

Contents.

- ✓ 1. Advisory Committee on the Traffic in Opium -
Supplementary Report. 1922. pp. 1- 2.
- ✓ 2. Traffic in Opium and other Dangerous Drugs -
Report of the Fifth Commission as submitted
by the Rapporteur the Delegate of Norway.
1922. pp. 3- 8.
- ✓ 3. International Opium Convention signed at the
Hague, Jan. 23rd, 1912. Protocols of
Cloture. 1923. pp. 9- 31.
- ✓ 4. Advisory Committee on Traffic in Opium -
Rules of Procedure. 1923. p. 32
- ✓ 5. Advisory Committee on Traffic in Opium and
other Dangerous Drugs - Report to the Council
on the Work of the 5th Session (May 24th to
June 7th, 1923.) 1923. pp. 33- 39.
- ✓ 6. Mixed Sub-Committee of the Health Committee and
of the Advisory Committee on Traffic in
opium - Minutes of the 2nd Session. 1923. pp. 40- 49.
- ✓ 7. Traffic in Opium and other Dangerous Drugs -
Report of the 5th Committee to the Assembly.
1923. pp. 50- 51.
- ✓ 8. dto. Note by the Secretary-
General. 1924. pp. 52-
- ✓ 9. dto. - Measures suggested by
the Advisory Committee as a basis for the
deliberations of the 2nd Conference. 1924. pp. 53- 61.
- ✓ 10. dto. - Note-Explanatory of
the proposals contained in Document A.32.
(a) 1924 XI. (O.C.216.(5)). 1924. pp. 62- 66.
- ✓ 11. dto. - Measures suggested by
the Advisory Committee as a basis for the
deliberations of the 2nd Conference, November,
1924. pp. 67- 68.
- ✓ 12. dto. - Report to the Council on
the Work of the 6th Session, Aug. 4th to 14th,
1924. pp. 69- 80.
- ✓ 13. Traffic in Opium - Report of the 5th Committee
to the Assembly. 1922. pp. 81- 82.
- ✓ 14. Advisory Committee on Traffic in Opium and
other Dangerous Drugs - Report to the Council
on the Work of the 7th Session, Aug. 24th to
31st, 1925. pp. 83- 92.
- ✓ 15. Traffic in Opium - Report of the 5th Committee
to the 6th Assembly. 1925. pp. 93
- ✓ 16. Advisory Committee on Traffic in Opium and
other Dangerous Drugs - Summary of Annual
Reports. pp. 94-121.
- ✓ 17. - Report to the Council on the
Work of the 8th Session of the Committee,
May 26th to June 8th, 1926. pp.122-131.
18. - Resolutions adopted by the Assembly
at its meeting held on Sept. 21st, 1926. p.132

- ✓ 19. Traffic in Opium - Resolutions of the Assembly, the Council and the Advisory Committee on Traffic in Opium and other Dangerous Drugs. 1926. pp.153-162.
- ✓ 20. Advisory Committee on Traffic in Opium and other Dangerous Drugs. - Summary of Annual Reports. 1926. pp.163-196.
- ✓ 21. dto. - Report to the Council on the work of the 10th (Extraordinary) Session of the Committee, held at Geneva from September 28th to October 8th, 1927. pp.197-201.
- ✓ 22. dto. - Note by the Secretariat. 1927. pp.202
- ✓ 23. dto. - Summary of the production, manufacture and export statistics contained in document O.C.507. 1927. pp.203-212.
- ✓ 24. Opium and other Dangerous Drugs - Commission of Enquiry into the Production of Opium in Persia - Report to the Council. 1926. pp.215-241.
- ✓ 25. Commission of Enquiry into the Production of Opium in Persia. 1927. pp.242-255.
- ✓ 26. dto. - Letter from the Chairman of the Commission. pp.256-257.
- ✓ 27. Resolutions of the Assembly, the Council and the Advisory Committee on Traffic in Opium and other Dangerous Drugs from October 1926. (For previous resolutions see document O.C.492). 1929. pp.258-273.

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

A. 15 (a) 1922. XI.

Société des Nations.

Commission Consultative sur le Trafic de l'Opium.

RAPPORT SUPPLÉMENTAIRE

(approuvé par le Conseil le 2 septembre 1922) sur les travaux de la Commission à sa troisième session
(séance spéciale) tenue à Genève le 1^{er} septembre 1922.

League of Nations.

Advisory Committee on the Traffic in Opium.

SUPPLEMENTARY REPORT

on the work of the Committee during its third Session (Emergency Meeting) held at Geneva
on September 1st, 1922, (approved by the Council on September 2nd, 1922).

SOCIÉTÉ DES NATIONS.

COMMISSION CONSULTATIVE DU TRAFIC DE L'OPIUM.

