to what title should be borne by the explanatory note. M. Bourgois' suggestion could, therefore, be accepted or else the document might be simply circulated with the name of its author at the head.

Sir Malcolm DELEIVINGNE (Great Britain) thought that no attempt should be made to alter Document O. C. 216 (5). The title of the document which had originally been "Draft Agreement" had been altered, in order to meet M. Bourgois, to "Measures suggested", etc. M. Bourgois now, however, apparently desired to give a different interpretation to the document and to this he could not agree.

M. BOURGOIS (France) said that he agreed with the French title for Document O. C. 216 (5) but thought that the English title "Measures suggested" did not accurately reproduce the sense of the French.

After further discussion, *it was decided* that the explanatory note should be described as "Note explanatory on the proposals contained in Document A. 32 (b) 1924. XI (O.C. 216 (5))", and that the first sentence should read: "The measures suggested as a basis for discussion consist of two parts."

The note explanatory, with certain formal amendments, was adopted (Annex 15).

43. Consideration of the Draft Report to the Council.

The CHAIRMAN submitted a draft report to the Council on the Committee's work.

Introduction.

M. BOURGOIS (France) suggested that the final paragraph of the Introduction should read:

"This session has been particularly important, in view of the fact that the Committee had to examine the report of the Preparatory Committee charged with the preparation of the draft programme for the conferences to be held in November of this year, and in view of the fact that the Committee was able to transmit to the Council and to the Governments summoned to the second Conference, as a supplement to the report of the Preparatory Committee, the series of measures which, in its opinion, furnished a satisfactory basis for the work of that Conference, which basis may prepare the way for a final agreement."

This amendment was adopted.

Progress Report by the Secretary: Heroin.

On the proposal of Sir Malcolm DELEIVINGNE (Great Britain), the second sentence of the paragraph on heroin *was modified to read as follows:*

“The question involved was the possibility of dispensing with the use of heroin in medical practice.”

Report of the Preparatory Committee.

On the proposal of M. BOURGOIS (France), the third sentence was changed to read as follows:

“The result of the work of the Sub-Committee in its final form will be found as an annex to the present report...”

Issue of Import Certificates by Telegraphic Instructions.

On the proposal of Sir Malcolm DELEIVINGNE (Great Britain), the first sentence of this section was modified to read as follows:

“On the proposal of the Chairman, the Committee decided that, under the import certificate system, it would be legitimate for these certificates to be issued, on telegraphic instructions from his Government, by a diplomatic or consular officer of the importing country, stationed in the exporting country.”

Situation in China.

On the proposal of Sir Malcolm DELEIVINGNE (Great Britain), the final sentence of this section was changed to:

“... the Committee unanimously decided to recommend that special steps should be taken by the appropriate department of the Secretariat of the League to secure a full publication of the discussion which had taken place in the Committee on this matter, especially in the Far Eastern Press...”

Indian Hemp.

On the proposal of Sir Malcolm DELEIVINGNE (Great Britain), supported by Mr. CAMPBELL (India), *it was decided* to insert a reference to the fact that the question of Indian hemp had been raised by the Government of South Africa.

Miscellaneous.

On the proposal of the CHAIRMAN, a reference to certain questions, such as free ports, free zones, and bonded warehouses, was inserted in the paragraph.

After an exchange of views between Mr. NEVILLE, Sir Malcolm DELEIVINGNE and the CHAIRMAN, *it was decided* to introduce a reference to the great contraband traffic from the Persian Gulf.

The paragraph, with these amendments, was adopted in the following form:

“The Advisory Committee considers that in view of the suggested measures of control to be submitted to the second International Conference and of the fact that the whole situation will be considered by that Conference, it would be better to postpone until next year the further consideration of the second resolution adopted by the Assembly of 1922.

“Several other questions were discussed by the Committee, among others the control of the drugs in free ports and free zones, in transit, in transshipment and in bonded warehouses; the production of large quantities of opium in the areas not subject to effective control; the great contraband traffic, from the Persian Gulf to the Far East; the non-arrival of opium shipped at its alleged destination; and the smuggling centre of Vladivostock. The discussions of these questions, however, did not lead to the proposal of any other measures than those already provided for in the draft which is to form a basis of the discussions for the second Conference.”

Conclusion.

On the proposal of M. BOURGOIS, the last paragraph was changed to read as follows:

“In submitting this report to the Council, the Committee expresses the hope that the results of its work will lead to the solution of the great and difficult problems which the International Conferences will be called upon to consider.”

At the suggestion of the SECRETARY, *the Committee decided* to attach to its report all resolutions adopted during its session. In addition to the formal resolutions already adopted, it was decided that the Chairman and Secretary should draft resolutions covering the Committee's decisions concerning:

- (1) Postponement of the consideration of the Assembly's Resolution No. 2 of 1922;
- (2) Indian hemp;
- (3) The question of the issue of import certificates by telegraphic instructions.

The draft report, as amended, was adopted (Annex 16).

44. Close of the Session.

The CHAIRMAN thanked the members of the Committee and the Assessors for the support which they had given him.

Sir Malcolm DELEIVINGNE (Great Britain), on behalf of the Committee, expressed his thanks to the Chairman for the effective manner in which he had presided over the meetings.

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Annex I.

REPORT BY THE SECRETARY ON THE WORK ACCOMPLISHED SINCE THE LAST SESSION.

Geneva, August 1st, 1924.

The report and resolutions of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, drawn up by that Committee at its session in May 1923, were adopted unanimously by the Assembly of the League on September 27th, 1923. The Council, on December 13th, 1923, further instructed the Secretary-General to take all necessary action required for the carrying out of the resolutions contained in this report.

I. CONFERENCE FOR THE LIMITATION OF THE PRODUCTION OF RAW OPIUM AND COCA LEAVES AND THE MANUFACTURE OF DRUGS.

Resolution 1 of the Advisory Committee.

(a) The Advisory Committee on Traffic in Opium accepts and recommends to the League of Nations the proposals of the United States' representatives as embodying the general principles by which the Governments should be guided in dealing with the question of the abuse of dangerous drugs, and on which, in fact, the International Convention of 1912 is based, subject to the fact that the following reservation has been made by the representatives of the Governments of France, Germany, Great Britain, Japan, Netherlands, Portugal and Siam:

The use of prepared opium and the production, export and import of opium for that purpose are legitimate, so long as the use is subject to and in accordance with the provisions of Chapter II of the Convention.

(b) The Advisory Committee, appreciating the great value of the co-operation of the Government of the United States of America in the efforts which the League has for the past two years been making to deal with the question of the abuse of dangerous drugs, expresses the belief that all the Governments concerned will be desirous of co-operating with that Government in giving the fullest possible effect to the Convention.

(c) In bringing the American proposals to the notice of the Council and of the Assembly, the Advisory Committee would recall that, during the two years that have elapsed since the Convention came into operation, it has worked towards the same ends by: (1) taking all possible steps to secure the adhesion of all countries to the Convention; (2) investigating the question of the world's needs of the manufactured drugs for medical and scientific uses, with a view to the eventual limitation of the production of these drugs; (3) recommending the system of import certificates, arranging the exchange between States of information in regard to the illicit traffic in the drugs, and proposing other measures for securing international co-operation in suppressing that traffic; (4) inviting the Powers with territories in the Far East to review their requirements of opium, and submitting proposals for an investigation by the Chinese Government of the conditions in China, with a view to the more effective application of Chapter II of the Convention and the solution of the problem of the use of prepared opium in the Far East; (5) collecting and publishing information as to the measures taken to give effect to the Convention and the position generally in all countries in regard to the traffic, with a view to securing the enforcement of the Convention.

(d) As a means of giving effect to the principles submitted by the representatives of the United States and the policy which the League, on the recommendation of the Committee, has adopted, and having regard to the information now available, the Advisory Committee recommends to the Council the advisability of inviting:

1. The Governments of the States in which morphine, heroin or cocaine and their respective salts are manufactured and the Governments of the States in which raw opium or the coca leaf are produced for export for the purpose of such manufacture;

2. The Governments having territories in which the use of prepared opium is temporarily continued under the provisions of Chapter II of the Convention and the Government of the Republic of China;

to enter into immediate negotiations (by nominating representatives to form a Committee or Committees or otherwise) to consider whether, with a view to giving the fullest possible effect to the Convention of 1912, agreements could not now be reached between them:

3. As to the limitation of the amounts of morphine, heroin or cocaine, and their respective salts, to be manufactured; as to the limitation of the amounts of raw opium and the coca leaf to be imported for that purpose and for other medicinal and scientific purposes; and as to a limitation of the production of raw opium and the coca leaf for export to the amount required for such medicinal and scientific purposes. The latter limitation is not to be deemed to apply to the production and export of raw opium for the purpose of smoking in those territories where that practice is temporarily continued under the provisions of Chapter II of the Convention.

4. As to a reduction of the amount of raw opium to be imported for the purpose of smoking in those territories where it is temporarily continued, and as to the measures which should be taken by the Government of the Republic of China to bring about a suppression of the illegal production and the use of opium in China.

Reservation by the Representative of the Government of India.

The representative of the Government of India associates himself with the foregoing resolution, subject to the following reservation regarding paragraph 1:

“The use of raw opium, according to the established practice in India, and its production for such use, are not illegitimate under the Convention.”

The Assembly, at its meeting on September 27th, 1923, after discussing that portion of the above resolution which refers to the second Conference, adopted the following resolution:

Assembly Resolution 6.

“The Assembly, having noted with satisfaction that, in accordance with the hope expressed in the fourth resolution adopted by the Assembly in 1922, the Advisory Committee has reported that the information now available makes it possible for the Governments concerned to examine, with a view to the conclusion of an agreement, the question of the limitation of the amounts of morphine, heroin or cocaine and their respective salts to be manufactured; of the limitation of the amounts of raw opium and the coca leaf to be imported for that purpose and for other medicinal and scientific purposes; and of the limitation of the production of raw opium and the coca leaf for export to the amount required for such medicinal and scientific purposes:

“Requests the Council, as a means of giving effect to the principles submitted by the representatives of the United States of America and the policy which the League, on the recommendation of the Advisory Committee, has adopted, to invite the Governments concerned to send representatives with plenipotentiary powers to a Conference for this purpose, to be held, if possible, immediately after the Conference mentioned in Resolution 5.

“The Assembly also suggests, for the consideration of the Council, the advisability of enlarging this Conference so as to include within its scope all countries which are Members of the League or parties to the Convention of 1912, with a view to securing their adherence to the principles that may be embodied in any agreement reached.

The Council, on December 13th, 1923, considered both the resolution of the Assembly and the report and resolutions of the Advisory Committee. It decided that the second Conference should take place on the third Monday in November, 1924, and passed resolutions as follows:

Council Resolution II.

“The Council is convinced that the extension of the second Conference to include all countries which are Members of the League or parties to the Convention of 1912 would result in a correspondingly wider acceptance of the principles embodied in any agreement reached. It therefore instructs the Secretary-General to invite to this Conference all Members of the League or parties to the Convention of 1912.”

Council Resolution III.

“The Council instructs the Secretary-General to communicate with the Chairman of the Advisory Committee on Traffic in Opium with a view to calling an extraordinary meeting of the Advisory Committee on January 28th, 1924, for the purpose of nominating without delay a Preparatory Committee to be charged with the preparation of a draft programme for the second or larger Conference to be held at Geneva. This Committee will consist of six members, including one representative of the United States of America and the two European Assessors.

"Should the Chairman of the Advisory Committee deem it possible to make the necessary arrangements for nominating the members of the Preparatory Committee by correspondence without convening the Advisory Committee, the Council authorises him to do so, provided that no undue delay will be thereby caused.

"A draft arrangement on the traffic in opium should be considered and, if necessary, approved by the Advisory Committee before being forwarded either to each interested Government or to the Conference."

Council Resolution IV.

"The Council, feeling that the success of the Conference depends on the co-operation of the Governments, instructs the Secretary-General to invite the Governments to make proposals for the carrying out of Assembly Resolution No. 6, such proposals to be considered by the Preparatory Committee."

The Preparatory Committee recommended by the Council was set up and held its first meeting in March 1924. It held several sessions and ended its work on July 16th, 1924. The report of this Committee was communicated immediately to all States invited to the Conference and to the Members of the Advisory Committee (C.348.M.104.1924).

II. CONFERENCE FOR THE APPLICATION OF PART II OF THE OPIUM CONVENTION
(GRADUAL SUPPRESSION OF OPIUM-SMOKING.)

Resolution 2 of the Advisory Committee.

"The Advisory Committee, having regard to the large amount of detailed information now available, recommends the Council to invite the Powers with Far Eastern territories where the use of opium for smoking is temporarily continued, in pursuance of Chapter II of the Opium Convention, to enter into immediate negotiations, by means of calling a special conference of representatives of these Governments, or otherwise, to consider what measures could be taken to give a more effective application to Chapter II of the Convention and to bring about a reduction of the amount of opium used, and whether, on the lines of the suggestions set out below or on other lines, an agreement or understanding could not now be reached for the adoption of a uniform policy on the matter:

"1. That the farm system, where it is still in operation, should be abolished and that the opium business should be made a Government monopoly and kept entirely in the hands of the Government.

"2. As a corollary of Paragraph 1, that the retail sale of prepared opium should be made only from Government shops, and that all private shops should be abolished. Persons in charge of Government shops should be paid a fixed salary, without any commission on the amount of business done, and therefore would have no temptation to push the sales.

"3. That a uniform maximum limit should be fixed for the amount of prepared opium placed on sale for consumption, calculated according to the number of the adult Chinese male population, e.g., x taels per 10,000 adult Chinese males in the territory, and that the annual imports of raw opium should be limited to the amount required for that rate of consumption.

"4. That the possibilities of the system of registration and licensing, which has already been introduced in some of the Far Eastern territories, should be thoroughly explored.

"5. That the possibility should be considered of making uniform, so far as circumstances permit:

- (a) the price at which prepared opium is retailed in the different territories, and
- (b) the penalties for infraction of the law in regard to the import, export, sale and use of prepared opium.

"6. That the interested Powers, that is, the Powers having territories in the Far East where the consumption of prepared opium is still permitted, should conclude an agreement among themselves to apply the foregoing measures for the purpose of carrying out Chapter II of the Convention.

"7. That the position should be generally reviewed periodically by the Powers interested and the question of further reducing the maximum limit fixed in the agreement should be considered."

After consideration of this recommendation of the Advisory Committee, the Assembly, on September 27th, 1923, passed the following resolution:

Assembly Resolution 5.

"The Assembly approves the proposal of the Advisory Committee that the Governments concerned should be invited immediately to enter into negotiations with a view to the conclusion of an Agreement as to the measures for giving effective application in the Far Eastern territories to Part II of the Convention and as to a reduction of the amount of raw opium to be imported for the purpose of smoking in those territories where it is temporarily continued, and as to the measures which should be taken by the Government of the Republic of China to bring about the suppression of the illegal production and use of opium in China, and requests the Council to invite these Governments to send representatives, with plenipotentiary powers, to a Conference for the purpose and to report to the Council at the earliest possible date."

The Council, at its meeting on December 13th, 1923, decided that this Conference should take place on the first Monday in November 1924. The draft programme for the Conference suggested by the Preparatory Committee will be found in the report by the Chairman of the Preparatory Committee (Document C. 348. M. 104 — O. C. 195).

III. MANUFACTURE OF HEROIN.

Resolution 3 of the Advisory Committee.

"The Advisory Committee asks the Council to request the Governments to communicate their views as to the possibility of the total suppression of the manufacture of heroin or of its limitation to the minimum amount required."

This resolution was adopted without alteration by the Assembly on September 27th, 1923.

On December 13th, 1923, the Council instructed the Secretary-General to take the necessary action to carry out this resolution, and a letter was despatched to all Governments on January 18th, 1924. The replies which have been received may be divided into three groups:

1. Those States in favour of the limitation of the manufacture of heroin.
2. Those States in favour of its total prohibition.
3. Replies from Governments which cannot be said to come under either of the previous headings.

Group 1.

Belgium, Bulgaria, China, Czechoslovakia, Denmark, Dominican Republic, Finland, Monaco, Union of South Africa.

Japan: This Government states that it has no objection to dealing with heroin on the same basis as salts of morphine and salts of cocaine.

Group 2.

Canada, Norway, Sweden.

United States of America: No answer has been received from this Government, but a Bill to prohibit the import of opium for heroin manufacture has been passed.

Group 3.

Albania: States that there is no manufacture.

Australia: } State that there is no manufacture and that imports are limited to medical
Haiti: } needs.

India: States that there is no manufacture and that therefore it has no observations to make.

Italy: }
Panama: } The matter has been referred to the competent authorities. Replies are
Peru: } to be sent later.

The Netherlands: This Government does not consider that the prohibition of the manufacture of heroin or the restriction of its production should be recommended. It is of the opinion that the abuse of this drug should be suppressed by imposing very strict regulations on the trade.

IV. ANNUAL REPORTS.

Resolution 4 of the Advisory Committee.

"The Advisory Committee, being convinced of the great value of the information contained in the annual reports which each Government has been requested to transmit to the Secretariat, once more recommends the Council to urge on the Governments the importance of sending regularly to the Secretariat such reports, which should contain the fullest possible information, both with regard to the production of and the traffic in opium and other narcotics."

This resolution was adopted by the Assembly in September 1923 and a letter was despatched on October 17th, 1923, to all Governments from whom no reports had as yet been received for 1921 and 1922.

Since the last meeting of the Advisory Committee the following reports have been received. In the case of some countries only incomplete statistics have been furnished.

1921.

Argentine	Esthonia	Norway
Australia	France	Persia
Bolivia	Germany	Roumania
Brazil	Greece	Siam
Chile	Guatemala	
Danzig	Nicaragua	

1922.

Argentine	France	Nicaragua
Belgium	Great Britain	Norway
Bolivia	Greece	Persia
Brazil	Guatemala	Poland
Canada	Hungary	Roumania
Chile	Italy	Salvador
China	Japan	Siam
Danzig	Liberia	Sweden
Dominican Republic	Monaco	
Esthonia	New Zealand	

1923.

Argentine	Czechoslovakia	Nicaragua
Belgium	Esthonia	Norway
Brazil	Finland	Roumania
Bulgaria	France	Union of South Africa
Canada	Great Britain	United States of America
Chile	Greece	
Cuba	Haiti	

British Colonies. ¹

1921.

British Guiana	Kenya	Somaliland
Grenada	Sarawak	Straits Settlements

1922.

Basutoland	Hong-Kong	Rhodesia (S)
Bechuanaland	Jamaica	St. Lucia (trade return)
British Guiana	Leeward Isles	St. Vincent
British Honduras	Malay States (Federated)	Seychelles
British North Borneo	Malay States (Unfederated)	Sierra Leone
Ceylon	Malta	Solomon Isles
Falkland Isles	Mauritius	Somaliland
Fiji	Nauru	Straits Settlements
Gambia	New Guinea (Australian territ.)	Sudan
Gilbert and Ellis Isles	Norfolk Island (Australian territ.)	Swaziland
Gold Coast	Papua	Trinidad
Grenada	Rhodesia (N)	Uganda

¹ Most of these reports contain statistics of import only. In some cases stocks are given.

Basutoland
Bechuanaland
Fiji
Gambia
Gibraltar

1923.
Jamaica
Nyasaland
St. Lucia
St. Vincent
Sierra Leone

Solomon Isles
Swaziland
Tanganyika (Mandated territ.)
Zanzibar

French Colonies.

1922.

French Equatorial Africa
French India
French Oceania
French Somaliland
French West Africa

Guadeloupe
Guiana
Indo-China
Madagascar
Martinique

New Caledonia
Reunion
St. Pierre and Miquelon

French Mandated Territories.

1922.

Cameroons
Togoland

Japanese Colonies.

1921

Chosen (Korea)
Formosa
Kwantung Leased Territory
Tsingtao

1922

Chosen (Korea)
Formosa
Kwantung Leased Territory
Tsingtao

Netherlands Colonies.

1921

Curaçao
Netherlands Indies
Surinam

1922

Curaçao
Netherlands Indies
Surinam

1923

Curaçao
Surinam (imports)

Portuguese Colonies.

1921.

Macao
Portuguese India
Timor

Summaries of these reports will be found in Documents C.O.P. I and O.D.C. I.

V. EXCHANGE OF INFORMATION WITH REGARD TO SEIZURES.

Resolution 5 of the Advisory Committee.

“The Advisory Committee recommends the Council to draw the attention of the Governments to the extreme desirability not only of direct communication to the other immediately interested Governments of the details of any seizure made, but also of a general communication to the Secretariat of the League of Nations of all important seizures, in order that the fullest international publicity may be secured by the transmission, with the consent of the Governments, of this information by the Secretariat, both to other Governments not immediately concerned in the specific case and to the Press.”

The Fourth Assembly approved this resolution and it was communicated to all States Members of the League and parties to the Convention on January 11th, 1924. The following replies have been received:

Albania	Esthonia	Italy
Australia	Finland	Monaco
Canada	Germany	New Zealand
Czechoslovakia	Great Britain	Norway
Danzig	India	Siam

Dominican Republic

These Governments agree to the direct communication to other interested Governments of the details of any seizures made and also to a general communication to the Secretariat of the League of Nations.

VI. CUSTOMS STATISTICS.

Resolution 6 of the Advisory Committee.

"The Advisory Committee recommends that the statement prepared by the Secretariat for the Sub-Committee on Customs Statistics, together with the memorandum prepared by Sir Malcolm Delevingne on the position of bonded warehouses in regard to the traffic in narcotics, should be communicated to the Governments with a request for their observations."

This resolution was adopted by the Assembly in September 1923, and a letter was despatched to all Governments asking for their observations on these two documents. The following countries have replied. A summary of their observations will be found in Document O.C. 193.

Canada.
Finland.
Monaco. (There are no bonded warehouses in Monaco.)
New Zealand.
Peru. (The matter has been referred to the authorities.)
Union of South Africa.

VII. PENALTIES.

Resolution 7 of the Advisory Committee.

"The Advisory Committee, considering that the infliction of severe penalties on persons engaged in the illicit traffic in narcotics is one of the best means of preventing the spread of that traffic, recommends the increase of penalties in certain countries, the adoption of the penalty of imprisonment and, if possible, of prohibition of residence (*interdiction de séjour*), a very strict application of the penalties laid down, and the introduction of clauses providing for the punishment of infractions committed in foreign countries."

This was adopted by the Assembly and the Secretary-General, instructed by the Council to take the necessary action, despatched a letter to all Governments on this subject on January 17th, 1924.

The following replies have been received by the Secretariat:

Albania:

The traffic in drugs is unknown in Albania and it is not deemed necessary, therefore, to alter the present regulations. Note has been taken, however, of the recommendation of the Advisory Committee.

Australia:

Heavy penalties are already in existence in Australia and these are being enforced. The proposal with regard to the punishment of nationals in foreign countries will be kept in mind.

Belgium:

The penalties have been already sufficiently increased in 1921.

China:

Severe laws are already provided for. Stricter application will be assured in future. The Chinese Government is in full agreement with the clause regarding the punishment of foreigners, but is powerless to act in this matter without the assistance of foreign Powers.

Czechoslovakia:

There is no necessity to increase existing penalties as the traffic in drugs is almost nil.

Denmark:

By existing laws, *permis de séjour* can be taken away on conviction of illicit traffic in drugs, if the person convicted is an inhabitant of a country whose nationals must obtain visas to enter Denmark. Foreigners can be deported. With regard to the punishment of Danish nationals convicted in foreign countries, this matter will be considered at the next revision of the penal code.

Dominican Republic:

A list of the penalties in force has been forwarded to the Secretariat.

Finland:

The penalties at present in force are considered sufficient.

Great Britain:

All the recommendations contained in the resolution have been carried out with the exception of "interdiction de séjour". This clause, however, cannot be considered as it is unknown to British law and would be difficult to apply.

Greece:

A list of existing penalties has been forwarded to the Secretariat.

Guatemala:

The matter has been submitted to the competent authorities.

Haiti:

There is no need for any increase of penalties at present. An extract from the law already in force has been forwarded to the Secretariat.

Latvia:

The law regarding penalties will be submitted to Parliament for revision.

New Zealand:

Present penalties are considered adequate. Should severer ones be found necessary in the future, the recommendations contained in the resolution of the Advisory Committee will be considered.

Panama:

The matter has been referred to the authorities, whose reply will be submitted to the Secretariat.

Salvador:

The necessary steps are being taken by the Government of Salvador to carry out this resolution.

Siam:

The Siamese Government states that it is of opinion that the prevention of the spread of the opium traffic will not be achieved by imposing stricter penalties than those already in force in Siam. It is felt that action of this kind would tend to lessen the number of convictions and to increase the secrecy and volume of illicit operations. This Government is of the opinion that the restriction of opium production in those countries which produce and export opium and its derivatives is the best means of reducing the illicit traffic. Owing to the fact that the Siamese "Harmful Habit-Forming Drugs Law" only came into force on January 1st, 1923, it is too early as yet to form a final opinion as to whether the penalties imposed for its violation should or should not be increased. Present experience would seem to show that the existing penalties are sufficiently severe. It is also stated that, until those countries whose nationals are exempt from the jurisdiction of Siamese courts are willing to co-operate, the Siamese Government is unable to administer a more stringent opium law.

For these reasons the Siamese Government does not at present feel able to comply with the suggestion contained in this resolution.

Sweden:

Further regulations on this subject are not deemed necessary.

Union of South Africa:

A list of penalties in force has been forwarded to the Secretariat.

VIII. SIGNATURE AND RATIFICATION OF THE CONVENTION.

Since the last meeting of the Advisory Committee the following signatures and ratifications of the Opium Convention of 1912 have been deposited:

Members of the League.

Chile:

Colombia:

Have ratified the Convention and signed the Protocol putting it into force.

Costa Rica¹:

Esthonia:

Latvia:

Have ratified the Convention.

Switzerland:

Law agreeing to ratification passed by Council of States on June 5th, 1924, but as the Swiss law requires that three months shall elapse after the adoption of a law before it becomes effective, the ratification cannot be deposited before September 5th, 1924.

Non-Members of the League.

Dominican Republic:

Has ratified the Convention.

Ecuador:

Has signed the Protocol putting the Convention into force.

IX. ANNUAL REQUIREMENTS OF DRUGS.

The following is a complete list of the countries which have forwarded their estimates of annual requirements of drugs for medicinal and scientific purposes.

Details with regard to this subject will be found in Documents C.O.P.I and O.D.C.I.

Albania	Finland	Italy
Australia	Germany	New Zealand
Austria	Great Britain	Poland
Belgium	Guatemala	Siam
Bulgaria	Haiti	Sweden
Canada	Hungary	Switzerland
Czechoslovakia	India	United States of America.
Denmark		

British Colonies.

Bahamas	Kenya	St. Lucia
Basutoland	Leeward Isles	St. Vincent
Bechuanaland	Malay States (Federated)	Seychelles
Bermuda	Malay States (Unfederated)	Sierra Leone
Cyprus	Hong-Kong	Somaliland
Ceylon	Malta	Straits Settlements
Fiji	Nigeria	Sudan
Gambia	Rhodesia (North)	Swaziland
Gibraltar	Rhodesia (South)	Tanganyika
Gold Coast	Sarawak	Zanzibar
Grenada		

¹ This ratification has been notified to the Secretariat by the Costa Rican Legation at Paris, but no letter has been received from the Netherlands Government to the effect that the instrument of ratification has been lodged at The Hague.

Netherlands Colonies.

Curaçao

Netherlands East Indies

Surinam

The following Governments have forwarded replies regarding their annual requirements of drugs for medicinal and scientific purposes, but have not supplied estimates.