RAPPORT DE LA COMMISSION CONSULTATIVE.

Séance spéciale tenue le 1er septembre 1922.

1. Lors de sa session de juillet, le Conseil a invité la Commission consultative à réviser un passage de son rapport concernant la situation de la Chine et lui a, sur ce point, renvoyé une proposition de nature à répondre aux exigences de la situation. Cette proposition avait obtenu l'assentiment du Gouvernement chinois et le Conseil était disposé à l'approuver. La proposition, sous sa forme complète, tenait compte de l'opinion que s'était formée la Commission sur la situation de la Chine et qu'exposait le rapport de la Commission tel qu'il a été publié. Elle tendait à ce que le Gouvernement chinois fût invité à procéder à des enquêtes plus approfondies sur la culture du pavot en Chine, de façon à pouvoir fournir à la Société un rapport plus digne de foi que celui auquel on s'attendait pour cette année. Le Gouvernement chinois était en outre prié de faire figurer dans la Commission d'enquête des représentants d'organisations telles que les Chambres de commerce et les Associations d'éducation. Enfin, la Commission d'enquête devait également être accompagnée d'un représentant de l'Association internationale pour la lutte contre l'opium (International anti-opium Association) de Pékin, qui serait autorisé à transmettre, par l'intermédiaire du Gouvernement chinois, un rapport de la Société, en complément du rapport général de la Commission d'enquête.

La Commission consultative croit comprendre qu'il faudra vraisemblablement désigner un certain nombre de commissions chargées de faire une enquête sur la situation des diverses provinces, comme cela fut fait lors de la saison dernière, et qu'en conséquence, la proposition signifie qu'un représentant de l'« International anti-opium Association » sera adjoint à chacune de ces commissions. Après un examen approfondi, et en tenant compte des circonstances présentes, la Commission consultative est disposée à recommander au Conseil d'adopter cette procédure. Il est bien entendu que, une telle enquête ne pouvant donner de résultat que si elle est faite pendant la saison où le pavot est en fleur, les arrangements nécessaires seront pris d'accord avec le Gouvernement chinois.

2. La Commission consultative a le regret de constater qu'un grand nombre de gouvernements n'ont pas encore répondu à la lettre du Secrétaire général, en date du 30 mai 1922, concernant la mise en vigueur du système de certificats d'importation, et que, parmi les gouvernements qui ont répondu à cette lettre, il n'y en a qu'un nombre relativement restreint qui aient nettement accepté d'appliquer ce système aux dates proposées par la Commission. Toutefois, le système en lui-même n'a soulevé d'objection de la part d'aucun gouvernement et son application prochaine et, autant que possible simultanée par tous les gouvernements, apparaît à la Commission comme étant de la plus haute importance.

Le seul moyen pratique d'exercer sur le trafic un contrôle efficace, consiste à obtenir de tous les pays qu'ils acceptent la mise en application immédiate du système de certificats d'importation et d'exportation.

En conséquence, la Commission recommande d'attirer de nouveau sur ce point l'attention de tous les gouvernements qui n'ont pas encore accepté de mettre le système en vigueur à une date fixe, et d'insister de la façon la plus pressante sur l'importance vitale de ce système, ainsi que sur la nécessité urgente qu'il y a à ce qu'il soit prochainement et universellement adopté.

3. La Commission avait été saisie d'une proposition du Comité d'hygiène de la Société, tendant à la création d'une sous-commission d'experts désignée par les deux organisations, en vue de faciliter les recherches ayant trait aux quantités de stupéfiants nécessaires pour les usages médicaux et scientifiques, et, en général, à toutes questions sur lesquelles la Commission consultative désirerait avoir l'opinion d'experts en matière médicale.

La Commission convient de l'utilité qu'il y a à nommer une sous-commission de ce genre, et, avec l'approbation du Conseil, elle désignera pour la représenter MM. J. Campbell et le Dr Anselmino.

Pour des considérations d'économie, la Commission estime que, dans la mesure du possible il y aurait lieu, lorsqu'une réunion de la sous-commission apparaîtra nécessaire, de la convoquer à l'époque des réunions de la Commission consultative.

Une grande partie des travaux de la sous-commission pourrait, sans aucun doute, s'effectuer par correspondance.

Le Président :

Malcolm DELEIVINGNE.

La Secrétaire :

Rachel E. CROWDY.

Le Vice-Président :

G. BOURGOIS.

1^{er} Septembre 1922.

LEAGUE OF NATIONS.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM.

REPORT OF ADVISORY COMMITTEE

Emergency Meeting held on September 1st, 1922.

1. 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 were 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 understand 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, are prepared to recommend to the Council the adoption of this course. It is understood that as the investigations can only be effective if made during the season of the year while the poppy is in flower, arrangements will be made by the Chinese Government accordingly.

2. The Advisory Committee notes with regret that a large number of Governments have not yet replied to the Secretary-General's letter of May 30th, 1922, on the subject of the introduction of the import certificate system, and that comparatively few of the Governments who have replied have definitely agreed to bring that system into force on the dates suggested by the Committee. No objections have been lodged by any Government to the system in itself, and its early, and, so far as possible, simultaneous, introduction by all Governments appears to the Committee of the utmost importance.

The only practical means of exercising effective control over the traffic is to secure the assent of all countries to the immediate introduction of the import and export certificate system.

The Committee therefore recommends that the attention of all Governments which have not yet agreed to bring the system into operation on a fixed date should again be invited to the matter, and that its vital importance should be emphasised as strongly as possible, as also the urgent necessity for the early and universal adoption of the system.

3. The Committee has had before it a suggestion from the Health Committee of the League that for the purpose of facilitating the investigation into the requirements of the drugs for medical and scientific purposes and any other investigations into questions on which the Advisory Committee may desire an expert medical opinion, an expert sub-committee of the two organisations should be formed.

The Committee concurs in thinking the appointment of such a sub-committee desirable, and if it is approved by the Council it would nominate as its representatives M. J. Campbell and Dr. Anselmino.

With a view to avoiding expense, the Committee thinks that, as far as possible, such meetings of the sub-committee as may be necessary should take place at the same time as the meetings of the Advisory Committee. Much of the work of the sub-committee could no doubt be conducted by correspondence.

(Signed) Chairman :

Malcolm DELAVINGNE.

Secretary :

(Signed) Rachel E. CROWDY.

Vice-Chairman :

G. BOURGOIS.

September 1st, 1922.

GENÈVE, le 16 septembre, 1922.

Société des Nations

TRAFIC DE L'OPIUM
ET AUTRES DROGUES NUISIBLES

RAPPORT

de la cinquième Commission présenté par le délégué de la Norvège,
rapporteur.

League of Nations

TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS

REPORT

of the Fifth Commission as submitted by the Rapporteur
the Delegate of Norway.

TRAFIC DE L'OPIMUM ET AUTRES DROGUES NUISIBLES

Rapport à la cinquième Commission présenté par le délégué de la Norvège, rapporteur

Dans le rapport dont elle avait été saisie par sa cinquième Commission, la deuxième Assemblée était informée que la Commission consultative du trafic de l'opium avait établi un questionnaire sur les mesures prises pour mettre en application la Convention de l'opium, et que ce questionnaire avait été envoyé par le Secrétariat aux différents gouvernements.

Après avoir étudié les réponses reçues, la Commission consultative, dans le rapport de cette année, a présenté un premier exposé des mesures adoptées en vue de l'exécution des accords sur le trafic de l'opium et autres drogues nuisibles.

Ce rapport, approuvé par le Conseil le 21 juillet 1922, a été soumis à la cinquième Commission de la troisième Assemblée. Il est rédigé avec une clarté admirable et, sous une forme condensée, il contient une multitude de faits. D'une part, tous ces faits attestent le grand intérêt que soulèvent dans le monde entier les questions étudiées et l'importance de la coopération internationale dans la lutte contre l'abus des stupéfiants; d'autre part, il témoigne des progrès très importants déjà réalisés pendant le court laps de temps qui s'est écoulé depuis que la Société des Nations a assumé le contrôle de la Convention de l'opium.

Il ne me serait pas possible de mentionner tous les problèmes que la Commission consultative a dû étudier; je bornerai donc mes observations aux questions dont dépend plus spécialement le succès de l'œuvre.

Les travaux de la Commission consultative, qui s'inspirent des principes généraux établis par la Convention de l'opium, visent, en particulier, un double objet: 1^o le contrôle effectif des exportations et des importations des drogues, et 2^o la limitation de la production des drogues aux besoins légitimes du monde. Le premier but peut être atteint immédiatement à la condition, *mais à la seule condition*, que tous les gouvernements soient disposés à adopter les mesures administratives nécessaires; pour atteindre le second, il faut tout d'abord recueillir soigneusement et examiner les statistiques de production et de consommation, et charger les autorités médicales de procéder à des enquêtes scientifiques minutieuses: sans être très considérables, je le crains, quelques progrès ont été cependant réalisés dans ce sens.

La cinquième Commission a eu, au cours de son examen de la question, l'assistance précieuse de sir Malcolm Delevingne, Président de la Commission consultative.

L'attention de la cinquième Commission s'est surtout portée sur certaines questions qui peuvent être groupées comme suit:

Ratifications.