Argentine:

The matter has been submitted to the authorities.

Brazil:

A list of imports has been forwarded to the Secretariat. This Government states that no other statistics are available at present.

China:

This Government states that it is impossible to give any figures at present.

Danzig:

Figures of consumption have been forwarded to the Secretariat.

Dominican Republic:

The estimates for annual requirements are not yet known, but the Dominican Government hopes to co-ordinate information this year.

Greece:

Owing to the floating population, it is impossible for the Greek Government to give a correct estimate. The Greek Minister of Health estimates that the consumption is about one ton.

Latvia:

A list of drugs consumed in Latvia during the year 1922 has been forwarded to the Secretariat. The Latvian Government hopes to be able to forward an estimate of annual requirements later.

Luxemburg:

The figures of consumption have been forwarded to the Secretariat.

Netherlands:

This Government states that it is not possible to give an estimate of its requirements at present as this would entail an increase in the personnel of the pharmaceutical services, and the present state of finances in the country does not justify this increase.

Norway:

No estimate can be given at present as no statistics are available.

Peru:

This matter has been referred to the competent authorities, whose reply will be forwarded to the Secretariat as soon as possible.

Spain:

This Government informed the Secretariat that it was not possible at present to calculate the quantities consumed in Spain as this would necessitate a special enquiry. Steps have been taken to enable the Government to arrive at an estimate of the figures of consumption, and it was stated that these would be communicated to the Secretariat early in 1924. No further communication has been received from this Government.

Union of South Africa:

This Government states that there are no statistics available at present.

British Colonies.

Barbados:

A list of imports has been forwarded to the Secretariat.

British North Borneo:

Figures of consumption have been forwarded to the Secretariat.

Jamaica:

This Government states that figures of imports may be taken as requirements.

Mauritius:

This Government states that the estimates of annual requirements will be sent in due course.

Newfoundland:

The information has been promised but has not yet been received by the Secretariat.

Trinidad:

The estimates for 1923 and 1924 are not available. Estimates will be supplied for later years.

Japanese Colonies.

Chosen (Korea), Formosa, Kwantung Leased Territory:

The estimates for these colonies are not yet available.

X. IMPORT CERTIFICATE SYSTEM.

The following is a complete list of the countries which have *accepted and put into force* the League of Nations Import Certificate System:

- | | | |
|---------------------|---|--------------------------------------|
| 1. Albania | 12. Germany (in force with all other countries which have adopted it) | 19. Latvia |
| 2. Australia | 13. Great Britain | 20. Mexico |
| 3. Austria | 14. Greece | 21. Netherlands East Indies, Curaçao |
| 4. Belgium | 15. Guatemala | 22. New Zealand |
| 5. British Colonies | 16. Haiti | 23. Norway |
| 6. Bulgaria | 17. India | 24. Panama |
| 7. Canada | 18. Japan (including Formosa and Kwantung. Import is forbidden in Chosen) | 25. Poland |
| 8. Cuba | | 26. Siam |
| 9. Czechoslovakia | | 27. Spain |
| 10. Denmark | | 28. Sweden |
| 11. Finland | | 29. Union of South Africa |

Since the last meeting of the Advisory Committee therefore, ten countries have accepted this system and put it into force. It will be noted that three countries — Esthonia, Italy, Luxemburg — no longer figure on the list of those countries which have enforced the system, as, on further correspondence with the Governments of these countries, it was found that the system had either not been adopted by the date given or was not in complete agreement with the system recommended by the League.

In countries other than those given in the above list, the situation with regard to the adoption of this system may be summarised as follows:

Argentine:

On February 6th, 1923, a Decree of the Argentine Government concerning imports was forwarded to the Secretariat by Sir Malcolm Delevingne. This Decree contained a draft Law on Imports. The Secretariat wrote to the Argentine Government reminding it of the previous correspondence and asking if the Import Certificate System was in force. No reply has been received, and a further letter was later sent to the Argentine Government mentioning the Decree forwarded by Sir Malcolm Delevingne and asking if the draft Law had been passed. No further communication has been received from the Argentine Government.

Brazil :

On June 28th, 1923, the Brazilian Government wrote agreeing to this system. The Secretariat wrote asking for the date on which this system would come into force, and the Brazilian Government replied that the system would be adopted in approximately six months. No further communication has been received from the Brazilian Government, but, according to an article which appeared in the *Estado de Sao Paulo* of March 24th, 1924, a regulation had been passed adopting a system comprising "an annual certificate entitling the holder to remove from customs custody any drugs covered by the Convention which are stipulated in the Import Certificate". The customs officers are to register and deduct the amounts imported. There appears to be no provision for the issue of an Import Certificate for each intended consignment so as to enable the Certificate to be presented to the authorities of the would-be exporting country.

Chile:

At the Assembly of the League of Nations, 1922, the Chilean delegate announced that Chile would adopt the system after she had ratified the Convention. The Chilean Government ratified the Convention on January 16th, 1923, and signed the Protocol bringing the Convention into force on May 18th, 1923. Since the ratification of the Convention by the Chilean Government, the Secretariat communicated, on March 16th, 1923, and October 8th, 1923, with that Government, enquiring what steps have been taken with regard to the Opium Convention, but no reply has been received.

China :

The Chinese Government, on March 20th, 1923, stated that the regulations governing the Import Certificate System had been drawn up and that, on account of this question being closely connected with the regulations relating to commercial intercourse between China and other nations, the Chinese Government is asking the Ministers of the different countries at Peking for their agreement. The letter states that the outcome of this arrangement is to be communicated to the Secretariat as soon as the replies from these Ministers are forthcoming, but no communication has as yet been received.

Dominican Republic:

On April 19th, the Dominican Republic forwarded particulars of the law already in force regarding imports of drugs. As, however, there seemed to be no provision for an Import Certificate System, this was pointed out to the Dominican Republic by the Secretariat in a letter dated May 9th, 1924, and a copy of the Explanatory Note on the system (C.L. 15. 1922) and the League model certificate were enclosed. No reply to this letter has, as yet, been received.

Esthonia:

On November 6th, 1922, the Esthonian Government accepted the Import Certificate System and stated that it was hoped that this system would be in force by January 1st, 1923. On May 9th, 1923, the Secretariat wrote asking for a model of the certificate in use. The Esthonian Government replied that the system was not yet in force. On June 19th, 1923, the Secretariat requested the Esthonian Government to inform it when this system would be adopted, but no reply has been received.

Hungary:

The Hungarian Government stated on May 18th, 1923, that the system would be put into force at the same time as the Convention. Information to the effect that the Convention was included in the legislative code was received by the Secretariat on June 8th, 1923. Communications have since been addressed to the Hungarian Government asking if the Import Certificate System is now in force in Hungary, but no reply has been received.

Iceland:

On September 9th, 1923, the Danish Government wrote, stating that a law had been passed by the Icelandic Parliament and that Iceland was ready to adopt the system. The letter stated, however, that a further communication would be sent on the subject. No further communication has been received.

Italy:

The Italian Government accepted the system on August 9th, 1922, and stated that it would be in force before January 1923. On May 9th, 1923, the Secretariat requested that a model of the certificate in use might be sent, and the Italian Government forwarded a model which was *to be* used. On the receipt of this, the Secretariat wrote to the Italian Government enclosing a copy of its letter of August 9th, which stated that the system would be in force before January 1923 and asking how soon the system would be applied. The Italian Government replied on August 30th, 1923, that the matter was now being discussed by the Council of State and that the Secretariat would be informed as soon as the regulation came into force. No further communication has been received.

Lithuania:

This Government agreed to accept the system on August 26th, 1922, but gave no date as to when it would be brought into force. Several communications have since been forwarded to the Lithuanian Government on this subject, but no further information has been received.

Luxemburg:

On February 5th, 1923, the Luxemburg Government forwarded a model of the certificate in use in that country. As this model differed from that recommended by the League, inasmuch as it did not provide for the guarantee that the imports should be only for medical and scientific uses, the Secretariat wrote to the Luxemburg Government pointing out this omission and asking if the Luxemburg Government could see its way to rectifying it. No reply has, as yet, been received to this letter.

Netherlands:

The Netherlands Government accepted the system on January 8th, 1923, but as this necessitated an alteration in the existing legislation, the Government stated that the date of entry into force could not yet be given. In reply to a letter from the Secretariat dated October 4th, 1923, the Netherlands Government stated that the modification of the law was in course of preparation. No further information has been received.

Peru:

This Government agreed to the principle of the system on October 20th, 1921. After further communications on this subject from the Secretariat, the Peruvian Government replied on November 16th, 1923, that enquiries were being made from the Ministry concerned as to what steps had been taken in the matter. No further communication has been received.

Portugal:

On August 30th, 1922, the Portuguese Government informed the Secretariat that a law proposing the adoption of this system had been presented to Parliament. Since that date the Secretariat has, from time to time, approached the Portuguese Government with a view to ascertaining if this law had been passed, but no reply has, as yet, been received.

Roumania:

This Government stated on February 14th, 1922, that certificates were only granted to authorised persons, who must, with each new demand, give the quantity previously imported. In reply to letters from the Secretariat enclosing the League model certificate and asking if Roumania accepted it, a telegram was received from that Government to the same effect as the letter of February 14th, 1922. Further communications have been sent to the Roumanian Government, but no reply has been received.

Salvador:

On November 29th, 1923, the Government of Salvador stated that the matter was under discussion and that the result would be communicated to the Secretariat. No further communication has been received by the Secretariat.

Switzerland:

On August 16th, 1922, and at the Assembly of that year, the Swiss delegate stated that the system would be adopted as soon as the Convention was ratified. The ratification of the Convention was approved by the Council of States on June 5th, 1924, but, as previously stated, the Convention does not come into force until three months after this date. No information on the subject of the import certificate system therefore has been received from the Swiss Government.

Venezuela:

The Venezuelan Government stated on December 7th, 1923, that the subject had been submitted to the Ministry concerned and that the result would be communicated to the Secretariat. No further information has been received.

United States of America:

A system on lines similar to the League system is already in force. Details of this system were communicated to all Members of the League on February 11th, 1924 (C.L. 29).

XI. ISSUE OF CERTIFIED COPIES OF IMPORT CERTIFICATES.

The Polish Government, on January 17th, 1924, wrote to the Secretariat, drawing its attention to the practice in certain countries of issuing certified copies of certificates instead of original certificates. A copy of this letter was distributed to the members of the Advisory Committee under Document O.C.167. The Secretary of the Committee is of the opinion that the members of the Committee may care to consider this point, when discussing item 7 of the Agenda.

XII. REVISED CUSTOMS TARIFF (China).

On August 30th, 1923, a request was received from the British Government that a communication might be forwarded to all the Powers having Treaties with China requesting them to inform the Secretariat what effect the Revised Customs Tariff of 1922 in China had had on the regulations regarding their nationals in that country. A letter was therefore despatched to the following Governments requesting them to supply the desired information:

Belgium	Japan	Portugal
Brazil	Mexico	Spain
Denmark	Netherlands	Sweden
France	Norway	Switzerland
Italy	Peru	United States of America.

Replies have been received from the following Governments:

Japan:

This Government refers to its reply to the questionnaire sent by the League in 1921 and states that the measures described in this reply anticipated the revision of the Customs Tariff. There is no need therefore for any change in the regulations.

Mexico:

Information to be sent later.

Netherlands:

The Revised Customs Tariff has not necessitated any alterations in the present legislation. This Government refers to its reply to the questionnaire sent by the League in 1921.

Norway:

The Revised Customs Tariff has not necessitated any special legislation.

Switzerland:

The Commercial Treaty with China has not yet been concluded. The Revised Customs Tariff does not yet therefore affect Swiss nationals in that country.

United States of America:

This Government refers to its reply to the questionnaire sent by the League in 1921. No alteration in legislation since.

Annex 2.

O. C. 205.

ISSUE OF IMPORT CERTIFICATES BY TELEGRAPHIC INSTRUCTIONS.

Letter from M. van Wettum to the Secretary of the Advisory Committee, submitted to the Committee on August 7th, 1924.

The Hague, July 23rd, 1924.

In reply to your letter of the 18th inst. regarding the issue of import certificates by telegraphic instructions, I beg to draw your attention to information on this matter contained in the annual report 1922 of the Japanese Government (O.C. 23 (q)), page 22, which reads as follows:

“In the working of the ‘import certificate’ system as between a distant country and Formosa, it is found necessary in case of urgency to recognise a consulate certificate issued in accordance with telegraphic instructions from the Government as the covering import certificate, which will subsequently be superseded as soon as possible by a formal import certificate.”

At the fourth meeting of the third session of the Opium Preparatory Committee (Minutes, page 2), Sir Malcolm Delevingne said that the difficulty of obtaining import certificates in good time to prevent the possibility of price fluctuations while the commodity was being secured had already been successfully met in Great Britain and the United States.

The two Governments gave authority to their consular representatives to grant certificates on receipt of telegraphic instructions. From these quotations it appears that three Governments are already using the system of issuing import certificates by telegraphic instructions; as I pointed out on that occasion, this system is not equitable unless it be universally adopted.

Sir Malcolm gave notice that he would ask the Advisory Committee on Traffic in Opium whether the procedure authorising consular representatives to grant certificates in accordance with telegraphic instructions was a legitimate practice. He had never doubted that Governments were free to act in this way; it was merely a question of allowing a Government to arrange for the issue of the certificate to be carried out by its own officials in its own way.

Personally I am ready to accept Sir Malcolm’s opinion as to the legitimacy of the procedure in question, but I think it necessary to have a definite decision on this point by the Committee. Full publicity should in my opinion be given to a favourable decision of the Committee on this question, as the procedure of telegraphic instructions would meet the greatest part of the complaints brought forward against the import certificate system and would therefore help a great deal to allay the opposition in some quarters against that system.

I do not think it necessary to prepare a separate document concerning this question, but I would ask you to bring the above-mentioned facts and considerations to the attention of the members of the Advisory Committee in such form as you may deem fit in order that the question may be considered by the Committee at its next session.

(Signed) J. VAN WETTUM.

Annex 3.

O. C. 157.

INTERNATIONAL OPIUM CONVENTION OF 1912: METHODS OF ENFORCEMENT.

Memorandum prepared by the Secretariat of the League of Nations, and submitted to the Committee on August 7th, 1924.

The first paragraph of Article 10 of the International Opium Convention of 1912 reads:

“The Contracting Powers shall use their best endeavours to control or cause to be controlled all persons manufacturing, importing, selling, distributing and exporting morphine, cocaine and their respective salts, as well as the buildings in which these persons carry out such industry or trade.”

In order that it may be possible to estimate justly and thereafter to compare the measures of enforcement adopted by the signatories of the Convention in execution of the above article, it is desirable that information be obtained upon the points set forth below:

A. CONTROL OF PERSONNEL AND BUILDINGS.

1. The number and composition of the personnel charged with the enforcement of the Convention.
2. The functions of the various branches of the said personnel;
3. The manner in which control over persons manufacturing is effected;
4. The manner in which control over persons importing is effected;
5. The manner in which control over persons selling is effected.
6. The manner in which control over persons distributing is effected;
7. The manner in which control over persons exporting is effected;
8. The manner in which control over the buildings in which these persons carry on such industry or trade is effected.

B. CONTROL OF MATERIAL AT THE FACTORY.

As it is recognised that any action dealing with the illicit traffic in narcotics must, in order to be effective, begin with the control of the narcotics at their source, *i.e.* at the factory, it is desirable to ascertain:

(1) The steps taken to control effectively the amount of raw material entering a factory for use in the manufacture of either opium derivatives or cocaine;

(2) The steps taken to control effectively the amount of derivatives of opium manufactured from any given quantity of opium which has entered a building for the purpose of being manufactured into opium derivatives from the time when they leave the factory until they are legitimately consumed;

(3) The steps taken to control effectively the amount of cocaine manufactured from any given quantity of coca leaves which has entered a building for the purpose of being converted into cocaine from the time when these derivatives leave the factory until they are legitimately consumed.

C. LABELLING.

It has been reported by the Secretary-General of the International Anti-Opium Association at Peking that seizures of morphine, heroin and cocaine are being made in increasing numbers and that the containers of the goods seized are not labelled with the manufacturer's name. The increasing difficulty in tracing back to the manufacturer the drugs found in circumstances which leave no doubt that they are being dealt with clandestinely or are destined for the clandestine traffic which illicitly provides the addict with narcotics has shown that some method should be devised for detecting sales to unauthorised persons. Moreover, the existence of a system of the serial lettering and numbering of banknotes, shares, arms, machinery, etc. which is in force in most countries and which has been found useful in tracing banknotes, shares, etc. and the persons through whose hands they have passed naturally suggests the possibility that a similar method might be applied to the labelling of containers of opium derivatives or cocaine. It is, therefore, desirable to know:

(1) Whether, according to the laws in force, manufacturers are compelled to label all containers of opium derivatives or cocaine or all other drugs coming within the scope of the Opium Convention in such a manner as to indicate clearly the name of the manufacturer as well as the name of the drug in the container;

(2) Whether the system based upon the distinctive marks for each container or package allowed to be placed on the market is in force.

D. GUARANTEES.

As the incentive for illicit traffic in dangerous drugs is to be found in the profits derived therefrom, the belief is gaining ground that the best preventive of the traffic might be some system which would eliminate the possibility of making such illicit profits. It is suggested that the requirement of a Cash Guarantee or Fidelity Bond from each person who desires to be authorised to possess narcotics would discourage illicit traffic, for the Cash Guarantee or Fidelity Bond would be equal to the estimated profits that could be obtained were the narcotics sold clandestinely and would be forfeited if any offence were attempted. As the profits on legitimate sales of narcotics are known, and as those which may be realised by supplying an unauthorised person are also known, the basis of such a system of cash guarantees might conveniently be the maximum profit realisable by sale to an unauthorised person of the maximum quantity which the seller is authorised to have in his possession. It is therefore desirable to ascertain:

(1) Whether the system of cash guarantees or bonds is in force in connection with either the manufacture, import, sale, distribution or export of opium derivatives.

* * *

It is hoped that the Governments may see their way to communicate, together with their observations on the points raised in this memorandum, any further information upon the enforcement of laws and regulations for the control of the traffic in narcotics which have in practice been found to lead to a diminution of the clandestine traffic.

Annex 4.

O. C. 196.

PROVISIONAL REGULATIONS FOR THE REGISTRATION OF CHINESE AND FOREIGN PHARMACIES.

Geneva, August 2nd, 1924.

Memorandum from the Chinese Government, submitted to the Committee on August 7th, 1924.

Article 1. — In order to obtain permission to trade in medicaments all Chinese and foreign pharmacies are required to apply in writing to the Narcotics Department; applications will be forwarded by the Narcotics Department to the Ministry of the Interior for registration and the issue of a licence.

Article 2. — Applications for registration made by Chinese and foreign pharmacies must be accompanied by fullest particulars as to the following:

- (1) The amount of capital of the pharmacy concerned;
- (2) The medicaments intended to be manufactured and an approximate estimate of their annual sale;
- (3) The names, surnames, places of birth and domiciles of the shareholders and directors;
- (4) The name, surname, nationality and occupation or profession of every dispensing chemist if the pharmacy is a foreign one;
- (5) A formal undertaking on the part of the pharmacy not to engage in any clandestine traffic in narcotics.

Article 3. — Applications for registration made by Chinese and foreign pharmacies must be accompanied by \$2 for stamp duty, and the following registration fees must be paid:

- (1) \$400 for class 1 (capital exceeding \$100,000);
- (2) \$200 for class 2 (capital from \$50,001 to \$100,000);
- (3) \$100 for class 3 (capital from \$5,001 to \$50,000);
- (4) \$50 for class 4 (capital not exceeding \$5,000).

Article 4. — In the event of an increase of capital or a change in the ownership of the firm, Chinese and foreign pharmacies must apply for re-registration and for a fresh licence.

Article 5. — In the event of any pharmacy thus registered being found to have committed an infringement of these regulations or other illegal action, the Narcotics Department may suggest to the Ministry of the Interior that the registration be cancelled, the licence withdrawn, and a winding-up order issued.

Article 6. — The present regulations shall be put into force in all places in which a branch of the Narcotics Department is established; where no such branch has yet been established, the existing regulations for the trade in medicaments shall remain in force.

Article 7. — Additions and amendments may be made to the present regulations whenever necessary.

Article 8. — The present regulations shall come into force on the date of promulgation.

PROVISIONAL REGULATIONS FOR THE ISSUE OF SPECIAL LICENCES TO DEAL IN NARCOTICS.

Article 1. — All pharmacies importing and offering for sale narcotics (morphine, cocaine, heroin, etc.) must apply to the Narcotics Department for authorisation; applications will be forwarded by the Narcotics Department to the Ministry of the Interior, which, after investigating the case, will issue a special licence.

Article 2. — Two kinds of licences will be issued:

(1) A special annual licence authorising the holder to have in his possession during one year a limited quantity of narcotics in order to make up medical prescriptions and to meet the requirements of hospitals, the army and medical practitioners.

(2) A special temporary licence authorising the holder to have in his possession temporarily a specified quantity of narcotics for use in epidemics and for other urgent needs.

Article 3. — Licences may be renewed annually; this does not apply to temporary licences, which, on their expiry, must be returned by the Narcotics Department to the Ministry of the Interior and cancelled by the latter.

Article 4. — Applications to the Narcotics Department for special licences must be accompanied by:

(1) Particulars of the nature and quantity of the narcotics required;

(2) Particulars of the nature and quantity of the narcotics to be sold annually, and of conditions under which the sale will be made;

(3) Reasons in support of applications for special temporary licences;

(4) Name, surname, and occupation or profession of persons who will be responsible for the narcotics;

(5) An undertaking on the part of two well-known commercial concerns to take joint responsibility for any clandestine sale of such narcotics;

(6) The amount of the licence duty (10 % of the total value of the quantity of narcotics for which the licence is issued, plus \$2 Chinese for stamp duty).

Article 5. — Pharmacies holding special licences are required to keep a register showing all particulars of purchases and sales of narcotics of every kind, with the names, surnames, occupations or professions and addresses of purchasers. The register must be presented quarterly for inspection to the Narcotics Department, which will report thereon to the Ministry of the Interior.

Article 6. — Pharmacies holding special licences may only sell narcotics to the following persons and establishments:

(1) Medical practitioners holding degrees conferred in due form by a Chinese or foreign university or medical school and holding certificates enabling them to practise;

(2) Pharmacies holding trading licences issued by the Ministry of the Interior;

(3) Officially-recognised hospitals, provided that the signature of a qualified doctor attached to the hospital is produced;

(4) Army medical officers. In this case special authorisation from the Ministry of the Interior is necessary when more than a certain specified quantity is required; this authorisation may be obtained through the Narcotics Department on application by the pharmacy.

Article 7. — When a pharmacy holding a special licence applies for its renewal, the Narcotics Department may, if the applicant so desires, suggest to the Ministry of the Interior that the quantity of narcotics for which the former licence was granted be increased, reduced or left unaltered. Application cannot be made for an increase unless the stock obtained under the old licence is completely exhausted.

Article 8. — The Narcotics Department may at any time employ detectives to ascertain whether the quantity of narcotics sold by any pharmacy is exactly equal to the quantity specified in the licence; offenders will be liable to prosecution and punishment by the competent authorities in accordance with the laws and regulations.

Article 9. — Additions and amendments may be made to the present regulations whenever necessary.

Article 10. — The present regulations shall come into force on the date of promulgation.

Annex 5 (see Appendix 3 to Annex 16).

Annex 5a (see Appendix 4 to Annex 16).

Annex 6.

E. 129.

THE QUESTION OF THE NON-GRANTING OF FREE PORT, FREE ZONE OR BONDED WAREHOUSE FACILITIES TO DRUGS COVERED BY THE INTERNATIONAL OPIUM CONVENTION OF 1912¹.

Memorandum by the Chief of the Opium Section to the Secretary-General of the League.

August 6th, 1923.

In connection with the Customs Conference to be held on October 15th next, may I draw your attention to the extreme desirability of nothing being done then (on the grounds of granting the greatest possible facilities to general cargo) which might further facilitate the illicit traffic in opium and its derivatives.

There is a very real possibility that much of the work done by the Opium Section may be nullified if the special nature of the traffic in opium and other drugs covered by the Convention is lost sight of during the course of the Customs Conference.

Whilst the draft Programme of the Conference does not specifically provide for discussion on the question of Free Ports or Free Zones, nevertheless the question of Bonded Warehouses will probably come up for discussion. The delegates at the Conference having full powers to extend the scope of their enquiries and deliberations, it is to be foreseen that discussion on Bonded Warehouses may lead to the discussion of Free Ports and Free Zones. I would suggest that the Economic Section be instructed to safeguard the interests of the Opium Section by introducing, or causing to be introduced, in any proposed resolution affecting the facilities to be granted to goods in bond, whether in "entrepôts spéciaux", "entrepôts privés sous double clef", "entrepôts fictifs" or "entrepôts réels", a proviso to the effect that the facilities are not to be extended to opium or any other drug covered by the Opium Convention. This reservation might be made on the lines of that given in the attached memorandum (Appendix) on the subject which has been prepared by M. Blanco.

From the memorandum in question, it will be seen that, should the facilities extended to general cargo be extended to opium and its derivatives, certain dangers would arise. These dangers lie in the abuse of the facilities which would be granted; what these possible abuses are is made clear in paragraph 11 of the memorandum in question.

The action suggested in M. Blanco's memorandum would not demand the enforcing of complicated measures nor the drawing up of complicated rules or regulations (which the Economic Committee might possibly fear would hamper their general purpose — that of facilitating and simplifying Customs formalities): it refers solely to normal traffic and in no way aims at the creation or enforcement of regulations aiming at the detection of fraud or smuggling. The action suggested therefore would not affect general cargo in the least.

I would further suggest that during the Customs Conference a member of this Section should be present to note whether any of the recommendations brought forward could have any bearing upon the traffic in opium and its derivatives. This would make it possible to draw the attention of the Economic Section or of the Chairman of the Conference to any point which it was considered might adversely affect the work being done by the Opium Section.

(Signed) Rachel E. CROWDY,
Chief of Opium Section.

Appendix.

MEMORANDUM ON THE NON-GRANTING OF FREE PORT, FREE ZONE, OR BONDED WAREHOUSE FACILITIES TO DRUGS COVERED BY THE INTERNATIONAL OPIUM CONVENTION OF 1912.

1. From the Reports O. C. 144 (1) (Annexes 3 and 4) and O. C. 147, it will be seen that not the least important factor in the illicit traffic in drugs consists in the facilities afforded by Free Ports, Free Zones, and Bonded Warehouses (whether *entrepôts réels* or *entrepôts fictifs*). There is a grave danger that the privileges and facilities which are granted to general merchandise entering either a Free Port, Free Zone or Bonded Warehouse be extended to drugs covered by the Hague Convention, the measures of control over the traffic in narcotics provided for in the said Convention will be rendered ineffective and the movement of such drugs, destined for the purely illicit and clandestine traffic, instead of being impeded, will be facilitated.

¹ These two documents, which were submitted to the Economic Committee in connection with the work of the Customs Conference held in October 1923, were sent to the members of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs for their information.

2. The International Opium Convention of 1912 was intended to allow of a stricter control over the movements of the drugs which it covered and so to make more difficult the uncontrolled traffic in these habit-forming drugs. The Treaty of Versailles provided for the general acceptance by the Contracting Parties of the said Convention and the League has been vested with the functions formerly appertaining to the Netherlands Government, *i.e.*, the supervision of the application by the signatories of the provisions of the Convention.