Les Membres de la Société se souviennent que la deuxième Assemblée a prié instamment les pays qui n'étaient pas encore parties à la Convention de l'opium de 1912, de la ratifier et de la mettre en vigueur dans le plus bref délai possible. Depuis l'année dernière, en réponse à cet appel, un certain nombre de pays ont pris des mesures en conséquence. Mais il y a encore des Membres de la Société qui ne sont pas parties à la Convention et parmi eux se trouvent des pays que cette question intéresse profondément.

La Commission consultative insiste tout particulièrement dans son rapport sur l'importance que présente l'adhésion pleine et entière de la Suisse et de la Perse à la Convention.

La Suisse a maintenant répondu à l'appel pressant qui lui a été fait, en autorisant son représentant à la cinquième Commission, M. Ador, à faire la déclaration suivante:

« Le Conseil Fédéral a donné l'ordre à toutes les administrations intéressées de lui transmettre, au plus tard au 31 octobre, tous les documents nécessaires; il soumettra la Convention de 1912 à l'Assemblée fédérale pour approbation, au cours de sa session en décembre 1922. »

Jusqu'à présent, toutefois, la Perse¹, ainsi que l'Albanie, l'Argentine, la Colombie, Costa-Rica, l'Esthonie, le Luxembourg et le Paraguay ne se sont pas déclarés prêts à adhérer sans réserve à la

¹ Le délégué de la Perse fait savoir qu'il avait télégraphié à son Gouvernement lui demandant de ratifier la Convention de La Haye et de retirer les réserves faites par la Perse en ce qui concerne l'article 3a. La Commission espère que la réponse sera favorable.

Convention de l'opium. Le délégué du Chili a fait à la cinquième Commission une déclaration selon laquelle le ministre du Chili à La Haye a reçu les pouvoirs nécessaires pour ratifier la Convention. L'importance de cette adhésion est évidente, tout pays qui n'applique pas les stipulations de cette Convention étant exposé à devenir un centre de trafic illicite.

Parmi les pays qui ne sont encore ni Membres de la Société des Nations, ni parties à la Convention, le plus important, au point de vue de la question de l'opium, est la Turquie. La Commission insiste par conséquent auprès du Conseil sur la nécessité de maintenir, dans tout nouveau traité à conclure avec la Turquie, les clauses du Traité de Sèvres obligeant la Turquie à ratifier la Convention de l'opium.

Certificats.

Une mesure très importante proposée par la Commission consultative et approuvée à l'unanimité par la seconde Assemblée est celle de l'introduction du système des certificats d'importation.

La Commission consultative a constaté avec regret qu'il n'avait été fait jusqu'ici que bien peu de progrès dans la voie de l'adoption de ce système et elle ajoute « qu'il semble y avoir eu quelque malentendu sur le caractère du certificat que doit délivrer le gouvernement du pays importateur. D'après ce système, l'importateur de stupéfiants doit être muni, pour toute quantité importée, d'un certificat délivré par son gouvernement, déclarant que le dit gouvernement approuve l'importation et que les produits importés sont destinés uniquement à des besoins médicaux ou scientifiques (ou bien, dans le cas d'opium brut, à des besoins légitimes). Certains gouvernements semblent avoir compris qu'ils devaient garantir qu'il ne serait fait aucun usage illégitime des drogues importées. Il est évident qu'il est impossible de donner une garantie absolue de ce genre. Tout ce que l'on demande, c'est que le gouvernement s'assure que les importations restent dans les limites des besoins légitimes du pays, et que les personnes sollicitant le permis d'importation font légalement le commerce des drogues et jouissent d'une réputation honorable.

Le succès de ce système dépend entièrement de son application générale. Il est certain que, si quelques Etats l'adoptent tandis que d'autres ne l'adoptent pas, les acheteurs étrangers auront tendance à passer commandes dans les Etats où ils pourront obtenir les stupéfiants sans qu'il soit nécessaire de fournir un « certificat d'importation ». Certains gouvernements qui ont introduit le système se plaignent déjà que les négociants des pays qui n'ont pas adopté le système se trouvent avantagés contre toute justice.

La mise en application du système serait grandement facilitée si l'on pouvait lui assigner une date fixe. La Commission consultative avait d'abord proposé le 1^{er} septembre de l'année courante, mais cette date ayant été reconnue impossible, la Commission espère que le système pourra être mis en application générale au plus tard le 1^{er} janvier 1923 (Résolution 1).