3. The principal provisions of the Convention which have a direct bearing upon the movements of either opium or its derivatives or of the other alkaloids mentioned in the Convention are to be found in Article 2, which provides that:

“.....the Contracting Powers shall limit the number of towns, ports or other localities through which the export or import of raw opium shall be permitted.”

From this it will be seen that the intention of the Convention is to limit or restrict rather than to add to the number of the ports through which the export or import shall be permitted. It will be noticed that the article clearly refers to “export” and “import”, and it would be contrary to the intention of the Convention to limit the facilities for “export” and “import” and yet permit the extension of these facilities where “entry” and “withdrawal” are concerned.

4. Article 5 states that “The Contracting Powers shall not allow the import and export of raw opium except by duly authorised persons”. It would appear that if Free Port, Free Zone or Bonded Warehouse facilities were extended to Opium, then, as “entry” into Bond or “withdrawal” from Bond is neither import or export, the operation could be carried out by any unauthorised persons. This would be contrary to the intention of the Convention.

5. Article 7 states that “The Contracting Powers shall prohibit the import and export of prepared opium; those Powers, however, which are not yet ready to prohibit immediately the export of prepared opium shall prohibit it as soon as possible”. Again it will be seen that restrictive measures are applied to imports and exports and that the spirit of the Convention demands that at least similar restrictions shall be applied to “entries” and “withdrawals” from Bond.

6. Article 8, like the preceding Article, deals with the measures applicable to the export and import of prepared opium. The provisions of this article would be completely nullified if the facilities of Bonded Warehouses were extended to the drugs covered by the Convention.

7. Article 9 provides for the Contracting Powers co-operating in order to prevent the use of these drugs for other than legitimate medical purposes. As the facilities which Free Ports, Free Zones or Bonded Warehouses offer would operate in a manner diametrically opposed to the intention of this Article, it would seem, therefore, that the facilities in question should not be extended to drugs covered by the Convention.

8. That the intention of the Convention is to provide for a strict control of all movements of drugs to which it applies is apparent from Article 10, which provides that:

“The Contracting Powers shall use their best endeavours to control, or to cause to be controlled, all persons manufacturing, importing, selling, distributing and exporting morphine, cocaine and their respective salts, as well as the buildings in which these persons carry on such industry or trade.

“With this object, the Contracting Parties shall use their best endeavours to adopt or cause to be adopted, the following measures, unless regulations on the subject are already in existence.

“(a) To confine the manufacture of morphine, cocaine, and their respective salts to those establishments and premises alone which have been licensed for the purpose, or to obtain information respecting the establishments and premises in which these drugs are manufactured and to keep a register of them;

“(b) To require that all persons engaged in the manufacture, import, sale, distribution or export of morphine, cocaine, and their respective salts shall be furnished with a licence or permit to engage in these operations or shall make to the competent authorities an official declaration that they are so engaged;

“(c) To require that such persons shall enter in their books the quantities manufactured, import, sales, and all other distribution, and exports of morphine, cocaine, and their respective salts. This rule shall not necessarily apply to medical prescriptions and to sales by duly authorised chemists.”

The provisions of this Article place beyond all doubt the intention of the signatories, which was to submit to a strict control not only the drugs actually covered by the Convention, but also the buildings in which “distribution” of these drugs was carried out. Moreover, it would appear that the signatories, recognising that the terms “import” and “export” might be interpreted too narrowly, introduced into the Article the term “distribution” to cover “entry” and “withdrawal”. As the supervision of the buildings where such drugs would be stored is clearly provided for, and as these measures of supervision are different from those applicable to general cargo, it follows that these drugs were recognised to be of such a nature that they could not be

assimilated to general cargo and hence could not be granted the same facilities which general cargo, of a harmless nature, might enjoy. Whilst it may be contended that a measure of control exists over goods deposited in an "entrepôt réel," the same could not be stated of an "entrepôt fictif".

9. Article 13 binds the signatories to adopt, or cause to be adopted, measures to ensure that morphine, cocaine and their respective salts shall not be exported from their countries, possessions, colonies, and leased territories to the countries, possessions, colonies, and leased territories of the other Contracting Powers, except when consigned to persons furnished with the licences or permits provided for by the laws or regulations of the importing country.

Sir Malcolm Delevingne, in his "Consideration of the Position of Bonded Warehouses in relation to the Traffic in Opium and other Dangerous Drugs", (Annex 4 of Document O. C. 144 [I]), states that "it is understood that in some countries re-export from bond is regarded merely as transshipment, and no control over the re-export, such as is provided for by the Convention and the Import Certificate System in the case of ordinary export, is exercised". This leaves no doubt but that the granting of Bonded Warehouse facilities to opium and other dangerous drugs results in the non-application of the provision of the Convention which was specially drawn up with a view to submitting these drugs to a special control.

10. With a view to carrying out the provisions of the Hague Convention, the Advisory Committee on the Traffic in Opium has consistently worked for the adoption of measures bearing upon the control of all imports and exports of the drugs. It relies in great measure upon a system of Import and Export Certificates, the effect of which is, broadly, that no export is allowed to a country without prior production of a Certificate of Import granted by the authorities of the importing country in proof of the importation having been sanctioned. The aim of the Advisory Committee has always been the adoption of such measures as tend to facilitate the tracing of all movements of narcotics either from poppy-field to pipe, where opium intended for smoking is concerned, or from factory to physician, where the drugs covered by Chapter III of the Convention are concerned.

11. There is a real danger in extending the facilities and privileges of Free Ports, Free Zones and Bonded Warehouses to drugs covered by the Convention. These Bonded Warehouse facilities, which, according to the recommendations of the International Chamber of Commerce (vide Appendix to Brochure No. 26, page 9), should be established in all countries, tend to be made "as broad as possible", and so give rise to a number of abuses, which, though of no great importance where goods of a harmless nature are concerned, are of primary importance where it is a question of opium and its derivatives:

(1) They render impossible the preparation of international statistics enabling a check to be kept upon the movements of these drugs.

(2) They permit of the "Switch System" being brought into play with practically no risk of detection in view of the absence of examination either on entry into or withdrawal from Bond. (This "Switch System", which is made possible by the use of duplicate marks, consists in taking delivery of a lot which, whilst outwardly corresponding, so far as marks and numbers are concerned, with the Delivery Order or Stamped Bill of Lading, differs, so far as contents are concerned, from the case which was actually applied for. Even where revenue interests enter into play and a much stricter control exists than in a Bonded Warehouse, this "Switch System" is frequently and successfully adopted.)

(3) They make possible a movement of narcotics which but for the existence of the Bonded Warehouse would not be permitted. For instance, country A permits shipment of morphia to country B, but would refuse it to country C, because country C has no laws or regulations tending to limit the use of these drugs to legitimate medical purposes. By making a Bonded Warehouse intervene it is possible to ship from country A ostensibly to country B, but on the way the cargo is bonded in country D. Under Bonded Warehouse regulations there is nothing to prevent the drugs being subsequently withdrawn from Bond and shipped to country C. The result is that the measures taken by country A are nullified, the statistics relative to international movements of drugs are upset, and the supply of drugs to a country which would allow them to be misused is rendered possible.

(4) They make possible repacking under such conditions as eventually to facilitate the fraudulent entry into a country of drugs which normally would not be allowed entry.

(5) They make impossible the keeping of correct world statistics relative to the stocks of narcotics existing in the various countries.

(6) They place the drugs during the time in which they remain in bond in a position wherein they are, by a sort of legal fiction, claimed to benefit from all extra-territorial privileges.

(7) They make it possible for the interested parties to claim that the goods placed into bond are neither imports nor exports and hence are not subject to any of the stipulations relative to imports and exports contained in the Opium Convention.

(8) They prevent the detection of substitution whilst in transit, a form of fraud which, where opium and narcotics are concerned, is currently resorted to (on one occasion no less than 400 chests of opium were found on withdrawal from bond in Hong-Kong to contain no opium but only molasses: thus some 60,000 lbs. of opium were never accounted for).

(9) As they place no time limit for goods remaining in bond, such frauds would not be discovered until it was impossible to take useful action.

12. The note on Free Ports, Free Zones and Free Entrepôts drawn up by the Advisory and Technical Committee for Communications and Transit (C.C.T/O.P.F/1) of December 30th, 1922, together with the conclusions of the Sub-Committee to consider the question of opium in Free Ports (C.C.T/O.P.F/6) of January 11th, 1923, also furnish arguments which seem to justify the withholding of Bonded Warehouse privileges from all drugs covered by the Convention.

13. All narcotics covered by the Convention should, therefore, be excluded from the list of goods to which the facilities of Free Ports, Free Zones, or Bonded Warehouses are granted, and in accordance with paragraph 4 of the report of the Sub-Committee on the Customs Control of the Import and Export of Opium and other Dangerous Drugs (Annex 3 of O.C. 144 (1), the system adopted in Japan as from January 1st, 1921, i.e. of treating and recording all narcotics covered by the Convention as actual imports immediately on landing or on arrival, even if these narcotics are landed into a Bonded Warehouse, should be generally adopted.

14. The above considerations will show the desirability of no such action being taken as might tend to nullify present efforts towards the establishment of a stricter international control of the drugs covered by the Opium Convention. It is hoped, therefore, that the Conference on Customs Formalities may consider the possibility of recommending that the privileges granted in general to goods in bond, whether in "entrepôts spéciaux", "entrepôts privés sous double clef", "entrepôts fictifs" or "entrepôts réels", be not extended either to opium or its derivatives, or to any drug covered by the Opium Convention, or to coca leaves. It is further suggested that all countries might be recommended, with a view to co-operation in the prevention of illicit traffic in these drugs, to embody in their regulations applicable to Bonded Warehouses a paragraph to the effect that no opium or its derivatives, or any drug covered by the International Opium Convention of 1912, or coca leaves, should be granted the privileges accorded to general cargo in any Free Zone, Free Port, Bonded Warehouse, or other institution of a like nature, but that these narcotics should be declared and treated as an actual import immediately on landing or on arrival, even if landed into a Bonded Warehouse. A further proviso might be added to the effect that, if the consignment be sent with a through Bill of Lading to a final destination via a Free Port, the country of origin should not, in such a case, despatch the opium unless the country of destination shown in the through Bill of Lading should have given the necessary guarantees mentioned in the Opium Convention. It might also be found advisable to limit the length of time which drugs, though covered by a through Bill of Lading, should be allowed to remain in a Free Port, Free Zone, or Bonded Warehouse before proceeding to their final destination.

Annex 7.

O. C. 166.

SMUGGLING OF OPIUM AND DRUGS THROUGH VLADIVOSTOCK.

Letter from the British Foreign Office to the Secretary-General submitted to the Committee on August 12th, 1924.

London, January 5th, 1924.

With reference to the letter from this office F.3489/2544/87 of December 11th last (see O.C.164) and to previous correspondence regarding the illicit traffic in drugs, I am directed by the Secretary of State for Foreign Affairs to state, for the information of the Council of the League of Nations, that during the year 1922 it was brought to the notice of His Majesty's Ambassador at Tokyo that the unsettled conditions of Vladivostock had facilitated the creation of an extensive smuggling trade in narcotics from that town into the interior, principally to North Manchuria and China.

2. At the beginning of the year the Government then in power at Vladivostock were willing, for the sake of obtaining revenue, to admit these drugs into the territory of the Maritime Provinces to an extent far in excess of any possible legitimate requirements. In one case a French citizen was granted an import licence for five thousand poods of opium, this licence being endorsed by the French consul. Many more permits were issued, and eventually a Monopoly Bureau was set up in Vladivostock through which all opium transactions had to pass, the concession for this Bureau being in the hands of a Japanese subject.

3. Representations were accordingly addressed to the Japanese Government, who assured His Majesty's Ambassador that instructions had been given to take all possible steps to prevent such transactions.

4. His Majesty's Consul at Vladivostock refused to certify translations of import certificates, and a British firm at Yokohama, who had been approached on the matter, declined, on the advice of the Embassy, to have anything to do with the traffic.

5. Nevertheless, the Hoshi Company, of Japan, have since admitted selling opium for export to Vladivostock, justifying their action on the ground that the purchasers were duly furnished with the necessary import permits. Moreover, from information received from His Majesty's Legation at Peking, there could be little doubt that opium was being extensively smuggled through Vladivostock into China.

6. Arrangements were thereupon made that no opium should be exported from India to Vladivostock without previous consultation with His Majesty's Consul there, and the attention of the Japanese Government was once more drawn to the matter.

7. The action taken by the British authorities appears to have been effective in one case, but the latest information from His Majesty's Consul at Vladivostock is to the effect that a further considerable quantity of opium is still being smuggled into China from that port.

8. There is also evidence of the import of morphine, heroin, etc., from Antwerp, Hamburg and New York, and, further, that the action of His Majesty's representatives and of British firms in refusing to countenance the trade was driving the importers of narcotics to make their purchases from firms other than British.

9. In these circumstances, I am to suggest that the attention of other Members of the League should be called to the situation at Vladivostock with a view to the exercise of a strict control over exports of dangerous drugs to the port.

(Signed) Alexander CADOGAN.

Annex 7a.

O. C. 166 (a).

SMUGGLING OF OPIUM AND DRUGS THROUGH VLADIVOSTOCK.

Letter from the Chargé d'Affaires of the Netherlands to the Secretary-General of the League submitted to the Committee on August 12th, 1924.

[Translation.]

Berne, January 10th, 1924.

I am instructed by my Government to forward to you a Note with two annexes concerning the campaign against the traffic in opium and other harmful drugs, and to request you to communicate them to the Advisory Committee on Opium.

(Signed) E. MENTEN.

Acting Chargé d'Affaires for the Netherlands.

NOTE.

The Dutch Indies Decree which was put into force on May 15th, 1923, and published in the Legal Gazette of the Dutch Indies, 1923, No. 202, is intended to supplement the Decree on the same subject (Legal Gazette of the Dutch Indies, 1918, No. 34; 1919, Nos. 3 and 145; 1920, No. 629) by laying down, among other things, that, except in cases of accidents at sea, opium may only

be unloaded or transhipped when it is proved, by means of a certificate or in some other way, that its importation has been authorised by the competent authority in the country of destination. It was hoped by this new measure to prevent Sabang (in the province of Atchin) or any other port in the Dutch Indies from becoming a centre for the introduction into Eastern Asia of Opium coming from States not signatories to the Opium Convention. In making this legislative change, the Government provided for the case of transshipment only. The sole concern of the country of destination is that the Government of the Dutch Indies should prevent the transshipment of opium in the Dutch Indian ports; if a ship anchors in a Dutch Indian port without any transshipment taking place, the Government of the country in which a ship arrives with a cargo of opium can have no ground for complaint against the Government of the Dutch Indies. The existing measures against secret unloading have proved adequate. The necessity for such regulations arose from the fact that on several occasions opium which had been sent in other vessels to Dairen, Vladivostock and Kelung (Formosa) was unloaded at Sabang. The owner of these cargoes was declared to be a certain Hadji Namazee. The person referred to was probably a member of the H.M.H. Namazee & Co. shipping company of Shanghai. While the new regulations were still being drafted the Government of the Dutch Indies received information which proved how necessary it was to deal with the question of shipping at Sabang in order to combat illicit international trade.

In March 1923, the Netherlands Consul at Bombay informed the Government of the Dutch Indies that he had learned from a reliable source that opium coming from the Persian Gulf and consigned to Macao, China, Japan and Formosa had been unloaded at Sabang; it was understood that this cargo of opium would not reach its alleged destination.

Moreover, the Superintendent of Imports and Exports at Hong-Kong asked for information concerning certain vessels from the Persian Gulf which had called at Sabang, their alleged destination and the quantity of opium they carried. This information was sought because all trace had been lost of certain ships carrying large cargoes of opium, coming from the Persian Gulf and proceeding to China via Sabang. In this connection, the Government of the Dutch Indies was informed, by a person well acquainted with the shipping of this part of Eastern Asia, that along the Chinese coast opium carried by ships is frequently sold to persons who take it away in small quantities before the vessel reaches port.

It is not yet known whether these new measures will prove satisfactory.

Quite recently the attention of the Dutch East Indies Government was drawn to the transshipment at Sabang of large quantities of opium destined for Vladivostock. The first case was that of the steamer "Ferrare" from Bushire (Abuschehr), which was lost soon after it left Sabang. When it arrived at Sabang it was carrying 182 packages of opium for Macao and, in addition, 199 cases of opium, which were unloaded at Sabang and sent on to Vladivostock in other vessels. In virtue of the decree (Legal Gazette, 1923, No. 202), this transshipment was permitted after the port commissioner at Sabang had received a telegraphic communication from M. Brijner, former Netherlands Consul at Vladivostock, to the effect that the Government of that town had authorised the importation of 200 cases and that an official copy of the authorisation would be sent by post. The translation of this copy and of the receipt for 50,000 gold roubles, both documents being dated June 22nd, 1923 (see Appendices), showed that the Vladivostock authorities had authorised Dr. McDerimid, an American subject, first to import and then to re-export 200 piculs of foreign opium. It seems very probable that this American subject is the same person as the Mr. R. R. McDerimid employed by the shipping company H.M.H. Namazee & Co., to which reference has already been made; this person had some time previously applied to the British Consul at Vladivostock in order to obtain permission to import a certain quantity of opium. The Consul, however, considered the transaction somewhat suspicious and refused assistance. The Superintendent of Imports and Exports at Hong-Kong was inclined to think that the quantity of opium which Mr. McDerimid had been authorised through another channel to import to Vladivostock never reached its destination.

In August 1923, a second cargo of 300 cases of opium was also transhipped at Sabang for Vladivostock via the Japanese port of Karatsu. Under existing regulations the Dutch Indies authorities are compelled to allow the consignment of opium to Vladivostock provided that a certificate of importation is produced. As, however, it is probable that in the first case mentioned above the opium was used for illicit traffic, the Government undertook to consider whether it would not be desirable to modify the existing regulations once more and, in the case of transshipment, to render a declaration obligatory to the effect — when the country of destination is a signatory of the Opium Convention — that the opium transhipped is required for legitimate purposes, and — when the country of destination is not a signatory of the Opium Convention — that the opium transhipped will not be re-exported after reaching the country of destination. This differentiation between the two classes of countries is, we think, justified by the fact that we possess no sure criterion as to the way in which the term "Legitimate needs" may be interpreted by countries which have not signed the Opium Convention. If necessary, other measures may be considered, such as the provision of guarantees.

Appendix I.

COMMUNICATION FROM THE FINANCE MINISTRY OF THE PRIMORIA GOVERNMENT OF THE MILITARY REVOLUTIONARY COMMITTEE, NOVEMBER 27th, 1922, No. 618, CITY OF VLADIVOSTOCK, TO THE BUREAU OF EXCISE REVENUE, COPY TO Mr. McDERMID, AT VLADIVOSTOCK CUSTOM HOUSE.

In accordance with the application of Mr. McDermid of November 17th, this year, the Finance Ministry of the Primoria Government of the Military Revolutionary Committee finds it agreeable to permit Mr. McDermid to import into the Primoria Government, with the right also to re-export therefrom by sea or by land, 32,000 pounds (thirty-two thousand pounds) foreign opium, on the following conditions:

- (1) Each pound of imported opium to pay import duty of 55 kopeks (fifty-five kopeks gold);
- (2) Each pound of imported opium to pay a special tax to the Government of 3 roubles 50 kopeks gold (three roubles and 50 kopeks gold);
- (3) Import into the Primoria Government or export therefrom by sea or through land frontier, of the opium, shall entail no other charges than those above specified;
- (4) On account of what Mr. McDermid has to pay, he shall depose with the Vladivostock Treasury an advance payment of 50,000 gold roubles (fifty thousand gold roubles), which shall not be returned to Mr. McDermid, same being a guarantee that Mr. McDermid will pay the balance of 62,000 gold roubles;
- (5) The above-stated balance to be paid by Mr. McDermid as special tax on opium, namely 62,000 gold roubles, must be paid by Mr. McDermid on arrival of the goods at Vladivostock, but not later than three months later than the date of this permit. In case of *force majeure*, the said three months may be extended by ten days;
- (6) Import duty of 55 kopeks for each pound must be paid as the opium arrives at the port of Vladivostock. All that is herein written, the Finance Ministry communicates to the Bureau of Excise Revenue for information and execution. Receipt of the Vladivostock Treasury by November 26th, this year, No. 01639, evidencing the payment by Mr. McDermid to the Government of 50,000 gold roubles, is attached hereto.

Chief of the "Gubfinodel"
(Government Finance Ministry),
(Signed) VITOL, Chief of Bureau.

One thousand nine hundred and twenty-three, twenty-second June,
City of Vladivostock.

The Government Notarial Bureau No. 2 certifies, at the request of the American citizen R. McDermid, residing at Vladivostock, Dodomski Pereulok No. 5, that the above copy is a true one of the original which is in the Ministry of Finance of the Primoria Government of the Military Revolutionary Committee. Upon comparing this copy with the original, which bears no revenue stamp, I find in the original no erasure, no interlineation, no deletion and no other defect, and in my copy herewith one word "opium" is deleted.

Fees: (1) Revenue stamp 1 rouble; (2) notarial 40 kopeks; (3) bureau, 20 kopeks.
1923, 22nd June, in Register No. three fifty-three.

Notary:
(N. Gauffe)

(Signed) N. GAUFFE.

Seal reading:

Vladivostock Primoria Government,
Notarial Bureau No. 2.

I certify the correctness of the above signature of the Vladivostock Notary Gauffe, and of this official seal.

26th June, 1923, city of Vladivostock.

Acting Japanese Consul-General:

Seal of the Vladivostock
Japanese Consulate-General.

Consul I:

(Signed) WATANABE,

Voor copie a copie:

De Inspecteur:
(wg)

Voor eensluidend afschrift:

De Gouvernements-Secretaris:
(wg) onleesbaar.

Appendix 2.

Copy.
M. P. No fee.

RECEIPT FOR 50,000 ROUBLES GOLD.
ISSUED BY THE VLADIVOSTOCK TREASURY ON NOVEMBER 25th, 1922.

(Special Revenue Journal, Paragraph 19664.)

Received from Mr. McDermid.

To pay the first instalment of special revenue on the import of 32,000 pounds of foreign opium. Income to Government cash, 6,000 gold roubles and 49,280 yen.

Total, fifty thousand gold roubles.

(Signed by Cashier)

(Signed by book-keeper)

One thousand nine hundred twenty-three, twenty-second June, city of Vladivostock, the Government Notarial Bureau No. 2 certifies, at the request of the American citizen, R. McDermid, residing in Vladivostock, Sodomski Pereulok No. 5, that the above copy is a true one of the original which is in the Ministry of Finance of the Primoria Government of the Military Revolutionary Committee. Upon comparing this copy with the original, no erasure, no interlineation, no deletion, and no other defect.

Fees: (1) revenue stamp 1 rouble; (2) notarial office forty kopeks; and (3) bureau ten kopeks. 1923, June 22nd. In Register No. three hundred fifty-four.

Notary: (Signed) N. GAUFFE.

Seal reading:

Vladivostock Primoria Government.
Notarial Bureau No. 2.

I certify the correctness of the signature above of the Vladivostock Notary Gauffe and of this official seal.

26th June, 1923, city of Vladivostock.

Seal of the Vladivostock
Japanese Consulate-General.

Acting Japanese Consul-General:
Consul: (Signed) WATANABE.

Voor eensluidend afschrift:

De Depothouder:

(wg) GUILLOT.

Voor copie a copie:

De Inspecteur:

(wg)

Voor eensluidend afschrift:

De Gouvernements-Secretaris:

(wg) onleesbaar.

Annex 7 b.

O. C. 166 (b).

**SMUGGLING OF OPIUM AND DRUGS THROUGH VLADIVOSTOCK:
CORRESPONDENCE WITH THE FOREIGN OFFICE.**

Letter from the Secretary of the Advisory Committee to the Foreign Office submitted to the Committee on August 12th, 1924.

Geneva, January 11th, 1924.

I have the honour to acknowledge the receipt of your letter No. F. 3428/452/87, dated January 5th, 1924, in which, at the request of the Secretary of State for Foreign Affairs, you are so good as to communicate, for the information of the Council of the League of Nations, certain details bearing upon the extensive smuggling trade in narcotics from Vladivostock into North Manchuria and China that the unsettled conditions of Vladivostock have made possible.

I am sure that the Advisory Committee will not fail to appreciate the information contained in your communication and that it will take measures for drawing the attention of the Members of the League to the situation at Vladivostock and to recommend the exercise of a strict control over exports of dangerous drugs to that port.

From the second paragraph of your communication it is not clear, in the case of the French citizen who was granted an import licence for five thousands poods of opium, whence he intended obtaining his supplies, or the origin of the opium which it was his intention to import. Such information, if available, would be of value. Similarly, were it possible to ascertain the provenance of the opium which the Hoshi Company of Japan have admitted selling for export to Vladivostock, the Advisory Committee would be in a better position to recommend action which would tend to put an end to the illicit traffic from Vladivostock into North Manchuria and China.

For Secretary-General:

(Signed) Rachel E. CROWDY,
*Secretary of the Advisory Committee on Traffic
in Opium.*

Letter from the British Foreign Office to the Secretary-General of the League.

London, January 25th, 1924.

With reference to my letter F.3428/452/87 of the 5th instant (see O.C.166), regarding the trade in opium and other dangerous drugs via Vladivostock, I am directed by the Secretary of State for Foreign Affairs to state, for the information of the Council of the League of Nations, that on May 23rd last a consignment of one hundred and eighty pounds of heroin, shipped at Marseilles for Kobe, was seized by the authorities at Hong-Kong.

2. Enquiries by His Majesty's representatives in Japan elicited the fact that the consignee was one Y. Nakamura, of Osaka, who is well known to the Japanese police as a drug-smuggler, and that the consignment was apparently intended for re-export to Vladivostock.

3. The Japanese police authorities also supplied the following information as to the circumstances surrounding this transaction.

4. Nakamura ordered the drug on behalf of Ito Yoshigoro, the head of a disreputable firm of drug importers and dealers at Osaka, who paid him forty-two thousand yen for the purpose (yen 42,000).

5. The order was placed with the firm of F. Hoffman Laroche of Basle, the forwarding agents being Jacky Maedor and Company, of Marseilles.

6. Further, a firm called Vladimir Cladimivitch Borgest, of Vladivostock, had obtained a permit, valid from November 25th, 1922, to November 24th, 1923, from the Soviet authorities for the import of a quantity of heroin, and had entrusted the purchase to one Miyamoto Gumi of Tokyo, to whom they had given a power of attorney duly witnessed by the Japanese Consul at Vladivostock. Ito Yoshigoro was aware of these facts and also that, early in 1923, Borgest and Company's order remained unfulfilled. On making arrangements with Nakamura for the purchase of heroin from Hoffman Laroche, he went to Tokyo and induced Miyamoto Gumi to agree verbally that, in the event of any trouble arising out of this shipment, the latter would declare that it was ordered on their behalf for re-shipment to Vladivostock.

7. When, at the request of the British Consul in June or July last, the Osaka police began to investigate the case, Ito again went to Tokyo and persuaded Miyamoto to give him a written order for the drug, antedating it early in 1923 in order to make it appear that the former's purchase from Hoffman Laroche was based thereon. Both Ito and Miyamoto have confessed to the police that the order was antedated, but Ito maintains that this was merely a formality and that the drug was intended for re-shipment to Vladivostock.