Mais, même si le système des certificats d'importation était adopté et appliqué par tous les pays qui sont parties à la Convention de l'opium, des difficultés pourraient surgir du fait que d'importants pays exportateurs n'ont pas encore adhéré à la Convention. Pour surmonter ces difficultés, la cinquième Commission est d'avis que le système des certificats devrait être étendu et que le gouvernement d'un pays importateur ne devrait pas délivrer de certificats d'importation si le pays exportateur n'a pas déjà signé la Convention et n'a pas mis en vigueur le système des certificats. Reconnaisant cependant la nature compliquée et technique des questions soulevées, la Commission estime que le sujet doit être étudié en détail par la Commission consultative avant qu'une décision soit prise, et que cette étude devrait avoir lieu à la date la plus rapprochée possible (Résolution 2). En fait, le système des certificats d'importation, bien qu'il ait été unanimement approuvé par la seconde Assemblée, n'a été adopté que par la moitié des Membres de la Société¹.

Etant donné l'urgence de la question, la cinquième Commission a proposé, comme mesure pratique, que les délégués actuellement présents à l'Assemblée se mettent immédiatement en rapports avec leurs gouvernements respectifs pour leur demander une décision immédiate.

Les Délégués de Cuba et de Suède ont fait à la cinquième Commission une déclaration selon laquelle leurs pays adopteront le système de Certificats d'Importation.

Consommation des drogues.

La Commission approuve pleinement les mesures que le Conseil a prises pour parvenir à déterminer les besoins légitimes des divers pays. L'enquête s'est développée dans deux directions différentes. En premier lieu, le Comité d'hygiène, conformément à la décision du Conseil approuvée l'année dernière par l'Assemblée, a procédé à une enquête scientifique sur les quantités de morphine, d'héroïne et de cocaïne normalement employées pour des usages médicaux dans des pays européens. Cette enquête n'a pas donné jusqu'ici de résultats précis; mais la Commission estime qu'il importe au plus haut point de la poursuivre et de la hâter. Elle approuve la proposition émise dans le rapport additionnel de la Commission consultative en vue de la désignation d'une sous-commission mixte par la Commission de l'opium et le Comité d'hygiène. Cette sous-commission serait

¹ Les membres suivants de la Société n'ont pas encore adopté le système :

Argentine	Esthonie	Perse
Australie	Finlande	Pérou
Bolivie	Guatemala	Roumanie
Brésil	Honduras	Salvador
Chili	Libéria	Etat Serbe-
Colombie	Liechtenstein	Croate-Slovene
Costa-Rica	Nicaragua	Suède
Danemark	Panama	Uruguay
Espagne	Paraguay	Venezuela

chargée d'examiner la question. En second lieu, le Conseil, sur le vœu de la Commission consultative, a invité tous les gouvernements à lui fournir des estimations de leurs besoins annuels en drogue. Ces estimations, si rudimentaires et si approximatives qu'elles soient, permettraient d'établir une estimation provisoire de la consommation du monde entier et indiqueraient les nouvelles mesures de contrôle de la production qu'il serait nécessaire d'étudier.

La Commission propose que ces estimations soient accompagnées d'un exposé de la méthode qui a permis de les établir. La Commission espère qu'il sera possible aux gouvernements de les fournir en temps voulu pour que la Commission consultative puisse les examiner et les discuter lors de sa session du printemps prochain et préparer une estimation provisoire et un projet destinés à être soumis à la prochaine session de l'Assemblée.

Une connaissance approximative des quantités de drogues nécessaires aux besoins légitimes doit constituer la base du contrôle et de la limitation de la production des drogues. Tant que les drogues nuisibles seront produites en quantités supérieures aux besoins légitimes, il est à craindre que l'excédent ne s'écoule par des voies illicites. Le contrôle de la production, en vue de la restreindre aux quantités nécessaires aux besoins médicaux et légitimes, constituera donc la méthode la plus efficace pour réprimer le trafic illicite. Ce contrôle de la production des stupéfiants figure déjà dans la Convention de 1912 (partie III, article 9) et les mesures sont actuellement prises pour donner effet à l'article visé. Etant donné l'urgence de la question, la cinquième Commission estime qu'il importe d'attirer une fois de plus l'attention des divers gouvernements sur l'importance d'une coopération complète et immédiate avec la Commission consultative, cette coopération consistant à fournir tous les renseignements requis. La cinquième Commission a adopté une résolution à ce sujet (Résolution 3).

Il pourrait être fait brièvement mention, à ce propos, d'une question soulevée devant la Commission, au sujet de l'importation de l'opium à Hong-Kong. L'usage de l'opium à fumer est encore permis à Hong-Kong, ainsi que dans d'autres possessions d'Extrême-Orient des puissances européennes. Mais, conformément au chapitre 2 de la Convention de l'opium, cette consommation, en attendant la suppression complète, est soumise à un règlement officiel rigoureux. Elle a été ainsi considérablement réduite. L'attention de la Commission a été attirée sur un projet du gouvernement de Hong-Kong qui compte augmenter les importations d'opium brut de 10 à 20 caisses par mois. Le représentant britannique a expliqué que dans le cas présent l'augmentation de l'importation n'impliquait pas une augmentation de la consommation. A la fin de 1919, les importations avaient été réduites d'un seul coup de 45 à 10 caisses et l'on avait trouvé que cette réduction avait été trop subite; la consommation s'était élevée en réalité à beaucoup plus de 10 caisses, la différence ayant été comblée à l'aide des stocks de réserve, maintenant épuisés. Les importations complémentaires n'étaient nécessitées que par les besoins normaux de la consommation. Le Gouvernement britannique s'est engagé, si la Commission consultative le recommande, au printemps prochain, à limiter l'approvisionnement d'opium mis en vente à Hong-Kong de telle manière que la consommation moyenne n'excéderait pas, d'ici la fin de 1923, la consommation moyenne des trois dernières années estimée aussi exactement que possible.

Statistiques.

La Commission désire attirer l'attention sur la grande importance qu'il y aurait à ce que les renseignements les plus complets possibles soient fournis par tous les gouvernements sur la quantité de drogues produite, fabriquée, importée, exportée, distribuée ou consommée dans leurs pays respectifs.

La Commission consultative fait remarquer qu'elle n'a pas pu fournir un rapport complet sur le contrôle du trafic des drogues dangereuses, question de si grande importance pour les pays d'Europe comme pour ceux d'Orient, pour cette raison que les statistiques concernant la fabrication, la distribution, etc., fournies par les gouvernements ont été très incomplètes. Une demande spéciale a été adressée par le Conseil aux gouvernements, pour les prier de compléter tout au moins les statistiques sur la fabrication de la cocaïne, etc., dans le plus bref délai possible; mais jusqu'à présent, la Commission regrette de le dire, cet appel n'a donné que très peu de résultats. La Commission a appris également que, jusqu'à présent, quatre pays seulement ont envoyé le rapport annuel pour 1921 sur le trafic, à savoir: la Grande-Bretagne, le Canada, la France et l'Italie; certains de ces rapports ne contiennent pas les statistiques de fabrication. Il est évident que l'œuvre de la Commission consultative se trouvera considérablement entravée, si ces renseignements ne sont pas fournis, et la Commission exprime l'espoir qu'en tout cas, les statistiques complètes, à la fois sur la cocaïne, la morphine et leurs dérivés, seront recueillies et transmises par les gouvernements, en ce qui concerne l'année courante, avant que la Commission consultative ne se réunisse au printemps prochain; elle espère également qu'il sera encore possible aux divers gouvernements de recueillir les statistiques sur la production ou la fabrication pour 1921 et, si possible, pour les années précédentes.

Contrôle du trafic dans les ports francs.

La cinquième Commission a pris acte de la résolution adoptée par la Commission consultative et technique des communications et du transit dans sa troisième session:

« La Commission des communications et du transit, saisie par la Commission de l'opium de la question du contrôle du trafic de l'opium dans les ports francs, indique tout d'abord, afin d'éviter les malentendus possibles, que le régime des ports francs,

régime essentiellement et exclusivement douanier, ne saurait faire obstacle à l'application de mesures spéciales de police, notamment en ce qui concerne la surveillance des matières dangereuses ou des stupéfiants, sous la réserve que ces mesures n'aient pas pour effet d'apporter des entraves au régime de liberté commerciale et industrielle que les ports francs ont pour but de développer.

« La Commission des communications et du transit, en portant ces observations à la connaissance de la Commission de l'opium, lui fait connaître qu'elle met à l'étude les mesures de police qui pourraient être prises dans le sens qui vient d'être indiqué. »

« De plus, en vue d'entreprendre l'étude de cette question, la Commission des communications et du transit, agissant en collaboration avec la Commission de l'opium, a décidé la création d'une sous-commission spéciale composée de MM. de Aguëro y Bethancourt, président, Chargueraud, Holck-Colding, Montarroyos, Stievenard et Tcheou-Wei. »

Coopération générale.

Nous venons d'esquisser le programme et les progrès de l'œuvre très importante entreprise par la Société des Nations en vue de réglementer le trafic et de supprimer l'abus des drogues nuisibles. Il reste cependant une question à mettre en lumière. Il sera évident pour tous les membres de l'Assemblée que, si nous devons mener à bien ce vaste programme, il faudra que la Commission consultative puisse compter sur la coopération de tous les pays particulièrement intéressés à la culture, à la fabrication et à la distribution des drogues.

Parmi les pays qui sont à la fois Membres de la Société des Nations et parties à la Convention, l'Etat serbe-croate-slovène, bien qu'il ait été invité par le Conseil à envoyer un représentant à la Commission consultative, n'a pas accepté jusqu'ici cette invitation. Le délégué de l'Etat serbe-croate-slovène à la cinquième Commission a cependant déclaré, avec l'autorisation de son gouvernement, que celui-ci était disposé à envoyer un représentant à la prochaine session de la Commission consultative.