8. Legal proceedings are pending against Ito and Nakamura, but it appears that, in order to obtain their conviction for contravention of Japanese law, it will be necessary definitely to refute their contention that the drug was intended for re-shipment to Vladivostock against a Soviet Government permit and not for import into Japan. If this contention succeeds, it is clear that the Japanese regulations will be ineffective to prevent this traffic, since, as stated in my previous letter, it is known that the Soviet authorities at Vladivostock issue import certificates for drugs freely and greatly in excess of the legitimate requirements of the port and of the Maritime Provinces of Siberia.

(Signed) Alexander CADOGAN.

Letter from the British Foreign Office to the Secretary-General.

London, January 28th, 1924.

With reference to my letter F. 3428/452/87 of the 5th instant (see O.C. 166), regarding drug traffic at Vladivostock, I am directed by the Secretary of State for Foreign Affairs to state, for the information of the Council of the League of Nations, that information which has since come into the possession of His Majesty's Government shows that the consumption of morphia and cocaine is on the increase in Siberia, the town of Chita alone consuming not less than two kilogrammes of the former and about one kilogramme of the latter, and Irkutsk using more than Chita.

2. The supply for these towns comes from Japan via Vladivostock, and the source of manufacture is Germany. The trade-mark of the morphia supplied is "Merk" and it is received from Yokohama and Kobe. In Siberia the traffic is conducted by the contractors in charge of the restaurant-cars on the express trains from Vladivostock to Chita and thence to Moscow. Arrangements are also in hand for the supply of Persian opium to China from the same sources and by the same intermediaries. The price of a gramme of morphia is three roubles fifty kopeks and the price received in Chita, as far as can be ascertained, is six hundred gold roubles per kilogramme.

3. I am to suggest that the special attention of the Japanese Government might be called to the above facts.

(Signed) Alexander CADOGAN.

Letter from the British Foreign Office to the Secretary-General.

London, January 31st, 1924.

With reference to your letter No. 12A/33176/24297, of the 11th instant, regarding the illicit drug traffic through Vladivostock, I am directed by Mr. Secretary Ramsay MacDonald to state, for the information of the League of Nations, that the French citizen who was mentioned in my letter F3428/452/87 of the 5th instant (see O.C. 166) first attempted to import into the Maritime Province, and applied for this purpose to a British firm, who, however, were dissuaded by His Majesty's Consul at Vladivostock from doing business with him. He then arranged to obtain the opium from Japan, and, as it appears that he desired to secure Indian or Persian opium for the manufacture of morphine, the ultimate source of the supply would no doubt have been Persia, which country appears, indeed, to be the main source of the opium used in the Vladivostock traffic.

2. The opium exported to Vladivostock by the Japanese firm of Hoshi and Company also probably originated in Persia, but His Majesty's Government have no definite information on this point.

(Signed) Alexander CADOGAN.

Annex 8.

O. C. 163.

INCLUSION OF INDIAN HEMP IN THE LIST OF HABIT-FORMING DRUGS.

Letter from the Government of South Africa to the Secretary-General, submitted to the Committee on August 12th, 1924.

Pretoria, November 28th, 1923.

With reference to your letter No. 12/A/22951/17217 dated September 6th, 1922, on the above subject and to my letter No. 29/8/85 dated December last, forwarding copies of the Regulations promulgated under Proclamation No. 181 of 1922, I have the honour to inform you that, from the point of view of the Union of South Africa, the most important of all the habit-forming drugs is Indian Hemp or "Dagga" and this drug is not included in the International List. It is suggested that the various Governments being parties to the International Opium Convention should be asked to include in their lists of habit-forming drugs the following:

"Indian Hemp: including the whole or any portion of the plants *Cannabis indica* or *Gannabis sativa*."

(Signed) J. C. Van TYEN,
for Secretary to the Prime Minister.

Annex 9.

O. C. 181.
C. P. M. 123.

THE DRUG QUESTION IN THE MANDATED TERRITORIES.

Summary prepared by the Secretariat and submitted to the Committee on August 12th, 1924.

I.

PROVISIONS OF THE MANDATES REGARDING INTERNATIONAL CONVENTIONS ON THE
DRUG TRAFFIC.

“A” Mandates.

(Syria and the Lebanon, Palestine.)

Mandate for Syria and the Lebanon. — Article 12:

“The Mandatory shall adhere, on behalf of Syria and the Lebanon, to any general international agreements already existing, or which may be concluded hereafter with the approval of the League of Nations, in respect of the traffic in drugs”

Mandate for Palestine. — Article 19:

“The Mandatory shall adhere on behalf of the Administration of Palestine to any general international conventions already existing, or which may be concluded hereafter with the approval of the League of Nations, respecting the traffic in drugs”

“B” Mandates.

(British Cameroons, British Togoland, French Cameroons, French Togoland, Tanganyika Territory, Ruanda-Urundi.)

The question of the application of the Opium Convention seems to be covered by an identical clause in Article 8 of the Mandates for British Cameroons, British Togoland, French Cameroons, French Togoland, and in Article 9 of the Mandate for Ruanda-Urundi:

“The Mandatory shall apply to the territory any general international conventions applicable to his contiguous territory.”

The Mandate for Tanganyika (Article 9) contains a specific provision to the effect that:

“The Mandatory shall apply to the territory any general international conventions already existing, or which may be concluded hereafter, with the approval of the League of Nations, respecting the traffic in drugs”

“C” Mandates.

(South-West Africa, New Guinea, Western Samoa, Nauru and the Pacific Islands north of the Equator.)

No relevant provisions are contained in these Mandates.

II.

QUESTIONNAIRES ADOPTED BY THE PERMANENT MANDATES COMMISSION AND INTENDED TO ASSIST THE PREPARATION OF THE ANNUAL REPORTS OF THE MANDATORY POWERS.

Clauses concerning Drug Traffic.

Questionnaire for Palestine. — Paragraph XVIII.

Questionnaire for Syria and Lebanon. — Paragraph XII.

“Have measures been taken to secure the prohibition or the control of the importation, of the production, and the consumption of poisonous or narcotic drugs ? ”

Questionnaire for B Mandates. — Paragraph IV.

Questionnaire for C Mandates. — Paragraph V.

“What measures have been taken to assure the prohibition or regulation of the importation, production and consumption of dangerous drugs ? ”

III.

INFORMATION REGARDING THE DRUG SITUATION IN THE MANDATED TERRITORIES GIVEN IN THE ANNUAL REPORTS OF THE MANDATORY POWERS TO THE COUNCIL.

“ A ” Mandates.

Syria and the Lebanon. — No information found in annual reports.

Palestine. — Extracts from Report on Palestine Administration, July 1920 - December 1921, pages 29 and 30.

Prohibited Imports. — (1) The importation of the following articles into Palestine is prohibited:

-
- Hashish

Note: The following have been added to the list of prohibited imports and exports:

Imports: Raw opium.

Exports: Animal manure and raw opium.

Medicinal opium and preparations or derivatives of morphine, heroin, and cocaine may be imported only under special certificate issued by the Director of Health.

(5) The importation of the following articles is only permitted under special licence issued by the Department of Health:

Cocaine; sulphonal; picrates; potassium chlorate; sodium chlorate; opium, except in the form of medicinal pastilles or specialities of which the composition is declared and approved by the above-mentioned Department.

Prohibited Exports. — The exportation of the following articles from Palestine is prohibited:

-
- (2) Hashish

Goods manifested in transit. — Goods entering Palestine manifested in transit to other destinations may be allowed to proceed with the exception of the following:.....

- Hashish

“ B ” Mandates.

Extract from the Report on British Cameroons for the year 1922.

(Pages 39 and 64.)

Up to the end of 1922 no Nigerian law relating to the importation of drugs and poisons had been applied to the Cameroons. Early in 1923, however, Proclamation No. 42 applied Part II of the Drugs and Poisons Ordinance 1915, which allows the importation of opium, morphine, cocaine, heroin and similar drugs, only for the use of qualified medical practitioners, dentists, veterinary surgeons and licensed druggists. In practice, the only dangerous drugs imported are those obtained by Government Medical Officers from Lagos.

Proclamation No. 42.

WHEREAS I, SIR HUGH CHARLES CLIFFORD, Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria, and empowered by a Commission signed by His Majesty, dated the 23rd day of March 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces;

AND WHEREAS it is expedient to control the importation of opium into the said parts of the Cameroons and to regulate the disposal thereof after importation;

Now, THEREFORE, it is hereby proclaimed, declared and ordered that Part II of the Drugs and Poisons Ordinance, 1915, of Nigeria, as amended by the Drugs and Poisons (Amendment) Ordinance, 1922, shall apply to and be in force in the said parts of the Cameroons and the provisions of the said Ordinance shall be construed as if the said parts of the Cameroons were part of Nigeria.

GIVEN AT Lagos this 16th day of February 1923.

(Signed) Hugh CLIFFORD,
Governor.

Extract from the Report on British Togoland for the year 1922.
(Pages 10-11.)

The measures taken to assure the regulation and control of the importation, production, and consumption of dangerous drugs are prescribed by Rule 31 of 1921 under the Opium Ordinance of the Gold Coast Colony:

“Every application for the export to an importer of a supply of opium shall be accompanied by a certificate signed by the Principal Medical Officer of the Gold Coast that the import of the consignment in question is approved by him and is required for legitimate purposes. In the case of medicinal opium, morphine, heroine, and similar drugs the certificate shall state specifically that they are required solely for medicinal or scientific purposes.”

Togoland Proclamation No. 38 of November 20th, 1916, prohibits the sale or dispensing of poison by any person other than a druggist licensed, or deemed to be licensed, under the Drugs and Poisons Ordinance No. 14 of 1892 of the Gold Coast Colony (see Appendix F).

APPENDIX F (Pages 39-40.)

No poison shall be sold or dispensed by any person other than a Druggist licensed, or deemed to be licensed, under the Drugs and Poisons Ordinance Number 14 of 1892 of the Gold Coast Colony.

For the purpose of this Section, “poison” includes poisonous substances, poisonous compounds and the articles enumerated in the Schedule appended hereto; always excepting any patent, proprietary or homœopathic medicines, if sold in a box, bottle, vessel or parcel under the same wrapper or cover under which it was imported into the Territory aforesaid and provided always that such box, bottle, vessel or parcel is properly secured and bears the seal, name or trade-mark of the proprietor, inventor or manufacturer thereof and that with each box, bottle, vessel or parcel directions for the use of the contents thereof are supplied.

Whoever contravenes the provisions of this Proclamation shall be liable to a fine not exceeding twenty pounds or to be imprisoned with or without hard labour for a term not exceeding three months.

This Proclamation shall be deemed to have come into force as from December 20th, 1916.

SCHEDULE.

- | | |
|------------------------------------|---|
| Acetate of Lead. | Croton Oil. |
| Acid, Sulphuric. | Croton Chloral. |
| Acid, Nitric. | Cyanide of Potassium and all Metallic Cyanides. |
| Acid, Hydrochloric. | Digitalis and its preparations. |
| Acid, Oxalic. | Elaterium. |
| Acid, Prussic. | Emetic Tartar. |
| Acid, Carbolic. | Ergot of Rye and its preparations. |
| Aconite and its preparations. | Essential Oil of Almonds unless deprived of its Prussic Acid. |
| Antimony and its preparations. | Jaborandi and its preparations. |
| Arsenic and its preparations. | Laurel Water. |
| Belladonna and its preparations. | Mercury and its preparations. |
| Calabar Bean and its preparations. | Nitrate of Amyl. |
| Cantharides and its preparations. | Opium and its preparations, including Morphia and its Salts. |
| Chloroform. | Strychnine and all poisonous Alkaloids and their Salts. |
| Chloral Hydrate. | Savin and its Oil. |
| Cocaine. | Veratum Viride and its preparations. |
| Conium and its preparations. | |
| Copper Sulphate. | |
| Copper Subacetate (verdigris). | |
| Corrosive Sublimate. | |

Given under my hand at Lome this 22nd day of December in the year of our Lord one thousand nine hundred and sixteen and of His Majesty's Reign the Seventh.

(Signed) H. W. LEIGH,
Major, Commanding the British Forces,
Togoland.

Extracts from the Report on the Tanganyika Territory for the year 1922.

(Pages 21-22.)

The Opium Proclamation, which was enacted in 1920 to enforce the terms of the Opium Convention of 1912, legislates for the complete control of this drug and its derivatives, while the preparation and sale of drugs and poisons is further governed by the Drugs and Poisons Ordinance of 1920. The cultivation of the poppy is prohibited, and all opium, cocaine and similar preparations imported are required to be deposited in a Government store from which delivery can be obtained only on the authority of the Principal Medical Officer. In order to suppress the smoking of bhang, to which some natives are addicted, wide powers are granted to chiefs to prevent the cultivation of hemp, which is often surreptitiously planted.

Extract from the Report to the Minister for the Colonies on the Administration of the Occupied Territory of the Cameroons¹ during the year 1921.

(Page 12.)

ALCOHOL AND NARCOTICS.

It may be recalled that the cultivation and consumption of hemp has been forbidden; specimens of this narcotic have been found in certain regions. No other poisonous drug appears to be in use in the Cameroons. Opiated products are only imported in the form of medicaments and in very small quantities. The local authorities are making investigation into the importation of these derivatives of the drug in order to give well-founded replies to the questionnaire drawn up by the Committee on the Traffic in Opium. To sum up, the campaign against the dangers of alcohol and other forms of intoxication would appear to be fairly simple in the territory under consideration and to give results calculated to allay any serious apprehensions.

Extract from the Annual Report of the French Government on the Administration of the Mandated Territory of the Cameroons for the year 1922.

(Page 21.)

ALCOHOL AND NARCOTICS.

The Decree of November 2nd, 1922, extended to the Cameroons the regulations introduced in France by the Law of July 12th, 1916, regarding poisonous substances. In consequence, the importation, trade in, possession and use of these products, especially opium, morphine and cocaine, are prohibited in the Cameroons, with the exception of the quantities necessary for pharmaceutical requirements, which are fixed each year by an order issued by the Commissioner of the Republic.

These stipulations have been laid down as a preventive measure, for, as was mentioned in the 1921 report, opiated products are only imported into the Cameroons in the form of medicaments and in very small quantities.

The quantities the importation of which is recorded for 1922 were imported solely to meet the requirements of the Health Department of the Territory and of the American Presbyterian Mission; no chemist established a business in the country in 1922. Moreover, there is no reason to fear that the use of opiated products in a non-medicinal form will become more widespread in the Cameroons; the natives are unacquainted with opium and there is no Asiatic colony established in the Territory.

The only narcotic which the population might be tempted to employ is hemp. The report submitted to the Advisory Committee on Opium for 1921, which was drawn up in July 1922, sets forth the measures taken to deal with this eventuality immediately upon our taking over the administration of this Territory; we would merely mention that the Order of August 18th, 1917, definitely prohibited the cultivation and consumption of hemp. Any infringement rendered the guilty party liable to three months' imprisonment and a fine of one thousand francs.

During the year 1922, very strict orders were issued to the heads of the various districts (*circonscriptions*) with the object of discovering smokers and clandestine hemp cultivations, of punishing the former and destroying the latter. The results of the enquiry undertaken for this purpose have confirmed what was already known, *viz.*, that the number of smokers was very limited.

¹ Detailed information on this territory is given in Documents C. P. M. 45 and 122 (O. C. 173).

Hemp is only seriously cultivated, and then only on a small scale, in the northern region, where it is used for weaving; but no smokers were discovered there. Almost all the persons found guilty (26 out of 31) were natives inhabiting the Yokadouma district, who were convicted either for flagrant smoking or for clandestine cultivation.

One person was found guilty in the district of Kribi and one in Ebolowa and three in the district of Yaounde.

These figures enable us to note the zones in which smoking occurs or, at any rate, to speak more correctly, the zones in which the habit of smoking might tend to develop, since, after careful enquiry, the number of persons sentenced does not suggest the existence of a centre of infection.

According to reliable information collected after thorough investigation, it would appear that the use of hemp, if the word "use" can be employed in the absence of any real habit, has been contracted by natives who have been in contact with the Bengals of Equatorial Africa and the Belgian Congo; there are individuals among this race who have long been addicted to this narcotic.

To sum up, native narcotic drugs are represented in the Cameroons by a single product, hemp, and those who employ it are such an infinitesimal minority that it may be said that hemp is not smoked in the Territory. Active supervision is nevertheless exercised, as has already been shown.

Extract from the Report of the French Government on the Administration of the Mandated Territory of Togoland¹ for 1922.

(Page 10.)

B. NARCOTICS.

The enquiry undertaken in order to meet the wish expressed by the League of Nations has shown that the use of opium and other narcotics is at present unknown among the native population of Togoland.

The French Administration has, however, regarded it as its duty to take measures to prevent the future importation of opiated drugs and their substitutes into the territories placed under the mandate of France.

The Decree of June 23rd, 1922, prohibiting in the Possessions and Protectorates controlled by the Ministry for the Colonies the exportation, re-exportation, passage in transit and transshipment of opium and opiated drugs, was promulgated in Togoland by an Order dated August 31st, 1922. This Order was withdrawn on September 30th, 1922, and replaced the same day by an Order promulgating the Decree of August 18th, 1922, prohibiting the importation, trade in, possession and use of poisonous substances, in particular opium, morphine and cocaine, and regulating the dispensing of these substances by the pharmacies attached to hospitals and dispensaries.

Extract from the Report on the Administration of Ruanda-Urundi in 1922.

(Page 23.)

5. System of Control of Toxic and Narcotic Substances.

Up to the present the need to regulate the importation of such substances has not arisen since none are imported.

The only narcotic known in the territory is hemp for smoking.

The cultivation of hemp does not appear to have been prohibited under the German laws, and was introduced and spread in the country by Indian traders and native soldiers from the coast, for whom it was grown by a few of the natives. Hemp, however, was not entirely unknown in the territory, as the natives were accustomed to use it as a remedy for a certain cattle disease, but it was not smoked except by a few Batwa pigmies.

Indeed, the practice of smoking hemp is almost unknown even now among the natives, although it is fairly common among the negroes of the east coast.

Since the territory has been in Belgian occupation, severe measures have been taken to repress the practice of hemp smoking. The provisions of the Congo laws in this matter have been reintroduced and supplemented by Decree No. 25 issued by the Higher Military Command.

¹ Detailed information on this territory is given in Documents C.P.M. 45 and 122 (O.C. 173).

“ C ” Mandates .

South-West Africa.

Answer to Questionnaire of the Mandates Commission of 1921:

“ No special measures have been taken against the importation, production and consumption of dangerous drugs. A check is exercised through the Health Laws. Import and manufacture, smoking of and trade in raw hemp (*Cannabis indica*, dagga, hashish, churrus) is forbidden by a German Ordinance of 1912, which is still in force.”

Extracts from the Second Report on Western Samoa for the Year ended March 31st, 1922.

(Pages 12, 18, 19, 29.)

(Page 12.)

For smuggling opium there were two convictions, fines of £25 and £50 being inflicted. The offence, from its nature, is very hard to detect.

(Page 18.)

Opium and Gambling. — Opium smuggling is receiving special attention of the Customs and police. Opium can be secreted, on account of its small bulk, in so many ways amongst other incoming goods (the profits are large) that it is difficult to suppress. Opium-smoking and gambling are almost wholly confined to the Chinese labourers, who use great cunning, caution and secrecy.

(Page 19.)

RETURN SHOWING THE NUMBER OF OFFENCES REPORTED, THE NUMBER OF OFFENCES FOR WHICH PERSONS WERE APPREHENDED OR SUMMONED, AND COMPARISON OF CRIME DURING THE YEAR ENDED DECEMBER 31ST, 1920, AND YEAR ENDED DECEMBER 31ST, 1921.

Offences	1920	1921				Offences reported			
	Number of Offences reported	Number of Offences reported	Number of Offences in which Arrest or Summons resulted	Number convicted		Increase	Decrease		
				M.	F.	M.	F.		
<i>Offences re Opium:</i>									
Opium smoking . . .	16	6	6	4	—	2	—	—	10
Opium smuggling . .	4	2	2	1	1	—	—	—	2
Opium, unlawfully in possession of . .	—	18	18	14	—	4	—	18	—

ANSWER TO THE QUESTIONNAIRE.

(Page 29.)

5. What measures have been taken to assure the prohibition or regulation of the importation, production, and consumption of dangerous drugs?

All baggage is searched and all invoices closely scrutinised by the Customs. With the exception of one reputable chemist, all dispensing and sale is done by Administration doctors.

Extracts from the Third Report on Western Samoa for the year ended March 31st, 1923.

(Pages 4-5, 18.)

TRAFFIC IN OPIUM AND DANGEROUS DRUGS.

The following information has been included in the annual report at the special request of the League of Nations (*vide* letter received from the Secretary-General dated Geneva, May 30th, 1922) and in the form drawn up by the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

1. *General.* — On July 31st, 1922, new regulations made under the New Zealand Opium Act became law in Western Samoa. These regulations are in furtherance of the terms of the Opium Convention, and in particular provide for the introduction of the "imports certificate" system, and this system is now in operation.

2. *Regulation of Imports and Exports.* — The importation of opium in a form suitable for smoking was during the year under review entirely prohibited, and that of opium in a form which may be made suitable for smoking was subject to the "imports certificate" system. There was only one importer apart from the Government, and quantities imported were negligible.

3. *Internal Regulation of the Manufacture, Sale, Distribution, Use, etc., of the Drug.* — There is no general prevalence of the drug habit. Isolated instances occur among Chinese indentured labourers. There is a small illicit traffic with Fiji, where raw opium is believed to be obtainable by illicit purchase from Indians. One European was convicted of smuggling, and fined £50.

4. *Particular Drugs: Raw Opium.* —

- (a) Not produced in the Territory;
- (b) None imported;
- (c) " "
- (d) " "
- (e) " "

5. *Prepared Opium.* — The import, manufacture and use is prohibited. There has never been any smoking among the national population. Among the alien population the Chinese only are addicted to smoking, and that in isolated cases only. There were six convictions for being unlawfully in possession of opium. All the offenders were Chinese. Fines from £1 to £50 were inflicted. Effectual co-operation with Fiji continues.

6. *Morphine.* — No imports, manufacture, or exports.

7. *Heroin.* — No imports, manufacture, or exports.

8. *Medicinal Opium.* — Medicinal opium is imported by the Administration for use in the Public Hospital by its medical officers. There is only one other importer, a local chemist, and the amount of medicinal opium imported by him was negligible.

9. *Cocaine.* — No imports, manufacture, or exports.

10. *Other Drugs.* — No imports, manufacture, or exports.

11-14. *Miscellaneous.* — There is nothing to communicate under these heads.

RETURN SHOWING THE NUMBER OF OFFENCES REPORTED, THE NUMBER OF OFFENCES FOR WHICH PERSONS WERE APPREHENDED OR SUMMONED, AND COMPARISON OF CRIME DURING THE YEAR ENDED DECEMBER 31ST, 1921, AND YEAR ENDED DECEMBER 31ST, 1922. — APIA, SAMOA.

Offences	1921	1922				Offences reported			
	Number of Offences reported	Number of Offences reported	Number of Offences in which Arrest or Summons resulted	Number convicted		Increase	Decrease		
				M.	F.	M.	F.		
<i>Offences re Opium:</i>									
Opium smoking	6	1	1	1	—	—	—	—	5
Opium smuggling . . .	2	1	1	1	—	—	—	—	1
Opium, unlawfully in possession of . . .	18	4	4	4	—	—	—	—	14

Extract from the Report on Nauru for 1922.

(Page 9.)

5. The importation is prohibited of:

- Opium, morphine, cocaine and heroin;
- Salts of morphine;
- Salts of cocaine;
- Salts and preparations of heroin which contain more than 0.1 per cent of heroin.

Of all preparations (official and non-official, including remedies which are advertised as anti-opium remedies) which contain more than 0.2 per cent of morphine, or more than 0.1 per cent of cocaine; and of all new derivatives of morphine or of cocaine, or their respective salts, and every other alkaloid of which opium may be shown by scientific research generally recognised to be liable to similar abuse and productive of like ill-effects, unless imported by persons licensed by the Administrator. (Importation of Opium, Morphine, Cocaine, and Heroin Ordinance 1922, pp. 32-33.)

Licences are issued only to registered medical practitioners, and provided the goods are imported for medicinal purposes only. Only one such licence has been issued.

Records of how the drugs are disposed of are required to be kept, and these records are subject to inspection from time to time by Administration officials.

Extracts from the Report on New Guinea from September, 1914, to June 30th, 1921.

(Pages 20-21.)

THE ARMS, LIQUOR AND OPIUM PROHIBITION ORDINANCE, 1921.

The Arms, Liquor and Opium Prohibition Ordinance, 1921, made provision in detail for the observance of the prohibition contained in the Mandate and in the New Guinea Act, 1920, and of the supplying of firearms, ammunition, and intoxicating liquors to the natives; the Ordinance also prohibited the supplying of opium to the natives.

.....
"Opium" was defined to include every preparation of opium and every article containing any of the active ingredients of opium.

The Ordinance provided that, with the exceptions noticed below, no person should supply to any native by sale, gift, or otherwise, or furnish or entrust any native with, any firearms, ammunition, intoxicating liquor, or opium. A penalty of two hundred pounds or imprisonment for two years was provided for any infraction.

Natives were forbidden to have in their possession any opium, and power was given to Government officers to seize and confiscate any found in the possession of the natives.

The Ordinance permitted the giving of opium to a native if for medicinal purposes and in the usual medicinal forms and quantities.

Extracts from the Report on New Guinea from July 1st, 1921 to June 30th, 1922.

(Para. 324.)

The importation of opium suitable for smoking is prohibited by the Customs Ordinances 1921, s. 46. No opium is produced in the Territory.

Importations for medicinal use of opium and its derivatives and preparations of them amounted during the year to 12 ozs. of opium, 10 ozs. of opium in preparations, 3 1/2 ozs. of morphia and its salts, 2 drs. of morphia in other preparations, 2 ozs. of heroin, 1 oz. cocaine, 2 ozs. veronal.

(Para 473.)

The importation of opium suitable for smoking is prohibited by the Customs Ordinance, 1921, s. 46. Since the close of the year, the importation of derivatives of opium has been prohibited, except for medicinal purposes only, and upon the order of a medical practitioner or pharmaceutical chemist; and by the Pharmacy and Poisons Ordinance, 1923, the manufacture or sale of raw and prepared opium, the making of derivatives of opium, and the sale of derivatives of opium, except on the prescription of a medical practitioner, have been prohibited.

Extract from Report on the South Seas Islands under Japanese Mandate for 1922.

(Page II.)

There is no habit of addiction to opium and other dangerous drugs. In September 1922, Regulations concerning the Control of Opium, Morphine, Cocaine and their Salts were promulgated as a precautionary measure, providing for strict restrictions in regard to the importation, exportation, production and consumption of those dangerous drugs, and restricting their use to hospitals. Thus abuses in respect of them have been prevented in advance.

IV.

DRUG TRAFFIC IN MANDATED TERRITORIES.

Provisional List of Relevant Laws and Ordinances.

"B" Mandates.

British Cameroons:

Proclamation No. 42 of February 16th, 1923.
Applying Part II of Drugs and Poisons Ordinance of December 31st, 1915 (Nigeria).

British Togoland:

Togoland Proclamation No. 38 of November 20th, 1916.

This Ordinance refers to:

Drugs and Poisons Ordinance No. 14 of 1892 of the Gold Coast Colony;
Opium Ordinance of the Gold Coast Colony of 1921.

Tanganyika:

Opium Proclamation of August 31st, 1920.
Drugs and Poisons Ordinance of 1920.

French Cameroons:

Decree of November 2nd, 1922, applying the French Law of July 12th, 1916, regarding importation, etc., of dangerous drugs.
Arrêté of August 18th, 1917, regarding the use of Indian Hemp.

French Togoland:

Decree of September 30th, 1922.

Ruanda-Urundi:

No Ordinance regarding the Traffic in Opium, etc.
Ordinance No. 25 of the "Commandant Supérieur des Troupes" regulates the use of Indian Hemp.

"C" Mandates.

Western Samoa:

New Zealand Regulations of July 31st, 1922 (Made under the New Zealand Opium Act of 1908).

Nauru:

Importation of Opium, Morphine, Cocaine and Heroin Ordinance No. 19 of November 25th, 1922.

New Guinea:

The Arms, Liquor and Opium Prohibition Ordinance of May 6th, 1921.
Customs Ordinance of October 28th, 1921, section 46.
Customs Proclamation Ordinance No. 3 of September 12th, 1922, "Prohibition of Opium, Morphine and the like."
Pharmacy and Poisons Ordinance of 1923.

Pacific Islands North of the Equator under Japanese Mandate.

Regulation No. 38 of September 4th, 1922.

Annex 10.

O.C. 154.

REPORT BY DR. ANSELMINO ON THE DISCUSSIONS OF THE MIXED SUB-COMMITTEE OF THE HEALTH COMMITTEE AND OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM. (Second Session, Geneva, September 5th to 7th, 1923.)

Submitted to the Committee on August 12th, 1924.

The following were present at the meetings of the Mixed Sub-Committee:

Dr. CARRIÈRE, Director of the Federal Public Health Service, Berne, Chairman of the Sub-Committee; and

Dr. CHODZKO, Polish Minister of Health, members of the Health Committee;

Mr. CAMPBELL and Dr. ANSELMINO, members of the Advisory Committee on Traffic in Opium;

Dr. KNAFFL-LENZ, Professor of Pharmacology, Vienna, member of the Health Section;

M. BLANCO, Secretary.

In the course of its meetings in January 1923, the Mixed Sub-Committee on Opium examined the various methods of enquiry which might be used in order to determine the "legitimate needs" of the various States in regard to narcotics.

The results of this examination will be found in the report reproduced in the Minutes of the fourth session of the Advisory Committee. Three methods were investigated, two of which had already been used in certain countries, whereas the third had not yet been tried; this last method consisted in utilising, on the one hand, the morbidity figures of a country calculated from the statistics of sick insurance funds, and, on the other hand, the average consumption of narcotics per patient per year according to information furnished by the hospitals.

The Health Section undertook the study of these various methods and the possibilities of applying them. For this purpose it had recourse to the services of Professor Knaffl-Lenz, of Vienna, a very eminent specialist.

It was found, after a study of the three methods mentioned in our report, that none of these offered the necessary degree of certainty and accuracy. The method based upon a comparison between imports and exports shows the amount remaining in the country and not the amount necessary for legitimate needs. The one which consists in applying direct to the hospitals, pharmacists and physicians dispensing drugs, as well as to dentists and veterinary surgeons, would certainly yield good results if the replies were reliable; but it is just this reliability which may be doubted and to ensure which recourse must be had to certain measures of which we shall speak later on.

As to the method based on the incidence of disease in a country and on hospital consumption, it is liable to error on several grounds. M. Knaffl-Lenz points out, first of all, that it would be necessary to define exactly what is meant by "morbidity" and that, moreover, the amount of narcotics required by the population as a whole is not the same as that required by patients treated in the hospitals; these needs vary according to the classes of the population, according to the temporary prevalence of some particular disease and also according to the habits of physicians.

Consequently, in order to meet these various objections, a method of enquiry is proposed which more or less combines and also supplements the two last methods mentioned above. The method of obtaining information direct from hospitals, physicians and pharmacists is taken as a basis; but, in order to ensure the reliability of the results, it would be desirable that narcotic drugs should only be prescribed on special forms issued to physicians and that pharmacists should be obliged to return these forms from time to time to the authority entrusted with their supervision. In this way the amount of narcotics dispensed by the chemists could always be determined with all necessary accuracy. By adding to the figures thus obtained the amount consumed in the hospitals — in this case there is no question as to the accuracy of the replies — the "legitimate needs" of the population could be approximately determined.

When this result had been obtained, it could be checked by determining the amount of narcotics consumed by the members of sick insurance funds, including those treated at home as well as those treated in the hospitals. The figures obtained in this manner should be the same as those prepared in the manner described above for the population as a whole.

To avoid errors due to the fact that patients are kept for different periods in different hospitals, it would be necessary to determine the consumption of narcotics, not per patient per year, but per patient per day of illness. The figures collected by M. Knaffl-Lenz show that, by proceeding in this manner, the results obtained in the case of different hospitals are substantially the same, while very great divergences appear if the comparison is made on the consumption figures calculated per patient per year.

In order to determine accurately the "legitimate needs" of a country as regards narcotic drugs, account should be taken of the drug codeine, a morphine derivative which does not come under the provisions of the Hague Convention. The enquiries should, therefore, include codeine also, and the persons entrusted with conducting the enquiries would do well to have regard to this recommendation.

From the figures already in existence, the conclusion may be drawn that, in countries with a highly developed health service, the amount of narcotic drugs necessary for medicinal use is everywhere almost the same; the maximum is 540 milligrammes per inhabitant per year. As a basis for the measures which are to be proposed by the Advisory Committee, it has been agreed that the maximum quantity of raw opium (containing on an average 10% of morphine) in any form, including raw opium as raw material for the manufacture of morphine and its derivatives (diacetyl-morphine, codeine, apomorphine, etc.), shall not exceed 600 milligrammes or about 10 grains. If it is desired to make more extensive and more thorough enquiries in a greater number of countries, the use of the attached questionnaires is recommended (see Appendix).

In addition to the methods of enquiry there are still other questions which the Sub-Committee should examine. One of these questions concerns heroin or diacetyl-morphine, which is included among the drugs referred to in the Hague Convention. The unanimous opinion of pharmacologists and of clinical practitioners is that therapeutics may very well dispense with this drug. Moreover, as it is still more toxic than morphine, and as its consumption may cause a "heroin habit" still more dangerous than the morphine habit, it would doubtless be well to forbid its manufacture.

As regards cocaine, it would appear that its use might be regulated and limited. In view of the fact that in many cases it can be replaced by one of its substitutes, its employment could doubtless be confined to the needs of laryngology and ophthalmology, the only departments where it is indispensable according to the statement of the practitioners. It would be well to examine also the question of the employment of cocaine and of its ultimate prohibition in the practice of dentistry. It must be pointed out, however, that, according to dentists, the substitutes of cocaine do not render the same service as the drug itself, especially as regards complete and inter-ossal anæsthesia.

In order to prevent abuse on the part of the patient, it would no doubt be well to take measures to prevent their using cocaine themselves, reserving such use to practitioners alone. Similarly, it would be well to consider the possibility of prohibiting the sale of patent medicines containing cocaine.

Finally, in order to prevent, or at least to limit, contraband traffic in cocaine, there is one measure which might have useful results, namely, to allow the sale of this drug only in the form of sterilised solutions. It is certain that in this way the illegitimate traffic in cocaine would become very much more difficult.

Resolution III¹ concerning the question of cocaine refers only to the internal trade of the various countries and does not affect the exportation of cocaine.

Among the provisions of the Convention there is one which appears rather unfortunate from the point of view of physicians, namely, the one (Article 14 *b* and *c*) which exempts from supervision preparations containing less than 2/10ths per cent. of morphine and less than 1/10th per cent. of cocaine or heroin. In fact, it appears that this provision may encourage fraud. Let us suppose, for example, that the preparations here referred to consist of solutions, as is the case with many patent medicines very much used in certain countries. It is only necessary to evaporate them in order to recover considerable amounts of morphine, of cocaine, or of heroin, which would thus escape supervision, considering that only the percentage is limited, not the absolute quantity of the narcotic. For example, 150 cubic centimetres of a 2/10ths-per-cent. solution of morphine contain the maximum dose given in the pharmacopœia.

Consequently, it would be well to consider whether the Convention should not be revised on this point, and whether it would not be logical to subject such preparations to general supervision. In view of the fact that, from the administrative point of view, the supervision of all these preparations containing a very small amount of a narcotic drug is very difficult to carry out, especially in international traffic, it was agreed that the attention of the Advisory Committee should be called to this fact, which is of special importance for the domestic traffic in narcotic drugs.

Any special explanation of Recommendations V and VI seems superfluous.

As regards Recommendation V, the Sub-Committee suggests that the Secretariat should be asked to transmit to Governments a copy of the following decision of the Advisory Committee adopted at the second meeting of the third session of the Advisory Committee held in September 1922 (Minutes, page 10), as regards artificial cocaine:

¹ The resolutions adopted by the Mixed Sub-Committee are quoted as Appendix 5 to the report of the Advisory Committee on the work of its sixth session (see Annex 16).

“The Committee decides that the definition of cocaine given in the Convention of 1912 applies equally to natural cocaine extracted from coca leaves and to artificial and semi-artificial cocaine obtained by chemical synthesis.”

To the last recommendation (VI) should be added merely the request of the Sub-Committee that these lists should be transmitted to the members for examination.

Appendix.

QUESTIONNAIRE FOR HOSPITALS.

A.

Please state number of patients admitted annually:
Total number of days' treatment per year:
The different sections in the hospital:

B.

Total annual consumption of opium, opium derivatives and cocaine:

Opium (extract, tincture, powder, etc.) expressed in medicinal opium	grammes
Heroin (diacetyl-morphine)	”
Morphine (specify which salts)	”
Codeine (specify which salts)	”
Other preparations of opium or morphine derivatives	”
Cocaine (not including substitutes such as novocain, etc.)	”

(Under cocaine, when possible, indicate separately the consumption of the laryngological and ophthalmological sections, as well as the number of patients and the number of days' treatment in these sections.)

QUESTIONNAIRE FOR SICK INSURANCE SOCIETIES.

A.

Please state: number of persons insured (indicate whether children are included).

B.

*Total amount of opium, opium derivatives and cocaine prescribed annually by the physicians for the persons insured:

Opium (extract, tincture, powder, etc.), expressed in medicinal opium	grammes
Heroin (diacetyl-morphine)	”
Morphine (specify which salts)	”
Codeine (specify which salts)	”
Other preparations of opium or morphine derivatives	”
Cocaine (not including substitutes, such as novocain, etc.)	”

C.

Number of insured persons treated in hospitals annually:
Number of days' treatment per year of such insured persons:

Annex 10a.

NOTE BY DR. CARRIERE ON THE WORK OF THE MIXED SUB-COMMITTEE OF THE HEALTH COMMITTEE AND THE ADVISORY COMMITTEE ON THE TRAFFIC IN OPIUM.

(Second Session, Geneva, September 5th to 7th, 1923.)

Submitted to the Advisory Committee on August 12th, 1924.

The members of the Health Committee will, no doubt, remember that the Mixed Sub-Committee, at its meetings in January 1923, examined the various methods of enquiry which could be employed to ascertain the legitimate requirements of a country in respect of narcotics¹.

The Health Organisation agreed to study these various methods; for this work it enlisted the help of Professor Knaffl-Lenz, of Vienna, a specialist of great eminence, whom we wish to thank for his valuable assistance.

Dr. Knaffl-Lenz reached the conclusion that all three methods proposed were defective, and could not give results of sufficient accuracy. These defects have already been mentioned in our report, and need not be discussed again here. We will merely refer to a remark made by Dr. Knaffl-Lenz in regard to the method of enquiry based on the general morbidity figures of a country — established, for example, by reference to the statistics of insurance companies — and on the figures of consumption by hospitals. As Dr. Knaffl-Lenz rightly pointed out, it is necessary at the outset to define exactly what is meant by morbidity; moreover, the needs of the population as a whole in respect of narcotics are not the same as those of patients undergoing hospital treatment, and vary according to the class of the population, the temporary prevalence of a particular disease and the habits of medical practitioners. These considerations are sufficient to show the inadequacy of the method.

As a conclusion to his enquiry Dr. Knaffl-Lenz suggests a method which consists mainly in utilising information supplied directly by hospital authorities, chemists and doctors. But, in order to ensure that the replies are honestly made and the information given is correct, he proposes that narcotics should only be supplied when prescriptions are made out on special forms to be issued to the doctors by the Government, and to be returned by the chemists to the authorities responsible for their supervision. In this way the quantities of narcotics dispensed by chemists could be ascertained with the maximum of accuracy; by adding the quantities consumed by the hospitals — there is here no doubt as to the correctness of the replies — it would be possible to secure a sufficiently close approximation to the legitimate requirements of a country. The figures thus obtained could be checked by calculating the quantities of narcotics consumed by the members of sick-insurance funds (in countries where these organisations are sufficiently developed to form a sound basis for an enquiry of this kind), both in the case of patients treated at home and those treated in hospital; if the figures obtained in this way corresponded closely with the information supplied by hospital authorities, chemists and doctors, this would show that the latter information was accurate and could be generally utilised.

It may be objected that the time spent by patients in hospitals varies from case to case for different reasons — some financial, and others directly connected with the nature of the illness treated — and that this is a circumstance liable to vitiate the results of the investigation. To meet this objection, Dr. Knaffl-Lenz suggested that the consumption of narcotics should be calculated not per patient per annum, but per patient per day's treatment. The figures he has collected show that, by employing this method, much the same results are obtained for the various hospitals, whereas wide differences appear if the figures per patient per annum are compared.

It has also been pointed out that, in calculating accurately the legitimate needs of a country in respect of narcotics, account should be taken of codeine, a drug which, in many cases, might take the place of the other opium derivatives specified in the Convention. It, therefore, seems indispensable that the enquiries should also take account of codeine, and that the persons responsible for these enquiries should bear this recommendation in mind.

Such was the principal question studied by the Mixed Committee (consisting of Dr. Chodzko and Dr. Carrière for the Health Committee and Mr. Campbell and M. Anselmino for the Advisory Committee on the Traffic in Opium) during the session which it held at the beginning of last September. In addition to the results of Dr. Knaffl-Lenz's investigations, the results of the enquiries carried out in certain countries — particulars of which were kindly supplied by the Secretariat — were also laid before the Sub-Committee. The latter found that the information it obtained from different sources corresponded so closely that a preliminary approximate figure representing medical and scientific requirements could be fixed forthwith, without awaiting results of further enquiries². This, naturally, does not render fresh enquiries necessary, and the Sub-Committee recommends the method described above to countries which may wish to organise them.

¹ See our report published in the *Minutes of the Fifth Session of the Health Committee* (page 73). We may point out that the Sub-Committee decided that the only legitimate requirements were medical and scientific requirements, but that this definition was not accepted by one of the members, Mr. Campbell, delegate for India, who made the most explicit reservations on this point.

² This applies only to opium and morphine. As regards cocaine, the figures communicated to the Sub-Committee have not been such as to allow definite conclusions to be reached.

After a long discussion, during which Mr. Campbell repeated the reservations which he had already made in regard to the definition of legitimate needs, the Sub-Committee embodied its views on this first question in a resolution, the text of which will be found below.

But the question of enquiries and of determining legitimate requirements was not the only one with which the Sub-Committee had to deal. It also discussed the question of diacetylmorphine or heroin, which figures in the list of drugs referred to in the Hague Convention; it is an even more poisonous product than morphine, being liable to give rise to a veritable "heroin habit", and therapeutics could apparently dispense with it without any difficulty. The Sub-Committee therefore decided to recommend the various countries to consider the possibility of completely prohibiting the manufacture of heroin and it adopted a resolution to this effect. This suggestion has since been submitted by the Secretariat to the States belonging to the League of Nations.

The Sub-Committee also dealt at length with cocaine and with the possibility of regulating and limiting its use¹.

It also considered whether the provision in the Hague Convention (Article 14, *b* and *c*), exempting from supervision preparations containing less than 0.2 % of morphine and less than 0.1 % of cocaine or heroin, should be revised with a view to bringing such preparations under the ordinary regime. This provision seems to leave a loophole for fraudulent practices; as many of the preparations in question are solutions, it would be possible by distilling them to obtain considerable quantities of morphine, cocaine and heroin, which would thus escape all supervision.

It is stipulated in Article 14 of the Convention that its provisions "shall apply to all new derivatives of morphine, of cocaine or of their respective salts, and of every other alkaloid of opium which might be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like ill effects" (in passing, we may point out that this text is rather badly drafted and should be revised). Moreover, in a session held at the beginning of 1922, the Council of the League of Nations adopted the following resolution: "The Advisory Committee on Traffic in Opium should be requested to extend its investigations to include not only the drugs mentioned in the Convention of 1912 but also all dangerous drugs, of whatever origin, which produce similar effects, and to advise it (the Council) as to the desirability of convoking a further international conference of States which are parties to the Convention as well as States Members of the League of Nations, with a view to drawing up a convention for the suppression of the abuse of such drugs."

In response to this suggestion, the French Government, on April 12th, 1922, forwarded to the Secretariat of the League of Nations a list of chemical products which in its opinion produced effects similar to those of morphine and cocaine. When this list was laid before the Advisory Committee on the Traffic in Opium, the latter decided to refer it, for consideration, to the Mixed Sub-Committee, which was thus called upon to deal with the question. It appears from the investigations made by Dr. Knaff-Lenz that the products enumerated in the French Government's list do not come under the Convention, except artificial or synthetic cocaine; by this term is meant cocaine prepared on the basis of ecgonin, an alkaloid derived from a species of coca grown in Java. This cocaine has the same chemical formula as that derived from Peruvian coca. The Advisory Committee on the Traffic in Opium decided at its third session that *cocaine should be defined by its chemical formula* and not by its origin; in consequence, cocaine described as artificial comes under the provisions of the Convention and the French Government's suggestion, as far as this drug is concerned, was unnecessary. None of the other products specified in the French Government's communication (dionin, peronin, apomorphine, eupomorphine, which are various substitutes for cocaine) appear likely to give rise to abuse, as they do not produce the state of euphoria which leads to the formation of a habit and to toxicomania. The French Government's initiative is, however, to be commended in principle, and the Sub-Committee considers that it would be desirable for countries to forward periodically to the Secretariat of the League of Nations a list of the products which in their opinion may have the same injurious effects as the products mentioned in the Hague Convention.

Annex II

O. C. 204.

SIMPLIFICATION OF STATISTICS.

Letter from M. van Wettum, submitted to the Committee on August 12th, 1924.

The Hague July 23rd, 1924.

As for the simplification of the statistical tables (item 17 of the agenda) to which question I referred in my letter of the 7th inst., concerning the agenda at the coming session of the Advisory Committee, I noticed from the tables annexed to your document P. C. O. 45 that my objections to the drawing-up of multifarious tables without proper distinction and connection between them

¹ The resolutions adopted by the Sub-Committee are quoted as Appendix 5 to the report of the Advisory Committee on the work of its sixth session (see Annex 16).

have already largely been met. Still, I think something more in this direction might be done for the future. The figures concerning the raw material, its alkaloids and salts therefrom as far as they are covered by the Convention, should be drawn up under six headings, viz., raw opium, prepared opium, medicinal opium, morphine and its salts, cocaine and its salts, and heroin and its salts, whereas separate tables on morphine preparations and admixtures, heroin preparations and admixtures, etc., should be taken off and these drugs should appear under the corresponding heading mentioned above. The table on alkaloids of opium not specifically enumerated should also disappear, as we do not know which of these alkaloids are covered by the Convention and which not, while this essential distinction should always be kept in view as clear as possible.

Finally, one table for codeine, dionine and all other derivatives not covered by the convention might be given, which could be subdivided as much as practical experience would prove necessary.

It is of the utmost importance that the Secretariat should, with technical assistance, draw up different lists of these derivatives, which should in future *always* appear under one and the same heading; f. i. pantopon contains morphine as well as medicinal opium, but in future it should be given by every nation under the same heading (be it morphine or medicinal opium or both of them separately) and handled in the same way. To prevent the mixing-up of statistics, which seriously damages their usefulness and makes a comparative study of the figures given by different nations well nigh impossible, it should be definitely decided which alkaloids belong to each heading.

Moreover, it should be made clear that the real contents of morphine, heroin, etc., should in every case be given and not the actual weight of the drug itself, which may contain different other components.

Uniformity in the statistical information should first of all be aimed at; it is for this reason that I would like to have this very important question on the agenda of the coming session of the Advisory Committee, to which, in accordance with the decision of the Preparatory Committee at the first meeting of its second session (Minutes, page 2), this question should be referred.

(Signed) J. VAN WETTUM.

Annex 12.

P. C. O. 46.

OBSERVATIONS OF THE BOLIVIAN GOVERNMENT REGARDING THE PROPOSAL TO RESTRICT THE CULTIVATION OF COCA.

Memorandum by M. Pinto-Escalier, submitted to the Committee on August 12th, 1924.

Geneva, June 9th, 1924.

I. Among the proposals submitted to the Preparatory Committee on Opium by Mrs. Hamilton Wright, Assessor to the Advisory Committee on Traffic in Opium, I would draw attention in the first place to the following recommendation:

“To check immediately any increase in the production of the poppy or coca leaf as a preliminary measure to a definite reduction.”

Mrs. Wright's report contemplates the adoption of certain measures of protection in favour of countries which accept such a reduction.

II. The Netherlands Government recommends, as regards limiting the production of the raw materials employed in the manufacture of narcotics, that attention should first be directed to coca and that “it might afterwards be considered whether the proposed measures would also be applicable to opium”.

The Netherlands Government also recommends that the question should be considered “whether the cultivation of coca leaves for home consumption in Peru and Bolivia should be left unregulated, and, if so, whether the secret exportation of the coca leaf and of raw cocaine could be prevented”.

III. Mr. Edwin Neville, on behalf of the United States Government, considers that certain proposals — some of which affect Bolivia — should be examined, which concern the production (proposals 1, 2, 3, 4 and 5), transport (proposals 2, 3, 4 and 5), manufacture (this does not affect Bolivia) and supervision (proposals 2 and 3) of raw materials.

As regards the production of coca leaves, Mr. Neville proposes to apply the provisions of Articles 1, 2, 3, 4 and 5 of the Hague Convention on the production and distribution of raw opium.

While approving the principles of social well-being by which these proposals are inspired, the Bolivian Government ventures to submit the following remarks. It reserves the right to amplify or amend them, or to put forward other observations on a subsequent occasion.

In the first place it seems exaggerated to assimilate the danger involved in the production of and traffic in coca leaves to those involved in the production of opium, and to apply to coca the provisions of Article 1, 2, 3, 4 and 5 of the Hague Convention which relate to raw opium.

Although the considerations hereinafter set forth demonstrate the innocuousness of the use of the coca leaf, it may be helpful to draw attention to the weighty opinion of Dr. Golden Mortimer, a scientist who has studied with particular care the whole question of the coca plant.

“The fact”, says Dr. Mortimer, “cannot be too strongly emphasised that cocaine is only one of the elements of which the plant is composed, and that it does not represent coca any more than prussic acid represents peaches, because it has been found in an infinitesimal quantity in the stone of that delicious fruit.”¹

Further, it would be impossible for the Bolivian Government to contemplate restricting the production of coca leaves without seriously interfering with the needs and economic life of the working population, particularly in mining districts, as coca leaves constitute for them a source of energy which cannot be replaced. In the most distant epochs coca played a rôle in the ancient civilisation of the Incas and, although its daily use has been generalised for centuries, no case of poisoning has ever been recorded.

There is no need to refer to the opinion of the panegyrists of the “divine plant of the Incas” in order to appreciate its virtues and its almost complete innocuousness. It is sufficient to remember a single fact. The Indians of the high Bolivian plateaux often live to a very advanced age, and, if we estimate the quantity of coca leaves which they have chewed during their life, we arrive at figures which run into hundreds of kilograms. The effects would clearly be observed in such cases if the plant were pernicious.

In the early period of the conquest, the Spaniards imagined that the consumption of coca was merely a luxury and wanted to prohibit it, without troubling to find out whether it was of real value to the inhabitants of the country. They did not, however, take long to discover that it was impossible to induce the Indians to do the desired amount of work if they were deprived of this restorer of energy.

Self-interest was stronger than any other consideration for the conquerors and when they realised that the Indians worked infinitely better if they were provided with coca, the prohibition was entirely withdrawn, and to-day the leaves of this plant are always included as an article of primary necessity among the provisions which are supplied to native workers.

It should also be noted that foreigners who work with the Indians in the mines are incapable of accomplishing the same quantity of work unless they also have recourse to the same stimulant.

Nor should this strength-giving virtue be attributed to the quantity of cocaine which the leaves contain. For it is a definite fact that the Indians of the Andes prefer, as between the sweet leaf and the bitter leaf — the bitterness of which is due to the larger proportion of cocaine which it contains — the sweet leaf, which is rich in more volatile alkaloids but poor in cocaine.

All that has been said against coca as an agent of demoralisation and emasculation relates to cocaine and not to the leaf of the plant. The leaf has no morally corrupting influence and physically it does not weaken either the virility or the vitality of those who consume it. The proof is supplied by these Indians, who live to old age and who engage in the most exacting manual labour.

* * *

It should further be noted that the cultivation of coca has in fact been restricted in Bolivia for many years, as the quantity consumed locally is proportionate to the number of the native population. This number, far from increasing, remains stationary, for reasons which it is not necessary to enter into here but which have no connection with the consumption of coca.

I regret that I cannot submit figures at once in support of this statement with regard to the production and national consumption of coca, but the data have not yet reached me.

If, however, we consider the export figures during a period of five years — 1915-1919 — it will be seen that they remain more or less stationary and consequently that the production of coca leaves is not increasing in spite of the demands of the foreign market — which might have been expected to encourage intensified cultivation. The following official statistics regarding the export of coca are very significant:

1915	. . . . .	389,310 kilos.
1916	. . . . .	331,851 „
1917	. . . . .	362,548 „
1918	. . . . .	355,151 „
1919	. . . . .	413,050 „

It should further be remembered as regards the proposed restriction that the coca exported from Bolivia goes almost exclusively to the provinces of Northern Argentine and to the saltpetre works and mines of Chile, and is employed for satisfying the needs of the working population and not those of industry. Moreover, cocaine is not manufactured in the Argentine nor in Chile, any more than it is in Bolivia.

According to the export figures for 1919 — which are the last I have been able to consult — the coca exported from Bolivia is sent to the following countries:

¹ Dr. W. Golden Mortimer, “History of the Coca Plant”, p. 19.

The Argentine	321,109 kilos.	<i>viz.</i>	80.78 %.
Chile.	86,525	”	” 18 %.
Great Britain	4,270	”	” 1.02 %.
France	1,146	”	” 0.20 %.

These figures appear to me to prove conclusively that the production of coca in Bolivia does not exercise any influence on the world market for cocaine, and we may suppose, in view of the remarkable qualities of our product, that the very small quantities imported into Europe are employed to meet current pharmaceutical requirements, when full use of it is made.

Subject to these considerations, the Bolivian Government will always be willing to examine in the most liberal spirit any other proposal which, without interfering with the cultivation of coca, is calculated to fulfil the worthy purposes which the Opium Conference has in view.

(Signed) Arturo PINTO-ESCALIER,
Bolivian Delegate.

Annex 13.

O. C. 218.

PROPOSAL BY DR. ANSELMINO WITH REGARD TO THE PRO-RATA BASIS OF
MANUFACTURE OF DRUGS.

Memorandum submitted to the Committee on August 12th, 1924.

In order to prepare the way for the resolutions on the proposals which are to be adopted between now and November, the Advisory Committee would, I think, do well to negotiate regarding one important detail in Sir Malcolm Delevingne's scheme. The scheme contains the following statement:

“The intention was that the quotas would be fixed on the basis of the present output of the manufacturing countries, but account would have to be taken of the fact that a considerable proportion of the output in some countries had been used for illegitimate purposes.”