La coopération de certains pays qui ne sont pas encore Membres de la Société est également de la plus haute importance. L'Allemagne nous a fourni son aide en désignant, pour siéger à la Commission consultative, un membre dont les services ont été de la plus haute valeur. Mais les Etats-Unis d'Amérique, qui sont déjà parties à la Convention et qui sont l'un des pays importateurs et fabricants les plus importants du monde, n'ont pas encore donné leur collaboration.

La cinquième Commission souscrit pleinement au vœu exprimé par la Commission consultative que l'on puisse, d'ici peu, s'assurer cette collaboration. La Commission est si pénétrée de l'urgence de cette question, qu'elle se permet de proposer une résolution priant le Conseil d'inviter formellement le Gouvernement des Etats-Unis à déléguer un représentant à la Commission consultative (résolution 5).

Les résolutions proposées à l'Assemblée par la cinquième Commission et exprimant les opinions ci-dessus exposées sont les suivantes :

1. L'Assemblée, convaincue que le moyen le plus pratique d'exercer un contrôle sur le trafic des drogues nuisibles consiste en un système de certificats d'importation et d'exportation et estimant, d'autre part, que seules des mesures d'ordre international peuvent permettre le succès de ce système, insiste auprès de tous les gouvernements sur la nécessité absolue d'adopter sans délai ce système de certificats d'importation et d'exportation.

2. La Commission est d'avis que les gouvernements, parties à la Convention internationale de l'opium, doivent être priés de consentir à ne pas délivrer de licences pour l'importation d'opium, ou d'autres drogues auxquelles s'applique la Convention, en provenance de pays qui n'auraient pas encore ratifié et mis en vigueur la Convention et qui n'auraient pas encore adopté le système de contrôle des exportations et des importations approuvé par l'Assemblée au paragraphe 1 (3) de la résolution adoptée le 30 septembre 1921 et approuvée précédemment par le Conseil le 28 juin 1921.

La Commission considère cette question comme importante et urgente, mais, reconnaissant la nature compliquée et technique des points soulevés, elle est d'avis que le sujet devrait être étudié en détail par la Commission consultative sur le trafic de l'opium avant que des mesures précises ne soient prises. La Commission recommande, en conséquence, que l'Assemblée prie le Conseil de convoquer la Commission consultative de l'opium aussitôt que possible, afin d'étudier la question et, dans le cas où cette Commission se prononcerait en faveur de la proposition, que le Conseil soit prié de donner suite aux recommandations de la Commission consultative dans la forme approuvée par le Conseil à la date la plus rapprochée possible et sans en référer davantage à l'Assemblée, si le Conseil juge inutile cette procédure.

3. L'Assemblée, estimant que la première chose nécessaire pour limiter à des usages légitimes la production mondiale des drogues nuisibles est la connaissance des quantités de drogues nécessaires à chaque pays, pour sa consommation intérieure, prie instamment les gouvernements de fournir les relevés qui leur sont demandés, le plus rapidement et le plus exactement possible. Les divers gouvernements devront, pour permettre les comparaisons, exposer clairement le système adopté pour arriver aux chiffres donnés et fourniront un état complémentaire indiquant la consommation par 100.000 habitants.

4. L'Assemblée de la Société des Nations désire insister de nouveau sur l'avis exprimé dans le rapport de la Commission consultative que, tant que les drogues auxquelles s'applique la partie III, particulièrement l'article 9 de la Convention de l'opium, sont produites en quantités supérieures aux besoins légitimes, il y a grand danger que le surplus prenne des voies illégitimes, et que la méthode la plus efficace pour mettre un terme au trafic illicite consiste à contrôler la production de façon à la limiter à la quantité nécessaire pour les besoins médicaux et légitimes; l'Assemblée recommande que l'enquête qui se poursuit actuellement sur les besoins légitimes du monde soit poussée aussi rapidement que possible et exprime l'espoir qu'une estimation et qu'un projet provisoire pourront être soumis l'an prochain à l'Assemblée.

5. L'Assemblée, convaincue de l'urgente nécessité d'assurer la coopération la plus complète possible dans l'œuvre de la Commission consultative sur le trafic de l'opium et autres drogues nuisibles;

Considérant, d'autre part, que les Etats-Unis d'Amérique sont, au point de vue des importations et de la fabrication, l'un des pays les plus importants;

Recommande au Conseil de la Société des Nations d'adresser une invitation pressante au Gouvernement des Etats-Unis pour qu'il désigne un délégué qui siégera à la Commission.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

Report of the Fifth Commission as submitted by the Rapporteur the Delegate of Norway.