One objection to this proposal which has already been raised is that no country would admit that any portion of its output was intended for the purpose of illegitimate trade. I fear, therefore, that our Committee and the Conference, when discussing this special question again and in greater detail, will meet with such difficulties as will entirely prevent them from finding a suitable resolution.

I therefore venture to propose the following:

“The Advisory Committee considers it desirable that manufacturers should negotiate in private with their colleagues in the various countries, with a view to arriving at a friendly settlement of the question of the pro-rata basis on the lines suggested by Sir Malcolm Delevingne. The Advisory Committee thinks that for this purpose two meetings — one of manufacturers of morphine and the other of manufacturers of cocaine — should be held as soon as possible.”

The syndic of the former International Morphine Convention was Dr. Paul Rottenburg, of the firm of Leisler, Bock & Company, Glasgow (British Chartered Accountant, Founder and Syndic of the International Iodine and Borax Conventions), and the Syndic of the Cocaine Convention was Herr Frech of Dusseldorf. These two persons, who are well known to manufacturers in every country, would, in my opinion, be very well able to arrange and conduct the meetings of manufacturers, and I therefore propose that, as a first step, they should be approached.

When the pro-rata basis has once been fixed, the way will be clearer for alkaloid-producing countries to decide upon their resolutions at the November Conference.

Annex 14 (see Appendix 1 to Annex 16).

Annex 15 (see Appendix 2 to Annex 16).

Annex 16.

A. 32. 1924. XI.

**REPORT TO THE COUNCIL ON THE WORK OF THE SIXTH SESSION,
AUGUST 4th TO 14th, 1924.**

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has the honour to submit to the Council of the League of Nations the following report on the proceedings of its sixth session, which was held at Geneva from August 4th to 14th, 1924.

This session has been particularly important, in view of the fact that the Committee had to examine the report of the Preparatory Committee charged with the preparation of a draft programme for the Conferences to be held in November of this year, and in view of the fact that the Committee was able to transmit to the Council and to the Governments summoned to the Second Conference, as a supplement to the report of the Preparatory Committee, the series of measures which, in its opinion, furnished a satisfactory basis for the work of that Conference, which basis may prepare the way for a final agreement.

COMPOSITION OF THE COMMITTEE.

All the members and assessors were present, but in some instances the Governments concerned had nominated new representatives. For the first time, also, the Government of the Kingdom of the Serbs, Croats and Slovenes was represented.

The following is a list of the members present:

<i>Netherlands:</i>	M. Van WETTUM (Chairman)
<i>Siam:</i>	H. H. Prince CHAROON (Vice-Chairman)
<i>China:</i>	M. Chao-Hsin CHU
<i>France:</i>	M. BOURGOIS
<i>Germany:</i>	Dr. ANSELMINO
<i>Great Britain:</i>	Sir Malcolm DELEVINGNE
<i>India:</i>	Mr. John CAMPBELL
<i>Japan:</i>	Dr. TSURUMI
<i>Portugal:</i>	H. E. M. FERREIRA
<i>Kingdom of the Serbs, Croats and Slovenes:</i>	H. E. Dr. YOVANOVITCH
<i>United States of America:</i>	Mr. NEVILLE (in an advisory capacity)

Assessors:

M. BRENIER
Sir John JORDAN
Mrs. Hamilton WRIGHT

Secretary:

Dame Rachel CROWDY.

PUBLICITY OF MEETINGS.

The Committee decided, on the motion of Sir Malcolm Delevingne, to hold its meetings in public, while reserving the right to sit in private when it thought fit.

PROGRESS REPORT BY THE SECRETARY.

The report was discussed *seriatim*.

Heroin.

Some of the Governments seemed to have misunderstood the meaning of the resolution which had been adopted by the Committee last year. The question involved was the possibility

of dispensing with the use of heroin in medical practice. The Committee had wished to know whether the medical authorities in the various countries considered it possible and desirable to dispense with heroin in medicines or to restrict its use.

It was decided that the Secretariat should refer the matter back to the Governments concerned and ask them for information on this point.

Signature and Ratification of the Convention and Adoption of the Import Certificate System.

It was noted that, since the last session of the Advisory Committee, six countries have ratified the Convention, and three have signed the Protocol respecting the putting into force of the Convention. Ten countries have accepted and put into force the Import Certificate System.

REPORT OF THE PREPARATORY COMMITTEE.

It was decided that the report of the Preparatory Committee should be discussed in public. In view of the fact that the Preparatory Committee had not been able to present one general plan for the consideration of the second Conference, it was decided, on the proposal of Mrs. Hamilton WRIGHT, that a Sub-Committee, consisting of the members of the Preparatory Committee who were also members of the Advisory Committee and Dr. Anselmino and Mr. Campbell, should try once more to prepare a draft programme for that Conference.

The result of the work of the Sub-Committee, in its final form, will be found as an annex to the present report, together with an explanatory memorandum (Appendices 1 and 2).

The Committee finally adopted the following resolution:

“The Advisory Committee decides to transmit to the Council and to the Governments summoned to the Second International Conference, as a supplement to the report of the Preparatory Committee, the series of measures attached hereto (Appendices 1 and 2), which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement.”

On M. BOURGOIS' proposal, *it was decided* that the representatives of

Bolivia,	Russia,
Greece,	Switzerland,
Persia,	Turkey
Peru,	

should be invited to Geneva to attend the meetings of the Advisory Committee during the discussion of the measures proposed by the Sub-Committee. Only the representatives of Greece and Bolivia were able to attend the meeting. The representative of Greece agreed with the measures in question, but the representative of Bolivia was not able to express any opinion for the moment.

ISSUE OF IMPORT CERTIFICATES BY TELEGRAPHIC INSTRUCTIONS.

On the proposal of the CHAIRMAN, the Committee decided that, under the import certificate system, it would be legitimate for these certificates to be issued, on telegraphic instructions from his Government, by a diplomatic or consular officer of the importing country, stationed in the exporting country. This decision meets several objections which have been raised against the system in many quarters.

CONTROL OF THE DRUG TRADE CARRIED ON BY NATIONALS OF THE POWERS POSSESSING EXTRA-TERRITORIAL RIGHTS IN CHINA.

On the proposal of Sir Malcolm DELEVINGNE, the Committee adopted the following resolution:

“The Advisory Committee recommends that Powers having extra-territorial rights in China should, if they have not already done so, make regulations, the breach of which shall be punishable by adequate penalties, to control the carrying on by their nationals in China of any trade in the drugs to which Chapter III of the Convention applies. The Committee further recommends that copies of such regulations be communicated to the Secretariat of the League.”

SITUATION IN CHINA.

In 1922 the Advisory Committee suggested that, having regard to the situation in China as outlined in the report of the Committee on the work of its second session, the Chinese Government should be asked:

- (1) To make more thorough enquiries as regards the cultivation of the poppy in China, so as to be able to supply the League with a more reliable report than had been forthcoming that year;
- (2) To include in the Commissions of Investigation representatives of organisations such as Chambers of Commerce and educational associations;
- (3) To associate with the Commissions of Investigation a representative of the International Anti-Opium Association in Peking and to authorise this representative to transmit, through the medium of the Chinese Government, a report to the League in addition to the general report of the Commissions of Investigation.

The Council approved this suggestion, which had already received the consent of the Chinese Government.

The Committee regrets to state that, after a lapse of two years, it is only in possession of the reports of some of the High Commissioners for the investigation into the poppy cultivation in certain Chinese provinces (Appendix 3) and that these reports are not satisfactory, even in the opinion of the Chinese Government itself.

The Committee has no information as to whether the Chinese Commissioners were accompanied by representatives of independent organisations as above mentioned, but it is inclined to think that such was not the case. In the course of the Committee's discussions, Sir John Jordan pointed out the discrepancies between the Chinese official reports and the report of the International Anti-Opium Association, Peking (Appendix 4). These observations are corroborated by official information received from British consular agents in China in the possession of the British Government. The Chinese representative accepted these criticisms.

It would appear from the report of the International Anti-Opium Association that the production of opium in China amounts to not less than 15,000 tons yearly, which, according to the estimate of the member for India on the Committee, would represent about nine-tenths of the total annual world production. This enormous production hampers in a high degree the control of the opium traffic throughout the Far East.

In view of these facts, the Advisory Committee, considering that all measures at its disposal to deal with the situation had been exhausted, agreed to refer the question to the Council. On the proposal of Sir John JORDAN, amended by Sir Malcolm DELEIVINGNE, the Committee unanimously decided to recommend that special steps should be taken by the appropriate department of the Secretariat of the League to secure a full publication of the discussion which had taken place in the Committee on this matter, especially in the Far Eastern Press, with a view to bringing the influence of world public opinion to bear upon the Chinese authorities in the provinces and to stimulating public opinion in China itself.

INDIAN HEMP

The Committee decided to adopt the following resolution:

“With reference to the proposal of the Government of the Union of South Africa that Indian hemp (*Cannabis Indica* or *Cannabis Sativa*) should be treated as one of the habit-forming drugs, the Advisory Committee recommends the Council that, in the first instance, the Governments should be invited to furnish to the League information as to the production and use of and traffic in this substance in their territories, together with their observations on the proposal of the Government of the Union of South Africa. The Committee further recommends that the question should be considered at the annual session of the Advisory Committee to be held in 1925.”

WORK OF THE MIXED SUB-COMMITTEE OF THE HEALTH AND OPIUM COMMITTEES

On the proposal of Mr. CAMPBELL, the Committee decided to note the resolutions adopted by the Sub-Committee (Appendix 5) without expressing any opinion upon them.

The Advisory Committee decided that it would not renew the appointment of its two delegates to the Mixed Sub-Committee.

SIMPLIFICATION OF STATISTICS.

On the proposal of the CHAIRMAN, it was decided to make the statistics as simple as possible, uniform and comparable. In order to obtain these results, the Secretariat was instructed to do the preliminary work, which, before any further action was taken, would have to be submitted to the Advisory Committee.

PROPOSAL OF DR. ANSELMINO WITH REGARD TO THE PRO RATA BASIS OF MANUFACTURE.

On the proposal of Sir Malcolm DELEIVINGNE, the Committee expressed its sympathy with a suggestion of Dr. Anselmino to the effect that manufacturers in various countries should negotiate among themselves with a view to arriving at a friendly settlement of the question of a *pro rata* basis of the quantities of drugs to be manufactured.

ANNUAL REPORTS.

On the proposal of Sir Malcolm DELEIVINGNE, it was decided that the examination and discussion of the reports which are annually furnished by the Governments on the opium and drug traffic should be made a standing item for the agenda of the sessions of the Advisory Committee. This item should come early in the procedure, immediately after the Progress Report of the Secretary.

MISCELLANEOUS.

The Advisory Committee decided to adopt the following resolution:

“The Advisory Committee considers that, in view of the suggested measures of control to be submitted to the Second International Conference and of the fact that the whole situation will be considered by that Conference, it would be better to postpone until next year the further consideration of the second resolution adopted by the Assembly of 1922.”

Several other questions were discussed by the Committee, among others, the control of the drugs in free ports and free zones, in transit, in transshipment and in bonded warehouses; the production of large quantities of opium in the areas not subject to effective control; the great contraband traffic from the Persian Gulf to the Far East; the non-arrival of opium shipped at its alleged destination; and the smuggling centre of Vladivostok. The discussion of these questions, however, did not lead to the proposal of any other measures than those already provided for in the draft which is to form the basis of the discussions for the second Conference.

CONCLUSION.

In submitting this report to the Council, the Committee expresses the hope that the results of its work will lead to the solution of the great and difficult problems which the international conferences will be called upon to consider.

RESOLUTIONS.

I. The Advisory Committee decides to transmit to the Council and to the Governments summoned to the second International Conference, as a supplement to the report of the Preparatory Committee, the series of measures attached hereto (Annexes 1 and 2), which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement.

II. The Advisory Committee recommends that Powers having extra-territorial rights in China should, if they have not already done so, make regulations, the breach of which shall be punishable by adequate penalties, to control the carrying on by their nationals in China of any trade in the drugs to which Chapter III of the Opium Convention applies. The Committee further recommends that copies of such regulations be communicated to the Secretariat of the League.

III. The Advisory Committee considers that, in view of the suggested measures of control to be submitted to the second International Conference and of the fact that the whole situation will be considered by that Conference, it would be better to postpone until next year the further consideration of the second resolution adopted by the Assembly of 1922.

IV. With reference to the proposal of the Government of the Union of South Africa that Indian hemp (*Cannabis indica* or *Cannabis sativa*) should be treated as one of the habit-forming drugs, the Advisory Committee recommends the Council that, in the first instance, the Governments should be invited to furnish to the League information as to the production and use of, and traffic in, this substance in their territories, together with their observations on the proposal of the Government of the Union of South Africa. The Committee further recommends that the question should be considered at the annual session of the Advisory Committee to be held in 1925.

MEASURES SUGGESTED BY THE ADVISORY COMMITTEE AS A BASIS FOR THE
DELIBERATIONS OF THE SECOND CONFERENCE, NOVEMBER 1924.

PART I.

1. That each country shall furnish an estimate of its annual import requirements for medical and scientific purposes, whether for domestic consumption, manufacture or commerce, of

- (a) Raw opium.
- (b) Coca leaves.
- (c) Morphine, its salts, and preparations containing morphine.
- (d) Heroin, its salts, and preparations containing heroin.
- (e) Cocaine, its salts, and preparations containing cocaine.

2. Each Government undertakes to refuse to authorise the importation into its territory of any of the substances mentioned in Article 1 beyond the quantities specified in the estimates furnished by it in pursuance of Article 1. The foregoing provision shall not prevent the Government of a country, in which the use of opium for smoking purposes is still temporarily permitted under Chapter II of the Hague Convention, from authorising the importation of raw opium, in conformity with the provisions of Chapter II of the Convention, until such time as the use of opium for smoking purposes shall have been definitely prohibited.

3. A permanent Central Board, composed of experts, shall be constituted by the Council of the League on the advice of the Opium Advisory Committee.

4. The Governments agree to send to the Central Board:

- (a) Their estimates of their annual import requirements in pursuance of Article 1.
- (b) Within three months after the end of each quarter, statistics of their imports from each country and of their exports or re-exports to each country during that quarter and, within three months after the end of each half-year, statistics of their manufactures during that half-year and, if possible, the stocks in the hands of the wholesale dealers at the end of the half-year, of each of the substances mentioned in Article 1.
- (c) Within three months after the end of each year, the total quantity of each of the substances mentioned in Article 1, consumed as such in the country during the year.

The Central Board will communicate periodically to all Governments the position as regards the exports and re-exports to each country.

Should it appear that the imports of any of the substances mentioned in Article 1 already received in any country during the current year have exceeded the amounts specified in the estimate furnished by that country, the Central Board shall call the attention of the Governments specially to the fact. Each Government undertakes not to export any further consignment of the substance in question to the said country during the same year, unless a revised estimate of its requirements shall have been furnished by the country.

5. If any country furnishes no estimate of its requirements in pursuance of Article 1 or furnishes an estimate which appears to the Central Board to be greatly in excess of the reasonable requirements of the country and to be likely to be used in part for the illicit traffic, the Board shall fix the amounts of the reasonable requirements of that country after taking into account its population, climatic and hygienic conditions and all other factors which appear to the Board to be relevant, as well as any other special circumstances which the said country will be at liberty to submit to the Board. The Board shall notify the amount so fixed to all Governments. Each Government agrees not to allow the export to that country of amounts which, taken in conjunction with the exports from other countries, will exceed the amounts fixed by the Board.

6. If any Government of any country which has commercial relations, in the matter of the substances mentioned in Article 1, with a country for which an amount has been fixed by the Board in pursuance of Article 5 or Article 7, paragraph XIII, considers that it is undesirable to limit exports to the latter country to the amount so fixed, it shall have the right to demand that a special conference of all the countries which have such relations with the said country shall be summoned to consider whether such limitation or any other measure should be put into force.

PART II.

7. The provisions of the Hague Convention of 1912 shall be amended as follows:

(I) Article 2 shall be extended to apply to coca leaves.

(II) The following article (numbered *2bis*) shall be added to the Convention:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of raw opium or coca leaves. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(III) Article 3 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of raw opium or coca leaves. The Contracting Power, before issuing such licence, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence. The licence may allow the exportation of the amounts for which the licence is given in one or more consignments within a period to be specified in the licence. Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the importing country. The Government of the importing country, when the importation has been effected, shall return the export licence with an endorsement to that effect to the Government of the exporting country.

“In the case of an application to export a consignment to any country for the purpose of being placed in a bonded warehouse in that country, the production of a special certificate from the Government of that country, certifying that it has approved the introduction of the consignment for the said purpose, may be admitted by the Government of the exporting country in place of the import certificate provided for above.”

(IV) Article 5 shall be omitted.

(V) The definition of cocaine in Chapter III shall be modified as follows: “By cocaine is understood the principal alkaloid of the leaves of *erythroxylon coca* having the formula $C_{17}H_{21}NO_4$, whether extracted from the leaves of *erythroxylon coca* or produced by chemical synthesis.” (Ecgonine also to be included?)

(VI) In Article 10 the words “The Contracting Powers shall control” shall be substituted for “The Contracting Powers shall use their best endeavours to control or to cause to be controlled”, and the words “The Contracting Parties shall adopt” shall be substituted for “The Contracting Powers shall use their best endeavours to adopt or cause to be adopted.”

The words “or shall make to the competent authorities an official declaration that they are so engaged” shall be omitted.

The words “This rule shall not necessarily apply to medical prescriptions and to sales by duly authorised chemists” shall be omitted.

(VII) Article 12 shall be replaced by the following article:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of any of the substances of which Chapter III applies. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(VIII) Article 13 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of any of the substances to which Chapter III applies. The Contracting Power, before issuing such licences, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence.

“The licence may allow the exportation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.

“Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the country of importation.

“The Government of the importing country, when the importation has been effected, shall return the export licence, with an endorsement to that effect, to the Government of the exporting country.

“In the case of an application to export a consignment to any country for the purpose of being placed in a bonded warehouse in that country, the production of a special certificate from the Government of that country, certifying that it has approved the introduction of the consignment for the said purpose, may be admitted by the Government of the exporting country in place of the import certificate provided for above.”

(IX) For the purpose of ensuring the full application and enforcement of the provisions of the Hague Convention, as amended by this agreement, in free ports and free zones, the Governments undertake to apply in free ports and free zones situated within their territories

the same laws and regulations, and to exercise the same supervision and control in respect of the substances covered by the Convention, as amended by this agreement, as in other parts of their territories.

(X) In the case of a consignment of any of the substances covered by the Convention as amended by this agreement exported from one country to another country, which passes through the territory of a third country without being removed from the ship or conveyance in which it is being conveyed except for the purpose of being transferred to another conveyance under the supervision of the authorities of the country of transit, a declaration shall be made to the authorities of the country of transit of the contents of the consignment and the country for which it is destined. If no declaration is made or a false declaration is made, the consignment shall be liable to confiscation by the authorities of the country of transit and the person making such false declaration shall be guilty of an offence.

(XI) No transshipment of a consignment of any of the substances covered by the Convention as amended by this agreement shall be allowed unless the consignment is accompanied by an official copy of the export licence, issued by the authorities of the country of export, or by an official copy of the import certificate, issued by the authorities of the importing country. It shall be made illegal for anyone in the country of transshipment to divert, or attempt to divert, the consignment to any destination other than that named in the official copy of the export licence or import certificate above mentioned, without an export licence from the authorities of the country of transshipment.

(XII) A consignment of any of the substances covered by the Convention, as amended by this agreement, which is landed in any country and placed on a bonded warehouse, shall not be allowed by the Government of that country to be withdrawn from the bonded warehouse to be sent out to another country unless an import certificate, issued by the Government of the country of destination and certifying that the importation is approved, is produced to the authorities of the former country. A special certificate shall be issued by the Government in respect of each consignment so withdrawn and shall take the place of the export licence for the purpose of the preceding provisions of this agreement.

(XIII) In the case of a country which is not a party to this agreement, the Governments undertake not to allow the export to such a country of any of the substances covered by the Convention as amended by this agreement except such amounts as may be fixed by the Central Board as being reasonably required for the medical and scientific needs of the country.

PART III.

The Conference makes the following recommendations:

1. That each Government should forbid any person within its jurisdiction from procuring or assisting the commission, in any place outside its jurisdiction, of any offence against the laws in force in such place for controlling or regulating the manufacture, sale, use, export or import of any of the substances covered by the Convention as amended by this agreement, and that any person knowingly violating such prohibition shall be liable to punishment.

2. That each Government should forbid the conveyance in any ship sailing under its flag of any consignment of the substances covered by the Convention as amended by this agreement:

(1) Unless an export licence has been issued in respect of such consignment in accordance with the provisions of the Convention so amended and the consignment is accompanied by an official copy of such licence;

(2) To any destination other than the destination mentioned in the licence.

NOTE-EXPLANATORY OF THE PROPOSALS CONTAINED IN DOCUMENT O.C.216 (5).

The measures suggested as a basis for discussion consist of two parts. The first part consisting of Articles 1 to 6 contains a scheme the object of which is to limit the export and imports of the drugs and of the raw materials from which they are manufactured to the amounts required for medical and scientific purposes. It has not been thought necessary at the present stage to work out the scheme in full detail, but the essential features are set out in Articles 1 to 6, and Article 7, paragraph XIII. Each country which becomes a party to the agreement will prepare at, or shortly before, the commencement of each calendar year an estimate of the amounts of each of the raw materials or of the manufactured drugs which it will require to import during the year:

- (a) For consumption in the country for medical and scientific purposes;
- (b) For the manufacture of the drugs or of other medical preparations;
- (c) For the export trade.

Each country will undertake that it will not import more of the raw materials or of the manufactured drugs than it specifies in its estimates.

The estimates will be sent to a Central Board established in the manner proposed in the scheme.

The Governments will also send periodically to the Central Board statistics of their imports and exports, their manufactures, and their consumption of the raw materials and of the drugs.

These statistics will enable the Central Board to follow the course of the international traffic, so that whenever it appears that the exports to or imports into any country have exceeded the amounts of the estimates furnished by that country, it will be in a position to notify the Government of that country, and the Governments of other countries, of that fact.

It is intended that the scheme should be worked in as elastic a manner as possible. In the first place, it is not expected that in the early years it will be possible to give exact estimates. At first, the estimates will in many cases necessarily be approximate only, and some margin will have to be allowed for errors in estimation. As experience is gained, the estimates will become more and more precise. In the second place, the estimates furnished by a Government at the commencement of a year will not necessarily be the final estimates for the year. If the estimates should be found by the Government in the course of the year to be insufficient, it will be open to the Government to furnish revised estimates to the Central Board. Or, again, the production of the raw materials will vary from year to year according to the state of the crops. In a year of abundant crops, when prices are low, the manufacturing countries will desire to take advantage of the state of the market and lay in supplies for the future. It will, again, be open to the Governments of such countries to revise their estimates of the supplies of the raw material required during the current year, a corresponding reduction being made in the estimates of the following year.

The experience of the Advisory Committee shows that it has to be anticipated that some countries will not become parties to the agreement, at any rate, not at first, or that they will neglect or declare themselves unable to frame any estimates of their requirements. It may be also that in some cases supplies will be demanded which are greatly in excess of the legitimate requirements of the country and which might serve to supply the illicit trade in the drugs.

It is therefore provided (Articles 5 and 7, paragraph XIII) that in such cases the Central Board shall have the power to fix the amounts which are reasonably required for the medical and scientific needs of the country, after taking into account all proper considerations, such as population, climate, etc., and any special circumstances which the country in question may desire to submit to the Board. The amounts so fixed will be notified to all Governments by the Central Board and the Governments will undertake to limit their exports to that country so that the amounts fixed by the Board shall not be exceeded. As explained above, Governments will be informed by the Central Board when the amounts fixed have been reached.

It has been suggested that political considerations may sometimes make it undesirable for a particular Government or Governments to limit its exports to a country in a case of this kind. To meet this difficulty, it is provided in the scheme that such a Government or Governments may ask for a special conference of the countries trading in the drugs with the country in question to consider whether the limitation should be enforced or some other measures taken.

It will be noticed that Article 1 provides only for estimates of imports being furnished. Some countries, however, provide themselves with their requirements of the drugs from their own manufactures, and the estimates furnished in pursuance of Article 1 will, therefore, not give the total requirements of the amounts needed for medical and scientific purposes. It is desirable, however, that the total requirements should be known. If the total requirements of all countries are known, it will be possible to compare the estimates of one country with those of another and so to reach some kind of standard for countries having similar conditions. The total amount of the drugs required to be manufactured to meet the world's medical and scientific needs, and the total amount of raw materials required to be produced, will also be known, and this knowledge should help to stabilise the manufacture of and trade in the drugs.

The second part contains a number of provisions designed to strengthen and give greater precision to the provisions of the Hague Convention, and, in particular, those which relate to the

control over the exports and imports of the substances to which the Convention applies. Experience during the three years which have elapsed since the Convention came into force has shown that there are loopholes in the existing provisions by which persons engaged in illicit traffic can evade the control over the national and international trade in the materials and drugs which was the object of the Convention, and that a stricter control must be established if that object is to be secured effectively.

It is accordingly proposed: (1) that a separate licence from the Government shall be required for each consignment imported or exported; (2) that an export licence shall only be issued by the Government of the exporting country on the production of a certificate from the Government of the importing country that the importation of the consignment is approved (to avoid unnecessary interference with trade, this certificate can be given on telegraphic instructions from his Government by a diplomatic or consular officer of the importing country stationed in the exporting country); (3) that a copy of the export licence shall either accompany the consignment or be sent by the Government of the exporting country to the Government of the importing country, and that when the importation has been effected this copy shall be returned, with an endorsement to the effect that the importation has been effected, to the Government of the exporting country.

The first two of these proposals are already being enforced by many Governments. The third is intended as a preventive against diversion of the consignment *en route* for illicit purposes.

Provisions are also proposed to ensure that materials or drugs which are brought into free ports or free zones do not escape control, and that transshipment facilities are not utilised for the purpose of diverting consignments, without authority, to a destination other than that for which the export licence has been issued. Special arrangements are suggested for safeguarding the "entrepôt" trade as carried on by means of bonded warehouses.

Other proposals are that the coca leaf, which is the raw material of cocaine, shall be brought within the Convention, and that the definition of cocaine shall be extended to cover artificial cocaine produced by chemical synthesis.

Finally, the Advisory Committee has appended two recommendations for the consideration of Governments.

The first of these is based on a provision in the British law which has been found extremely useful in dealing with illicit traffickers, who, while residing in one country, organise or arrange for illicit transactions in another country.

The second is intended to meet a very serious difficulty which is caused at present by the lack of any control over the exports from certain producing countries. Large consignments of raw opium without any restriction are being exported to the Far East under false declarations of destination for the purposes of the illicit traffic, and are being smuggled into China and elsewhere. It is accordingly proposed that Governments should exercise a control over the conveyance of opium or the other materials or drugs in ships sailing under their flag.

Appendix 3.

O. C. 194.

REPORTS FROM THE CHINESE HIGH COMMISSIONERS.

KAN-SUH PROVINCE.

Extract from a despatch by Mr. Sun Tao-Yuan, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Kan-Suh and Hsin-Chiang, to the Ministry of the Interior, Peking, dated December 15th, 1923:

"Investigation in this province is rather difficult owing to its vast and mountainous area. The High Commissioner sent several deputies to the different districts and according to the reports submitted by these deputies only a few places in the very distant parts of the province were alleged to have poppy plantations, which were dug out before the poppy harvest. The province as a whole was reported as cleared from poppy plantation."

Attached to the despatch were 1387 affidavits signed by various magistrates and public notaries of all localities.

HSIN-CHIANG PROVINCE.

Extract from a despatch by Mr. Sun Tao-Yuan, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Kan-Suh and Hsin-Chiang, to the Ministry of the Interior, Peking, dated September 13th, 1923. Attached to the despatch were six reports from the deputies of the High Commissioner, as follows:

1. Report of the Deputy to Ko-Shan Tao, dated August 15th, 1923:
"No poppy was found in any of the districts in this 'Tao', including the frontier near Mongolia."

Attached to the report were affidavits signed by all local authorities.

2. Report of the Deputy to Tih-Hua Tao:
"Not a single poppy plant could be found in any of the districts in this 'Tao'. The Deputy conducted the investigation personally, even to the very far distant part of the 'Tao'."

Dated August 6th, 1923.

3. Report of the Deputy to Tah-Chung Tao, dated August 12th, 1923:
"There was absolutely no poppy cultivation in this 'Tao'. The Deputy travelled throughout the different districts, including the mountainous and low-lying land."
4. Report of the Deputy to Ko-Ka-Su Tao, dated August 24th, 1923:
"Throughout all the districts, including the uninhabited valleys, where few people go, no poppy cultivation was found."
5. Report of the Deputy to Yi-Ki Tao, dated August 9th, 1923:
"Poppy cultivation has ceased for a number of years, owing to severe measures of prohibition."
6. Report of the Deputy to Ku-Shih Tao.
"A personal investigation was made throughout the district and not a single poppy plant was found."

Attached to the report were affidavits signed by all the heads of villages, these being submitted through the local authorities.

SHEN-SI PROVINCE.

Extract from a despatch by Mr. Li Kai-Hsin, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Shen-Si and Hupeh, and by Mr. Liu Chun-Hua, Governor of Shen-Si, to the Ministry of the Interior, Peking, dated November 19th, 1923:

"In the autumn of 1922 deputies were sent to the different districts to investigate. In the spring of 1923 investigation was conducted under the direction of the Bureau for the Suppression of Opium Traffic.

"The High Commissioner conducted a personal investigation in some parts of the Province in the spring, when the poppy would be in flower, but no plantation was found.

"Reports received from deputies who travelled to the very distant parts of the Province show that some poppy was discovered, but it was destroyed immediately by the local authorities."

HUPEH PROVINCE.

Extract from a despatch by Mr. Li Kai-Hsin, High Commissioner for the Investigation of Poppy Cultivation in the Provinces of Shen-Si and Hupeh, and by Mr. Shiao Yao-Nan, Governor of Hupeh, to the Ministry of the Interior, Peking, dated December 20th, 1923.

"In the Eastern part of the province the people have never cultivated poppy. This was re-affirmed by a report submitted by the Deputy.

"In the Western part of the province, which is sparsely populated, the farmers used secretly to cultivate poppy. Special attention was therefore devoted to the investigation there in the winter of 1922, when poppy seed would be sown, and also in the spring of 1923, when the poppy would be in flower. Deputies were sent to investigate very thoroughly, but very few places were reported as having poppy cultivation.

"In Hankow, which was supposed to be a trade centre for opium, special inspection was made, and only a few cases of smuggling were discovered, and the people concerned were punished accordingly.

"Inspection was also made in the other opium transit depots, such as Hsin-Ti, Yi-Chiang, Sa-Shih and Lou-Ho-Kow, and the report was satisfactory."

AN-HUI PROVINCE.

Extract from a despatch, dated February 15th, 1924, by Mr. Liu Chao-Weng, High Commissioner for the Investigation of Poppy Cultivation in An-Hui Province, to the Ministry of the Interior, Peking.

"Among the sixty districts of the whole province, only about ten districts, under the Hui-Zu Tao and An-Ching Tao, were reported as having poppy plantation. Special attention was given by the deputies in charge of the investigation. These poppy plants were destroyed as soon as they were discovered. The fields which used to grow poppy were filled with plantations of foodstuffs.

"It was not true, as reported in the press, that the military authorities collected taxes from poppy cultivation."

"The Rev. Sinkley, representative of the International Anti-Opium Association, did not arrive till May 25th, 1922, when all the deputies had already started for their destinations. He was asked, however, to proceed to the northern part of the Province to co-operate in the investigation, but he was prevented from going by important business. He had written to his missionary colleagues to investigate in various places. But no letter was received from him with regard to the investigation."

SUI-YUAN.

Extracts from a telegram dated July 11th, 1923, and a despatch dated August 13th, 1923, to the Ministry of the Interior, Peking, by Mr. Ching Yao-Yuan, High Commissioner for the Investigation of Poppy Cultivation in Sui-Yuan and Jehol:

"Four deputies were sent to make the investigation throughout this special territory, and no poppy was found therein. The foreign delegate who was supposed to co-operate in the investigation had not arrived in time, but the President of the Sui-Yuan Chamber of Commerce and a representative of the Educational Association accompanied the deputies."

Nine affidavits signed by the local authorities were attached to the report.

JEHOL.

Extract from a despatch, dated October 13th, 1923, by Mr. Ching-Tao Yuan, High Commissioner for the Investigation of Poppy Cultivation in Sui-Yuan and Jehol, to the Ministry of the Interior, Peking.

"Investigation was made very thoroughly. Poppy plants were discovered in Pah-Li Han and Wo-La-Su of the Ping-Chun district, and in Fun-Shan of the Wei-Chang district, but they were destroyed by the local authorities, by order of the deputies conducting the investigation."

A photograph showing the destruction of the poppy plants was taken and kept in the records.

"A foreigner named Stephen, who had been many years in this special territory, had no different view with regard to the co-operative investigation."

Attached to the report there were fifteen affidavits signed by local officials.

Appendix 4.

OPIUM CULTIVATION AND TRAFFIC IN CHINA

AN INVESTIGATION IN 1923-1924 BY THE INTERNATIONAL ANTI-OPIUM ASSOCIATION, PEKING

Peking, May 1924.

The publication of the following investigation of opium conditions in China is made without comment and is supplementary to the Annual Report of the International Anti-Opium Association.

The facts here printed are compiled almost exclusively from the reports of missionaries and other foreigners resident in the provinces, and agree with similar statements published in the Chinese Press from purely Chinese sources.

The investigation commenced in October 1923 when poppy is planted in the southern provinces, and was continued in succeeding months, until the last poppies were sown in the northern districts of Jehol and Manchuria in April 1924.

Hunan.

Replies to a recent questionnaire sent to all missionaries by the Hunan branch of the International Anti-Opium Association may be summed up as follows: Opium rampant everywhere under military orders. Poppy cultivation: Reports from the North Central section say no poppy cultivated. In North-West section districts, such as Shimenhsien, Tzelihsien and Tayung, have from 50 to 90 per cent planted with poppy. (The fields are afterwards planted with rice). South section growing, eating and smoking on the increase. North section (Wukang district): Poppy planted since last year. Officials tried to suppress it, but were unable to do so because of militarists. Eastern section: Not much cultivation, but extensive transport traffic under military escort. North-West and South-Western sections are summarised in the reports of Hungchang and Yungshui districts. Popular feeling is decidedly against opium. Provincial constitution

adopted a short time ago forbids the use of opium, nevertheless every form of Chinese and foreign opium is ignored. Absolute freedom of import, sale and export is permitted so long as the opium bears the tax-stamp of the military authorities. A military monopoly recently established by General Chao Heng-ti, appears under the name of "Revenue Regulations", and stamps have been distributed to all districts for opium taxing purposes.

Hungchiang. Hungchiang is the distributing centre for almost the whole of Hunan. Whole fleets, each of several hundreds of Miao boats, are bringing the drug down from Kweichow. These transports are under strong military escorts. From the duty levied on the opium here, the General pays his soldiers. I have been travelling much of late in the district, but have not seen much opium cultivated. Only here right next door to the barracks are some fields with poppy. The price of the opium is about one dollar an ounce. This place with about 60,000 inhabitants has more than 200 opium dens, so that you can see that opium smoking is not confined to the well-to-do classes. The Pao-shang Chu takes 100 cash a lamp for one day. It seems to me that more opium smoking is going on than at any previous time. Nothing is being done to prevent men from acquiring the habit.

Yungsui. We are in the thick of the opium here. Our property has it growing on three sides adjoining. All through Yungsui hsien wherever the Chinese are living, they are growing opium. All through Paoting, Lungshan and Chiencheng it is being grown in larger quantities than ever known before. Now, dry opium is being sold from \$9 a ching (between twenty-one and twenty-two ounces) upward, depending on the quality. Amongst the better classes it is used in most homes as a welcome to guests. So far as the officials are concerned everything possible is being done to help people acquire the habit. You can smell opium in front of almost every house as you go through the street. The people will tell you the terrible effects of the drug while they continue to puff away at the opium pipe. We are on the overland route from Kweichow to Hankow. All winter and spring frequent "trains" of opium went through here, always well guarded by heavily armed soldiers. Three times, I remember there were respectively 150, 240 and 204 carriers. There is a very ready sale for all of it.

Kuangtung.

Very little poppy is cultivated in this province. The reasons are twofold, first, the people have never given serious attention to the cultivation. Consequently, the quality of Kuangtung opium is poor. Secondly, the surrounding provinces of Fukien, Kueichow and Yunnan produce such enormous quantities that it is easier to buy than cultivate. There is one notable exception, namely, Swatow (North Kuangtung) and its district, which with the neighbouring districts around Amoy produce a high quality opium grown from India opium seeds. A missionary, writing from Swatow (Dec. 1923), says: "During my thirty odd years in China, I have not seen the cultivation of poppy so extensive as during the present season. Not only are the farmers encouraged to grow poppy by the free supply of seeds, but are threatened with penalties if they refuse. The reason assigned is the need of money to carry on their war.

"Western Kuangtung: There is no poppy planted in this district, though I have rumours of it further south. Large quantities are carried over land from Kueichow and Yunnan. Opium smoking has increased in the past two years, and opium is about half the price of a year ago. Public smoking dens are licensed by the military who also do an extensive business in selling raw opium.

"Central Kuangtung: No poppy cultivation whatever. Hainan Island farmers are growing to some extent. Opium is smuggled in from the mainland in considerable quantities and soldiers in market towns compel the local merchants to buy it.

"South Kuangtung: Pakhoi: No poppy in this vicinity, but some near Kuangsi border. Extensive traffic of Kuangsi opium through this port. Local officials have established a special bureau for the management of local and exports sales. Opium smoking is unrestricted.

"In January 1924, a Government opium monopoly was established by the Canton Government, aiming at control and ultimate prohibition. The Monopoly Board is composed of half military and half civil high officials. All opium in the province will be bought up by the monopoly, or seized if not declared. All smokers must be registered, and their amount of opium gradually reduced. All smoking dens are prohibited. All purchases of opium must be through the monopoly agents at a fixed price. No poppy may be cultivated throughout the province, and no anti-opium remedies sold except such as have the approval of the monopoly, for which a certificate will be given. Severe penalties are attached to breaches of the 22 articles promulgated by the Government Monopoly Bureau."

Kwangsi.

Kwangsi has four opium societies formed to solve the problem of taxation. Between ten and twenty men in each. They are at Nanning, Poseh, Wuchow and K'ingyuen. The controllers of the trade are: (i) Lu Wing-ting, a kind of "Lord High Protector" of Kwangsi; (ii) Lin, the Military Governor; (iii) Cheung, the Civil Governor; (iv) Lu Fu-cheng, Commander of the Forces. All who buy in any quantity and those who sell must have a licence. Heavy penalties are for those who contravene the regulations. Hundreds of stores in Nanning hold a licence now.

Anyone can buy small quantities without questions being asked. Present price for a hundred Chinese ounces is \$80. 33 $\frac{1}{2}$ % per cent tax is paid to the military commander to keep the troops going. If shipped down river, a further tax is imposed at Wuchow, where this Government has

practically no control. The opium comes from Yunnan and Kweichow provinces. The yearly quantity of opium amounts, roughly, to two million ounces. That means that about \$1,000,000 is paid in tax at Nanning.

Besides this opium, large amounts reach Pakhoi, etc., by other routes than Nanning.

Before the revolution the opium trade was practically dead here. Now it has been estimated that 80 per cent of the men smoke.

Another correspondent writes from Liuchow, Kwangsi, January 12th, 1924:

"I beg to state that while the poppy is planted very sparingly the drug itself is used and sold in an open and above-board manner and to an alarming extent. I travelled on a motor launch recently which was carrying over two hundred cases of opium, each case weighing from thirty to fifty cattie. It was not being 'smuggled', but carried with the knowledge of the officials and under a military guard.

"If conditions in other parts of China are the same as in this province, the special commission appointed to investigate into the sale and use of opium in China might save their time for something else. There is no more need to investigate as to whether or not opium is used and sold, any more than to investigate whether or not Chinese eat rice. The opium traffic is not being carried on on the sly, but engaged in as a legitimate business, and pays its Customs dues just the same as any other form of merchandise.

"The International Anti-Opium Association possesses copies of the opium monopoly stamps of this province which, after payment of taxes, renders all transport and sale immune from restrictions."

Chekiang.

Chekiang province is similar to Shansi. No poppy is grown, and the Governor has made a reputation by his attempts to keep his province clean, but with excessive cultivation in surrounding provinces it is next to impossible to prevent smuggling. A correspondent writes in February 1924: "In spite of the fact that Chekiang has adopted strict measures to suppress opium, the habit is reviving and the traffic is extending secretly. Opium is sold secretly in every large and small village throughout the province." Through the Head of the Provincial Police, it was recently learnt that a military combine was endeavouring to introduce \$20,000,000 worth of Fukien opium into the province through a village seaport north of Ningpo and petitions both Chinese and foreign were sent to the Peking Government to prevent it. Fukien produced so much opium in 1923 that it is a glut in the market, and hence the endeavour to introduce it into Chekiang.

The International Anti-Opium Association, Peking, have most of the details of this gigantic opium transaction even to the unusual method of distribution after landing, namely, in baskets of charcoal. The combine leaders can be named and one at least is related to the Governor of the province.

Fukien.

Fukien shows an absolute and general retrogression. The whole province is virtually under military compulsory poppy cultivation. About 70,000 troops under five principal generals, as well as the navy and marines, are all being supported by opium taxation. Predecessors of the present generals had collected lands taxes three years in advance, and the only means left for raising necessary funds by the present incumbents was either to collect one or two further years of land taxes or impose one special tax, which could only be raised by opium cultivation. The latter was decided on. Wherever troops were stationed, opium growing was made compulsory. Magistrates issued the orders and soldiers enforced them. Riots have been frequent and in several places numbers of peasants have been shot down and villages burnt.

Protests have been sent by almost every known organisation in Fukien, both Chinese and foreign, to Consuls, the International Anti-Opium Association and Chinese Government. Students, farmers, peasants, guilds, missionary moral welfare societies have demonstrated and petitioned against this military imposition. The season of 1922-23 produced such a surplus of opium that, in spite of free and uncontrolled use, markets could not be found. The price dropped to less than \$1 an ounce. The present season 1923-24 shows still larger areas under cultivation.

Taxation is not only applied to land under poppy cultivation, but opium is taxed in transit from the region controlled by one general to that of another. Opium dens are taxed at a monthly rate per pipe, and additional taxes for permits to sell are imposed upon all dealers.

Every missionary society in Fukien, both Protestant and Catholic, has voiced the claims of native Christians, who are not permitted by their faith to grow opium, and yet at the point of the bayonet have been compelled to do so.

At the present moment \$20,000,000 worth of Fukien opium is in process of entry into a neighbouring province from a small seaport village.

Amoy has established since February 1st, 1924, an open Government monopoly. All opium is purchased by the Monopoly Bureau at \$1.50 and sold at a fixed price of \$4 per ounce. It is estimated that over \$500,000 a month will be cleared. All cultivation is prohibited except under monopoly permit, and all sales are negotiated by monopoly agents.

Yunnan.

The whole province is almost one extensive poppy field. North, South, East and West sections of the province report two acres out of every three planted with opium. Official proclamations state that the tax on land this year 1924 will be the same as formerly, whether opium is planted or not. Foodstuffs are very dear, owing to limited cultivation. The states under

hereditary rulers along the Burmah border show extensive cultivation. The Luliang district between Yunnan and Kweichow, and other places, such as Suntien, Suanwei, Maling, Kutsing and Pingi, have a yearly output of from one to two million ounces each.

A provincial opium prohibition bureau exists to collect taxes on opium transport within the province at the rate of \$12 per 100 ounces, which, when stamped by the bureau, is thereafter free from further taxation. The export tax is \$20 per ten ounces, augmented in the case of consignments transported via Tonkin by \$10 in payment of the fee charged for obtaining the necessary licence from the Indo-China authorities. Both these taxes go to the military authorities. The bureau collects an opium fine of \$2 per mou of land planted with poppy. In 1923, owing to representations from the International Anti-Opium Association to the British Government, and through the British Government to the French Government, the export through Tonkin of 400 tons of Yunnan opium by a local combine was stopped, but not before 150 tons had left Tonkin. Steamers chartered for the transport landed it at various points along the coast of China. Yunnan opium is the cheapest in China, being as low as 40 cents an ounce. As all the neighbouring provinces extensively produced opium, and the French Government has prohibited export through Tonkin, a glut is expected in the market in 1924.

Sixty per cent of the male population in the province use opium.

Szechuan.

Reports for poppy season 1923-1924: At least two-thirds of province cultivated with opium. "During a journey of fifty English miles within the district of Fowchow, East Szechuan, I never lost sight of poppy," writes a foreign correspondent. Further, "10,000 acres sown with poppy instead of wheat."

South-Szechuan: "The long dreaded has taken place, military orders to sow poppy." An ex-robber in charge of cultivation taxes in our district has threatened our Christians with the murder of their children if they refuse to plant poppy."

Petitions against opium conditions have been drawn up by every missionary society in the province. Opium is grown everywhere, sold everywhere, taxed everywhere, and used with the utmost freedom. Opium dens licensed in every city. A new generation of opium users is being developed. Opium transport taxation is heavy. At one station a foreigner states that "\$3,000 is the daily toll."

Szechuan opium is renowned as of the highest grade, hence the enormous traffic down the river to central and eastern provinces. "Ton after ton is being shipped from this city" writes a missionary. Local military and civil monopolies exist in all large towns, especially those on the river. "\$200,000 was received from transport receipts during 1923 at one port," writes a correspondent who sent a sample of the monopoly receipt. The export by river has been mildly estimated at over 400 tons during the past season. Local price of opium varies from 40 to 70 cents an ounce.

Much local fighting takes place between robbers and soldiers for the possession of opium.

Kueichow.

A vast opium province. A report from the northern part of the province dated December 1923 says: "Opium fields everywhere and every home uses it." A report from the Eastern section of the same date says: "Our opium crop for 1923 was a bumper one. Prospect for 1924 equally great. Everybody raises opium, and the great majority use it. Opium business is the thing here. On December 6th, 1923, about 250,000 ounces of opium left here for down river to Changteh and Hankow. The likin dues were \$218 per 1,000 ounces. Such shipments leave town several times a year."

Kueichow Central section report states: "Opium is cultivated everywhere possible in this district. Trade in and consumption of the drug are as bad, if not worse, than in the days before the Manchu Government took steps to suppress it. Since 1918 the provincial government has tacitly encouraged cultivation. Military and civil revenues are raised from opium and all transport is under military escort."

Kueichow Western section: "This place is just about the centre of the greatest opium-planting region of China, and this season (January 1924) has the largest area hitherto under cultivation. Farmers have gone to the limit of their labour and fertiliser. The trade is enforced by military despots who do a large part of the trafficking in it, besides collecting heavy fees as duty and transport charges. The use is universal. A Kueichow petition accuses the military authorities of exporting some thousands of pounds of opium into Hupeh and Kiangsi for the purchase of rifles, machine-guns and ammunition to the value of \$50,000."

Kiangsi.

Kiangsi has surrendered during the last two years to the prevailing wave of poppy cultivation and opium traffic. Previously opium imported from neighbouring provinces was sold secretly and in small quantities, and only cultivated on a small scale but now cultivation is encouraged and, since the establishment of a monopoly, \$4 poppy tax is imposed on every space of land capable of growing a tan of rice. A correspondent writes: "Poppy is grown everywhere even to within a few hundred yards of the capital."

The Civil Governor has established an "Opium Suppression Bureau" in the capital under the chief directorship of his brother with the Chief of the Military Staff, the Director of the Police Department, the Tungling of the Gendarmes, and others as assistant directors. Branches are

formed in all the Fu districts, and a commissioner appointed for each country. Taxes are imposed upon planting, selling and smoking. \$30,000 is the average estimated tax, fixed for each branch, and the total for the province is over \$5,000,000 per annum, of which \$3,000,000 will go to the military authorities and \$2,000,000 to the civil authorities, gentry, politicians and merchants. Each opium den, of which there are 800 in the Hsun Chow, pays a daily tax of \$1 for every five lamps. This is probably the most efficient organised monopoly in China. Its regulations cover ten pages; its officers are all named; its organisation reaches to the corners of the province, and is replete with every contrivance for centralising and effectively securing revenue. As a result of recent deputations sent to the President and the Prime Minister by Kiangsi societies in Peking, the Press has given wide publicity to this monopoly. Similar deputations have frequently called on the International Anti-Opium Association, and at their request we brought the matter to the notice of the Chinese Foreign Office. We were favoured by the Foreign Office with a copy of the Civil Governor's reply to their telegraphic enquiry, in which he states that "he is doing his utmost to put down opium, and that the newspaper reports are untrue." The facts are all against him.

Kiangsu.

Kiangsu does not grow opium. The use of opium is, however, general and restriction non-existent. A correspondent from a small city in the province says: "Although there are over 80 shops in this city where opium is sold, yet the conditions are better than twenty years ago. Public sentiment against opium is stronger now than then." This province, however, contains cities, such as Shanghai, Soochow, and Nanking, and its status depends on conditions in these large centres.

Nanking is a centre of extensive morphia-pill traffic, whilst Shanghai is the premier city in China for wholesale smuggling and traffic in opium and narcotics. It is estimated that the maritime Customs, native Customs, and police authorities seize about \$10,000,000 worth of narcotics and opium yearly. Four furnaces are built at Pootung for the destruction of these drugs. The value of a recent burning in January 1924 amounted to a million dollars, and at the furnaces could be seen Persian, Indian, Siberian, Fukien, Yunnan and Szechuan opium, as well as anti-opium pills, opium mixtures, opium in balls, slabs, packages and boxes; also morphia, heroin and cocaine. In the morphia heaps were the pound boxes and 50 gramme bottles from Switzerland and Germany; bottles, tins and bags from Japan; and, most prominent of all, one hundred five-pounds tins of morphia from Wink & Co., London. This latter had probably been shipped to Europe before June 1923, at which time this company had its licence to manufacture cancelled by the British Home Office.

Smuggling is rampant, whether in magnificent liners, dirty tramp steamers or Chinese junks. With huge profits on every shipment landed, smugglers have formed combines with millions of dollars available for financing ventures and buying brains to outwit the authorities.

The undesirables of every nation are attracted to Shanghai to participate in opium-dealing, and every conceivable crime arises out of it.

Hupei.

There are no reports of any extensive opium cultivation in this province, the reason being that imported opium is so cheap and abundant. The opium traffic on the river from Szechuan, and by road, rail and river from Yunnan and Kueichow, has increased tenfold. Opium monopolies under combined military and civil administrations have been formed at Ichang, Shasi and Hankow and, provided the taxes are paid, opium sale is free and open. Two of these organisations bear the name of "The Army Joint Office for General Control of Investigation" and "The Transport Company for the Succour of Ichang."

o **Ichang:** The "Customs" find it impossible to cope with the traffic, which being under the "Army Joint Office" is also decidedly dangerous. A few items of seizures during 1923 will give a faint idea of the traffic if multiplied twenty-fold.

1. 40 premises raided and 150 to 200 lbs. of opium confiscated by the military, not for destruction but sale.

2. The lighter Wu Sheng No. 1 from Itu had 150 coolie loads of opium, the general commanding the troops accompanying the stuff with an escort. Total weight between 6 and 7 tons. It was being transported to Wuchang to pay for military stores.

3. A few steamer seizures made in June 1923:

S.S. <i>Wanshien</i>	1,021 lbs
S.S. <i>Hsin Hsiting</i>	622 lbs
S.S. <i>Morien</i>	1,596 lbs
S.S. <i>Alice Dollar</i>	1,197 lbs

which at \$2 per ounce equals \$150,000.

4. A military round-up of private trading shops in December 1923 confiscated 600,000 ounces of opium, and re-sold it.

The "Army Joint Office" taxes opium at \$120 per 1,000 ounces in Ichang, and \$550 per 1,000 ounces if transported to Hankow. Since the monopoly was started in November 1923, \$500,000 have been collected in a little over a month.

The monopoly stamp bears in the centre four Chinese characters "K'ai Ch'eng Pu Kung" (to honestly bring to light), and four smaller ones in the corners "Yung Chiu Ho P'ing" (peace for ever).

Hankow: The maritime Customs seized and burnt in 1923 16,226 lbs of opium, but that which escaped seizure is of more importance.

On May 29th, 1923, at Wuchang, there arrived by train from Changsha forty piculs (5,320 lbs) of opium in sealed boxes from the Tuchun of Kueichow province. An officer and military escort were at the station to receive it.

On October 14th, 1923, fifty boxes of opium were seized, labelled "useless bullets from the 4th Headquarters Yunnan Troops."

On October 17th, 1923, according to Press reports, 200 boxes containing 900,000 ounces of opium entered Hankow under military escort from Yunnan.

On February 27th, 1924, 150 chests of opium containing 1,000 ounces each were seized on S.S. *Ankang Hankow*. The opium was being smuggled into Hankow from Ichang to purchase arms for Military Director-General Liu.

A telegram sent from a public meeting of protest, held in Hankow in August 1923, to the International Anti-Opium Association, besides stating the big seizures of opium, recorded the raiding of numerous drug stores in the city and the seizure of big boxes of morphia pills, 24 pounds of heroin (valued at \$650 per pound) and many bags of morphia and cocaine. The report states that drugs are not much used in Hankow, but that it is a centre for distribution to the Northern provinces.

Further details of the Hankow traffic in opium will be found in the accompanying maritime Customs reports.

Kansu.

Extensive poppy cultivation has existed for several years. Reports show cultivation on a much increased scale in the North and East of the province, through the centre of the province right up to Pingliang and Lanchow the capital, and all through the North-West arm of the province right up to the edge of Kobi desert beyond Ansi. The Western part of the province, particularly the Sining district under the Mohammedan General Ma, is entirely free, and here the people have peace and plenty.

A correspondent from the North-East writes: "Prices of foodstuffs have advanced fifty per cent. during the past few months. Chungwei valley is almost one great opium field this year (1923). As far as the eye can reach, looking in all directions as one travels through the valley, one sees only the white blossoms of the poppy fields just now. The opium harvest has already begun. The crop is so extensive that men enough to harvest it are not available. Every other sort of employment is being abandoned because of the big wages offered in the opium fields. In ordinary years the fields now in opium have borne large crops of rice, wheat, millet, beans and potatoes. This year there will be very little of these necessary food crops."

A correspondent writing from Lanchow, January 1924, says: "We are greatly amused at the report of the Government Opium Investigating Commissioner, in which he states that *Kansu and Shensi had done well in their prohibition of poppy-planting this year*. The Government recommended that the Commissioner be thanked for his hard work. To tell the truth, the Commissioner was not allowed to enter the province until after the opium harvest had been reaped. Wheat is three times the normal price, and the cost of all foods and commodities is doubled. The poor are in great distress and the prospects bad, unless more wheat is grown this year.

The tales of oppression one hears are terrible. Soldiers demanded the land taxes twice and in some cases three times, and in scores of cases farmers had to pay more in taxes than the opium realised. The worst danger is in the evident desire of all in authority to repeat extensive cultivation this year (1924). Open orders not to plant and secret orders to send funds to the war lords neutralise all efforts for prohibition. The price of opium is down to 50 cents an ounce."

Anhui.

This province claiming allegiance to the Central Government has given during 1923 the most flagrant evidence of opium recrudescence. The bulk of the cultivation is in the North-Western part of the province, with but little in the centre and south. The cultivation has not been compulsory, but farmers have been officially encouraged by militarists and local gentry. Opium land taxation has been the main object. We have the details of opium land taxes in Fuyang Hsien in North-West Anhui. The Hsien is divided into eighteen districts and taxes have varied from \$3,000 to \$60,000 a district. Pochow, with a uniform tax of \$5 a mou, will realise \$200,000, and Yingchowfu, \$400,000. An estimate for the province may be inferred from these three countries. In the countries of Fuyang, Ying Shang, Wo Yang, Pochow, Taiho, Hofei, and Hoh Chin, about one-fifth of the land is under poppy cultivation. A Po Chow correspondent says: "More opium cultivation this season than in any year since 1906." Opium is as openly sold as eggs or vegetables. Opium shops pay a yearly tax varying from \$50 to \$200 a year. Price of opium fell in 1923 from \$2 to \$1.20 an ounce. Military opium transport stamps have been introduced (copies are in possession of the International Anti-Opium Association) covering all transport transactions at Pengpu on the river.

Protests concerning this phenomenal recrudescence have been sent to the Central Government through the International Anti-Opium Association from the Provincial Assembly, the

Anhui Anti-Opium Associations, the educational associations, students unions, political associations, agricultural associations, teachers unions, provincial guilds, and the Tobacco and Wine Union. A Ying Chowful correspondent states: "The present situation resolves itself entirely round the Military Governors."

In the spring of 1924 orders were issued by the Civil Governor for poppy destruction. Investigating Commissioners were sent out and our branch (Fuyang) Anti-Opium Association appointed two delegates to accompany each Commissioner. They report the destruction of about 80 per cent of the poppy planted in Fuyang district, probably as the result of the efforts of our delegates. In other parts of the province little has been done, and a recent report from the Anhui Association states that the Governor is aiming at a limited production in 1924 in order to enhance the value of his large stocks accumulated in 1923.

Shen-Si.

There is no evidence of improvement in this province, which for years has been noted as one of the most delinquent provinces in China. Foreign evidence is absolutely contradictory to that supplied by the recent Government Investigating Commissioner who declared "not a poppy root could be found in the province." The explanation of this latter statement is that it was made after the opium harvest had been reaped. A correspondent writing in 1923: "Through Tungkuang, Shanyuan, Yaochow, Fuping, Weinan, etc., under the jurisdiction of Shensi, there is no place which has not been devoted to opium cultivation, and especially at Yaochow. In Weinan, opium has become an open business, and 20 opium dens are crowded in a single street, each hanging an attractive opium sign. At Tungkuang, there are inspectors whose sole duty is to examine the luggage of travellers and discover whether opium taxes have been paid. It is an alleged fact that if once the tax is paid opium will meet with no further opposition."

Another correspondent, writing from Yen-An, states "that poppy is grown within a few yards of that city's wall and that opium has been extensively and successfully grown in the district since the spring of 1918." He says that opium has been planted by command and under compulsion of the military, not only in out-of-the-way places, but close to the main roads.

Another correspondent writes "that opium is actually cultivated within the walls of Hanchung, and that on a three days' journey away, in any direction, one would not lose sight of the poppy in May and June"; that the military, and in some cases the civil officials, are "heavily concerned in the opium trades" and have "compelled a great deal of opium-growing among the farmers" — "they convey large quantities of their own opium, and at the same time act as a kind of insurance company to the traders."

Another correspondent writes from Sian as follows:

"I have received authentic information re the Yen Chung Circuit to the effect that opium cultivation is in many places carried on quite openly and extensively.

"Also in Mei Hsien and Pao Chi and districts to the West, opium growing has been encouraged and taxes levied whether it was actually grown or not.

"The price of opium has gone down considerably during the last two years. It is now about one-tenth the price of five years ago, and the people are reverting in large numbers to opium smoking and cultivation. (To-day's price is 35 cents an oz. Chinese)."

Foodstuffs are dear owing to extensive poppy cultivation.

Shensi opium is exported to Hupeh, Honan, and Sueiyuan provinces, and unfortunately smuggled into Shansi.

An enquiry by members of the Provincial Assembly at the Provincial Yamen elicited the statement that \$15,000,000 was raised from opium taxation in 1923. The planting in 1924 is on the same scale as 1923, and the same results are expected.

Shantung.

Shantung shows marked retrogression in the traffic in opium during 1923, undoubtedly due to the retrocession of Tsingtao. In 1923 we published a complete account by H.E. the Japanese Minister of the system of registration of opium smokers in Tsingtao. A census of opium smokers was taken in 1921, and a register made of about 2,000 chronic smokers who could not immediately give up opium except under medical treatment. These were permitted by certificate to purchase opium in reduced quantities, and it was estimated that at the end of five years all purchases would cease. No fresh certificates would be issued after March 1921. Since the retrocession of Tsingtao all restrictions have vanished, and an open traffic and unrestricted use have followed. Tsingtao is reported to have 40 opium dens each paying \$200 monthly to the police headquarters for protection and permission to sell. The Fushang Opium Bureau, which has for years carried on extensive transactions in Tsingtao and Tsinan, is less flourishing owing to general freedom of sale. The monthly sales of opium in Tsingtao are estimated at \$200,000. A recent seizure in Tsingtao of \$80,000 worth of opium came from Tsinan in charge of Hsiao Hsiao-yin, Secretary of the Shantung High Court, and Wang Tien-wei, Chief of the Tsingtao Court of Procuration; the boxes escaped detection on the railway because they were sealed with the seals of Shantung High Court.

Shantung does not grow opium; but open traffic is carried on and supplies enter the province by the railways from Anhui, Honan and Shensi.

Owing to the free use of opium, there is a slight diminution in the sale of narcotic drugs which was so rampant two years ago.

Honan.

Reports received during November and December 1923 cover 26 districts in the South, East, West and Centre of the province, that is, all sections south of the Yellow River.

The Eastern section shows three districts with extensive cultivation and others where only a little is cultivated. Opium is cheap and in general use.

In the Southern section two districts report compulsory cultivation on an extensive scale.

Five districts in the Central section, and nine in the West, have all extensive cultivation and opium is everywhere rampant.

Opium taxes average \$10 per mou in addition to shop and sales taxes. Opium is cheaper than in 1922. Bandit operations are chiefly in opium cultivation districts and largely for the purpose of opium seizure.

Honan forms a main route for Shensi opium distribution; 30 to 50 cartloads a month are reported as crossing the border at one place, and from thence it is transferred to Eastern provinces.

Morphia pills traffic still reported to be very extensive in all the towns along the Peking-Hankow Railway.

Shansi.

Shansi is an example worthy of imitation. With the right man as Governor any province in China may be cleared of opium. Governor Yen Hsi-shan is a right man. Not a poppy is grown in the whole province and total prohibition in every form is enforced. Owing, however, to the neighbouring provinces of Shensi and Honan, where opium is produced so abundantly, smuggling is constantly occurring. A recent petition from Governor Yen to the Governors of Honan and Shensi states: "My province would be clean but for smuggling from your territories", and urges them to take measures of prohibition.

The province of Shansi has 105 hsiens or districts, and in 85 the Governor has established anti-opium societies, and the magistrate of the district is nearly always the president. During the last two years, 51,000 persons have been treated in the "opium curing houses," 3,000 persons have been arrested as smugglers, and 15,000 arrested as smokers. During 1922 nearly 40,000 ounces of opium and morphia, and 18,000 opium lamps and pipes, were seized and burnt.

By extensive circulation of anti-opium literature all over the province, and by public lectures, the people are being educated on the evils of the habit. Opium smokers and pill eaters when arrested are compulsorily sent to "curing houses". On discharge they have to pay \$30, which is returned at the end of one year if they are still abstainers. But for the menace of the neighbouring provinces, and the morphia traffic along the Peking-Hankow Railway, narcotics would be unknown in this province.

Manchuria.

Opium was growing in August 1923 on not less than 100,000 mou of land along the sides of the Chinese Eastern Railway in the province of Kirin. Under the Defence Commissioner opium was legalised and free for transit, if marked with the official stamp. The stamp tax was \$10 per pound. Soldiers and brigands mutually raided the opium districts of Tung Ning, Mi Shan, Mu Ling, Hu Lin, Yi Mien Po, Ya Pu Li, Hai Lin Tsan and Shui Fen Ho during the harvest, and extorted either opium or taxes, often taking the whole season's product. In the City of Kirin the walls and posts in the streets are posted with official notices legalising opium; consequently, it is sold openly and extensively.

In November 1923, when the 3rd Brigade of Fengtien Troops returned from the defence of the North Manchuria boundary district to Fengtien, they carried with them 40,000 lbs of opium, which was disposed of in Harbin, Ch'ang Chun and Mukden.

The Vladivostok Opium Monopoly of 1922 has been closed, and the present Russian Government have prohibited the cultivation of poppy in Russian territory, but opium and narcotics find an easy entrance through that port. The amount of opium used in the three provinces of Manchuria is not all grown locally; much is smuggled in.

A recent petition to the Chinese Government from Kirin (March 1924) divided the areas of opium growing in Manchuria into two kinds; namely, those along the Russian borders under the protection of the military and those of private cultivation. The petition gave a long list of named districts cultivated in 1923.

It is almost impossible to accept the Chinese Press reports concerning the extensive use of opium and narcotics in these three Eastern provinces, they are so appalling. Yet when a province like Manchuria flourishing commercially has no restriction whatever placed upon its vices, the tendency is to excess. A very reliable Chinese report commences at Harbin in the North and names every town of any size right through the three provinces, and in each town opium dens and morphia shops are tabulated by hundreds. Harbin is credited with 2,000. It simply means that throughout Manchuria there is no attempt at any kind of control either by military or civil authorities, but an absolutely free trade. Opium and narcotics are commodities which are supplied upon demand as easily as food, and the supply seems as unlimited. Through Manchurian towns and ports comes the amazing quantity of morphia, heroin and cocaine, which is later smuggled into Northern China.

Chihli.

There is no opium grown in the metropolitan province, and from outward appearance the big cities do not openly parade their opium traffic. In Peking, Tientsin and Paotingfu opium can be bought quite easily, and its use is extensive, but considerably less than in the old days.

Opium is cheap, therefore its use is not confined to the wealthy classes. The modern student class is exceptionally free from opium smoking, while the official classes who indulge are not so numerous as formerly, nevertheless the Chinese Press openly names and accuses as opium addicts many officials of the higher offices. The ease with which opium is obtained has restored its old usages in all kinds of ailments. The extent of the traffic cannot be rightly estimated, because it is not open, but judging by the seizures made by railway and city police it cannot be small.

The opium used is mostly Chinese, which finds its way into this province from every opium-growing province of China.

The traffic in narcotics and cocaine must be extensive, judging from the amounts seized in Tientsin and Peking. During 1923, 808 ounces of narcotics were seized in Tientsin, as well as over 25,000 ampoules of morphia for hypodermic use. The Japanese authorities in Tientsin burnt in 1923 \$300,000 worth of narcotics which had been seized by them during the two preceding years.

The narcotic destruction at Peking in January 1924 amounted to over 14,000 ounces of morphia and morphia composition for making pills.

The Peking Press recently gave full details of the seizure by the police of 180 pounds of morphia at a large drug store in Peking. Undesirables of many nationalities conduct an extensive traffic in heroin and cocaine amongst the habitués of third-rate foreign and semi-foreign hotels. "Coke" and "dope" are on sale in all the brothels of Peking which cater for foreign patronage.

The narcotics come almost exclusively from Harbin and Mukden, and the deduction is that they enter through Vladivostok and Dairen. Tientsin participates in a smaller degree.

Jehol.

This northern frontier district has long been a source from which opium comes to Peking. Jehol opium in Peking is the cheapest variety. The valleys of this mountainous district are very fertile, and owing to its remoteness and brigands nothing has interfered with cultivation. The harvest for 1923 was exceedingly good and, owing to the large number of troops in the locality, the military authorities assisted quite materially in the buying up, or seizing of opium, and having it sent to Peking under military escort. The Chinese Press gave the names of the military and civil officials engaged in this combine and asserted that at least 100,000 ounces of opium were prepared for transport. The detective police of Peking seized 7,000 ounces on one occasion, when members of the bodyguard of a Jehol general were endeavouring to enter by the Western Gate.

In April 1924 the International Anti-Opium Association made reports to the Chinese Government of more extensive planting than in 1923. In the words of a correspondent: "the people are mad to grow opium," hoping to make up for a diminished harvest in 1923, as the result of drought. Land under poppy cultivation has been carefully measured and registered for taxation by a combined board of civil and military officials. No notices of prohibition had been issued to the farmers and that despite the presidential mandate and the proximity of Jehol to Peking.

Suiyuan.

Not much poppy is cultivated in this district, but an extensive importation of opium takes place from the neighbouring provinces of Shensi and Kansu, and the equivalent of a monopoly has been established by the Tutung. The headquarters office is called the "San Chin" (The Three Suppressions) Office, *i.e.*, suppression of cultivation, smuggling and smoking. This office taxes opium at thirty cents an ounce. All opium not stamped by the office is confiscated and the owner fined. The office imports opium and distributes it for sale. It is estimated that \$500,000 in taxes were realised by the Suppression Office in 1923. A correspondent writes: "The opium traffic is controlled by the Tutung. Opium selling is an open business, and the increase in opium smoking amongst all classes is phenomenal. Opium taxes and smoking-den taxes are all used for military purposes."

The International Anti-Opium Association has copies of the opium tax stamps used in Suiyuan, which are as follows:

- 1 oz. opium stamp, tax value 30 cents, stamp colour purple,
- 10 oz. opium stamp, tax value \$3, stamp colour green,
- 30 oz. opium stamp, tax value \$9, stamp colour blue.

Sinkiang.

A correspondent writes: "With the coming of Tuchun Yang Tsenghsin, extortionate taxes and compulsory opium cultivation have been established. The people have no redress, and are bound to submit.

Each mou of land is taxed \$30, whether planted or not with opium. Conflicts with troops have taken place owing to the farmers in some districts (particularly in Mi Chen) refusing to plant opium, and numbers have been killed. The fear aroused by the shooting down of farmers has produced a compulsory acquiescence. The districts of Tacheng, Ylli, Anshan, and Ahkeslin are all covered with poppy.

CHINESE MARITIME CUSTOMS REPORTS DURING 1923.

Nanking : During the year in the presence of the representatives of the local officials, over 1,600 pounds of confiscated opium were destroyed by burning.

Manchuria : (a) *Harbin:* There is no change to report in this illicit traffic. Over 3,900 pounds of opium have been confiscated and burned during the year, but this is only an infinitesimal portion of the total imported into the district. Poppy has been cultivated under the protection of the Russian authorities in Maritime Province, and some of the opium seized bore the stamps of semi-official warehouses at Nikolsk-Ussourisk.

(b) *Hunchun and Lungchingsun:* The new Russian Government, which took over the control of the Maritime Province at the end of October, has forbidden the cultivation of opium inside Russian territory and is making efforts to ensure the success of this necessary step.

Tientsin : Very restrictive measures have been introduced with regard to importation by medical practitioners, hospitals, chemists, druggists, etc., of narcotics and instruments for their use. More attention has been given to the minimum quantity allowed for each individual concern and to the terms of the bonds accepted by the Customs. The following confiscations have been made during the year, mostly from passengers' luggage: opium, 9,000 ozs.; morphia, 33 ozs.; heroin, 2,000 ozs.; cocaine, 120 ozs.; codeine and other narcotics to the value of \$1,500. Amongst ordinary consignments of goods, narcotics were often labelled as "harmless chemicals."

Hankow : Organised opium-smuggling shows no signs of decreasing and has now reached such colossal dimensions that it is idle to expect Customs preventive measures to effect tangible results in so far as stopping the traffic is concerned. Notwithstanding the acknowledged sincerity of the Chinese Government and of many responsible and influential Chinese officials, supported to a large extent by the best type of Chinese public opinion, it is an indisputable fact that the opium trade in some quarters flourishes and develops without official opposition. Reports from the various poppy-growing provinces indicate that what Peking forbids thus continues to increase and that opium is bought and sold in various districts without let or hindrance. The Hankow Customs have made notable seizures throughout the year and have possibly succeeded in occasionally embarrassing individual ventures, but what is thus detected represents an infinitesimal proportion of what evades detection and passes through, or is consumed in, the district. During the year some 13,000 lbs were seized — mostly on specific information — and publicly burnt in the presence of Chinese officials. In addition to the opium menace, however, reference should be made to the enormous increase in the use of narcotics in various forms, all of which are imported from abroad. Of the two evils, opium is unquestionably the lesser, and unless an international compact is arranged limiting the production and regulating the output of morphia and other habit-forming drugs, the Chinese people in the end will suffer more from the evil effects of the latter than from opium smoking. It is manifestly misleading to assert — as has been done — that morphia "cannot be imported (*i.e.* enter China) until a special landing permit has been issued by the Chinese Maritime Customs," and thus leave the public to infer that the remedy against the drug habit lies solely with the Chinese authorities themselves; it is well known, of course, that a very large proportion of the morphia, etc., which comes in is smuggled. In view of the fact that drugs of this nature can be transported by post in unlimited quantities and can be secreted on the persons of professional smugglers, etc., it follows that they can easily escape detection and seizure. It is obvious, therefore, that unless the foreign producing countries take drastic steps to limit manufacture and thus curtail the output, the authorities in China cannot effectively deal with the question.

Shanghai : The quantities of opium confiscated during the year amounted to 12,000 lbs, valued at Hk. tls 360,000; while in the same period morphia and heroin were seized to the extent of 252 and 247 pounds respectively.

Aigun : Opium is freely grown on the Russian side generally by Chinese labourers, and is imported all along the frontier and reshipped by river and the overland roads. The quantity seized during the year by the Customs (over 1,200 lbs) is an insignificant fraction of the amount traded on this frontier.

Chungking : The illicit trade in opium, carried on by well-organised gangs of smugglers, is flourishing. The traffic in the drug seems to increase year by year and has assumed such proportions now that the preventive measures which still can be enforced by this office are hopelessly inadequate. Over 6,000 lbs of opium were seized during the year.

Shasi : The use of the drug is rampant, and until settled conditions return to the country at large the efforts to restrain it will be quite unavailing.

Ichang : Smuggling of this drug from up river continues apace: 14,400 lbs were seized by the Customs and destroyed. One foreigner was convicted in November and sentenced to a term of imprisonment for an offence in connection with this traffic.

Chinkiang : Nil — nominally. Maritime Customs preventive control has been loyally and effectively exercised, but such control is too hopelessly limited to prevent the furtive omnipresence of the illicit trade.

Yochow: If less opium — 530 lbs in 1922, against 11,100 lbs in 1921 — was seized this year, this must not be misunderstood to imply that the traffic in opium is less, which probably is very far from being the case, but it only tends to show that opium now is moved in such a manner that it cannot be controlled by the Customs as effectively as formerly.

Wuchow: Various reports point to the fact that a large traffic in native opium is being carried on the West River by means quite out of the Customs control, and the amount seized during the year, — 4,242 ozs. — is only a negligible portion of it.

Swatow: Seizures of opium distributed over the year were not large, amounting to some 433 lbs. Most of the opium consumed, however, comes overland from the interior, large quantities being grown in Fukien. Considerable talk to the effect that opium smoking would be legalised by the military prevailed at the end of the year, and this shameful traffic will probably be in full swing before this report is published.

Amoy: Political disturbances and the general state of disorder in many districts have brought in their train a revival in poppy cultivation. Towards the end of the year poppies were being openly cultivated in most districts: in fact, in some parts the only crops seen were sweet potatoes and poppies. It is estimated that in the coming year the tax on opium in South Fukien will amount to about \$3,000,000. The cultivation of the poppy is known to be very profitable, competent judges stating that the gain to the farmer is about five times as great as that derived from any other crop. It is to be hoped that, with the restoration of order, the trade in opium will be rigorously suppressed.

Santuaio: Although the use of this drug has greatly decreased during recent years, it is still far from being eradicated, and secret dealers are to be found in all parts of the district. Most of the opium consumed is said to be smuggled in by junk and landed at unguarded points on the coast, whence it is carried overland. It was feared that the revival of poppy cultivation, which is referred to elsewhere in this report, would result in a large production of native opium, but from the latest reports it appears that the crop will be light.

Foochow: A big increase in the cultivation of the poppy is reported, especially in the Hinghwa and Chuanchow districts where the Southern forces are said to be collecting a considerable revenue from the drug. Seizures of opium during the year amounted to 1,563 ounces.

Nanning: During the year 900 lbs of opium were seized and openly burnt in the presence of the local officials.

Kiungchow: Statistics in this trade are absolutely unobtainable since this province was officially included within the prohibition area in March 1917. The drug, however, is procurable almost everywhere throughout the island and is smuggled mostly from Yunnan, as frequent seizures disclose. Imports of the Indian drug, however, also exist, being smuggled from Hong-Kong by firemen in small quantities from time to time. There is, however, no cultivation of the poppy itself in the island.

Mengtzu: A huge speculation was made during the year by the provincial authorities in order to replenish their coffers. The cultivation of opium was encouraged, and the drug was bought up and stored. After much negotiation permission was finally obtained to transit it through Tonkin to China, and at the end of the year the conveyance of over 400 tons of the drug commenced. However, it remain to be seen whether its sale will give sufficient profit after the heavy expenses have been met. In anticipation of a similar deal next year large tracts of land have been planted with the poppy.

Statement of Opium, Morphia, etc., confiscated by the Chinese Maritime Customs during 1923.

Opium, native	46,223 lbs.
Opium, foreign	5,225 lbs.
Morphia	1,100 lbs.
Cocaine, heroine, etc.	1,294 lbs.
Poppy seed	3,371 lbs.
Preparations containing morphia, etc.	\$15,625 value.

For the International Anti-Opium Association, Peking.

W. H. GRAHAM ASPLAND, M.D.,
General Secretary.

Appendix 5.

MIXED SUB-COMMITTEE OF THE HEALTH COMMITTEE AND OF THE ADVISORY
COMMITTEE ON TRAFFIC IN OPIUM.

RESOLUTIONS.

I. For the purpose of determining the legitimate needs of the various countries as regards narcotic drugs, the Mixed Sub-Committee, after having examined the figures forwarded by the Secretariat, gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure representing medicinal and scientific needs being fixed forthwith in regard to opium and all its derivatives, including the quantities of opium converted into codein and other products. This figure of 600 milligrammes (about 10 grains) of raw opium per head per year should, however, be considered as a maximum. In view of the variable amount of raw opium in morphine this figure has been calculated by taking a content of 10 per cent as an average. As regards cocaine, the Mixed Sub-Committee regrets that the data which it has received are not sufficient to enable it to take steps at present to find a similar figure.

If the States should consider it necessary to undertake new enquiries as regards their respective needs, the Mixed Sub-Committee recommends the application of a method consisting in utilising the information furnished directly by hospitals, pharmacists and practitioners, pointing out, however, that this method will give accurate results only if the narcotics are prescribed on special forms. The Mixed Sub-Committee points out again that, in view of the large quantities of codein prescribed in certain countries, it would be well to include this alkaloid in the enquiries and, in general, all the derivatives of opium employed in therapeutics.

II. Diacetyl-morphine (heroin) is a very dangerous drug, still more toxic than morphine and still more dangerous as regards the forming of a drug habit. Since the pharmacologists and clinical practitioners admit that heroin can be dispensed with in therapeutics, the Mixed Sub-Committee recommends that the possibility of entirely forbidding its manufacture should be considered.

III. In the present stage of our knowledge of therapeutics, cocaine cannot always be replaced by its substitutes, but the Mixed Sub-Committee is of the opinion that its use should be limited to those branches of medicine where it is indispensable, namely, laryngology and ophthalmology, and that in particular the possibility of its prohibition in the practice of dentistry should be considered. Furthermore, the Mixed Sub-Committee is of opinion that the use of cocaine should not be left to patients. It also considers that the sale of patent medicines containing cocaine should only be permitted on a doctor's prescription.

Finally, in order to prevent contraband and illicit traffic and in order to facilitate supervision, the Mixed Sub-Committee is of opinion that the sale of cocaine should only be permitted in the form (sterilised) solutions.

IV. At present the provisions of the Hague Convention are not applicable to preparations containing less than two-tenths per cent of morphine and less than one-tenth per cent of heroin or cocaine.

The Mixed Sub-Committee believes that these provisions may to a certain extent facilitate illicit traffic in narcotic drugs on account of the fact that it will always be possible to distil a pure solution of one of these narcotic drugs and to recover in this way a considerable quantity of the drug, which would thus escape all supervision. The Sub-Committee ventures to call the attention of the Advisory Committee on Opium to this fact.

V. The French Government, in accordance with a decision of the Second Assembly of the League of Nations, has submitted to the Secretariat a list of the derivatives of morphine and of cocaine, which in its opinion have the same harmful effects as the drugs mentioned by the Hague Convention.

The Mixed Sub-Committee, having taken note of this communication, is of opinion that the provisions of the Convention should not be applied to these products, with the exception of those derived from ecgonin, namely:

Ethylbenzoylecgonin or ethylic coca,
Propylbenzoylecgonin,
Butylbenzoylecgonin,
Cinnamylecocaine.

Dionin and peronin are products not widely used, which have an action similar to that of codein, and which, as far as experience has shown, do not produce the condition of euphoria which

leads to addiction. There is, therefore, no need to fear their abuse. Apomorphine and eupomorphine are not narcotics, but powerful emetics.

As regards artificial cocaine, the Mixed Sub-Committee has taken note of the decision adopted by the Advisory Committee at its third session, according to which cocaine should be defined by its chemical formula and not by its origin, with the result that artificial cocaine thus comes under the provisions of the Convention.

As regard the substitutes for cocaine mentioned in the list, they have nothing in common with cocaine except their anesthetic action, and do not produce the excitation of the central nervous system which leads to abuse. With the exception of novocain, which has made the use of cocaine for local anesthesia almost superfluous, the other products mentioned are very seldom used on account of their injurious accompanying effects on the patient.

VI. The Mixed Sub-Committee considers it necessary that the States should forward periodically to the Secretariat of the League of Nations a list of the new derivatives of opium and of cocaine which in their opinion are liable to have the same injurious effects as the products mentioned in the Hague Convention and which should consequently be brought under its provisions.

Finally, the Mixed Sub-Committee adopted the following decisions which are communicated to the Advisory Committee.

VII. The Advisory Committee on the Traffic in Opium and the Health Committee having appointed a Mixed Sub-Committee entrusted with the examination of certain medical problems concerning narcotic drugs, it would be useful if this Sub-Committee should meet during the sessions of the Advisory Committee in order that the latter might be able to consult it on questions within its competence.

Consequently, the Mixed Sub-Committee requests its Chairman to take all the necessary steps to give effect to this recommendation.

VIII. The Mixed Sub-Committee decides to appoint Professor Knaffl-Lenz as expert on the Committee.