In the report laid before it by its Fifth Commission, the Second Assembly was informed that the Advisory Committee on Traffic in Opium had drawn up a Questionnaire as to the measures taken to carry out the Opium Convention, and that this Questionnaire had been sent by the Secretariat to the various Governments. Basing itself upon the answers received, the Advisory Committee has, in its report of this year, given a preliminary survey of the execution of the agreements with regard to the traffic in opium and other dangerous drugs.

This Report, approved by the Council on July 21st, 1922, was laid before the Fifth Commission of this Assembly. In an admirably clear and, at the same time, concentrated form, it contains a multitude of facts, all proving on the one hand the great and general interest of the questions and the importance of international co-operation in this campaign against the abuse of dangerous drugs, and proving also on the other hand the very important progress already reached during the short time which has passed since the supervision of the opium Convention was undertaken by the League of Nations.

It would not be possible for me to refer to all the questions which the Advisory Committee has had to consider, and I desire to concentrate my observations on the points on which, at the moment, the progress of the work more immediately depends.

Following the general lines laid down in the Opium Convention, the work of the Advisory Committee is being directed towards two objects in particular, viz.: (1) the effective control of exports and imports of the drugs, and (2) the limitation of the production of the drugs to the world's legitimate needs. The attainment of the first object is immediately possible if, *but only* if all the Governments are prepared to take the necessary administrative measures; the second object involves the careful collection and examination of statistics of production and consumption, and careful scientific inquiry by the medical authorities, with which some though I am afraid no very considerable progress has already been made.

The Fifth Commission has, during its consideration of the Opium Question, enjoyed the valuable assistance of Sir Malcolm Delevingne, the Chairman of the Advisory Committee. The Commission has been engaged especially with certain matters which may be grouped as follows:

Ratifications.

The Members of the League will remember that the Second Assembly urged on every country not yet a Party to the Opium Convention of 1912, that it should ratify and put it into force with the least possible delay. Since last year a certain number of countries have taken action in response to this appeal. But there are still Members of the League which are not Parties to the Convention, and among them we find countries which are deeply concerned in this question.

The Advisory Committee mentions in its Report especially the importance of Persia and Switzerland becoming full Parties to the Convention. Switzerland has now responded to the pressing appeal made to it, by authorising its representative in the Fifth Commission, Monsieur Ador, to make the following declaration:

"The Federal Council has instructed all the administrations concerned to forward to it not later than October 31st, all necessary documents; it will submit the Convention of 1912 to the Federal Assembly for its approval during its session in December 1922."

Up to the present, however, Persia¹, together with Albania, Argentine, Colombia, Costa Rica, Esthonia, Luxemburg and Paraguay have not declared themselves ready to adhere without reservation to the Opium Convention. The delegate of Chile made a statement to the Fifth Commission to the effect that the Chilean Minister at The Hague had been given the necessary powers

¹ The Delegate of Persia stated that he had telegraphed to his Government asking it to ratify the Hague Convention and to withdraw the reservation made by Persia as to Article 3a. The Commission hopes that a favourable reply will be received.

to ratify the Convention. The importance of such adhesion is evident, any country which does not apply the provisions of this Convention being liable to become a centre of illicit traffic.

Of the countries not yet Members of the League or Parties to the Convention, the most important for the present purpose is Turkey. The Advisory Committee therefore has urged upon the Council the desirability of retaining in any new Treaty which may be made with Turkey, the provision of the Treaty of Sèvres, which obliged Turkey to ratify the Convention.

Certificates.

A very important step proposed by the Advisory Committee and unanimously approved by the Second Assembly is that of the introduction of the system of Importation Certificates.

The Advisory Committee regrets, however, that up to the present very little progress has been made with the adoption of this system and adds that a certain amount of misapprehension seems to have existed as to the nature of the certificate required to be given by the Government of an importing country.

The system requires an importer of the drugs to obtain from his Government in the case of each consignment imported, a certificate that the import of that consignment is approved by the Government and is required solely for medicinal or scientific (or in the case of raw opium, for legitimate) purposes. Some Governments appear to have understood that this meant they had to guarantee that no illegitimate use would be made of the drugs when imported. An absolute guarantee of this kind cannot be given. All that is required or expected is that the Government should be satisfied that the imports are within the limits of the legitimate requirements of the country and that the persons applying for permission to import are persons engaged in carrying on a legitimate trade in the drugs and are of good repute.

The success of this system depends entirely upon its being generally adopted. It is obvious that if some States adopt the system and others not, foreign buyers will tend to send their orders to the States from which they can obtain the drugs without the necessity of furnishing an "import certificate." Complaints are already being received by Governments of countries which have introduced the system that the traders in those countries which have not adopted the system are enjoying unfair and preferential advantages.

It would greatly facilitate the application of the system if a fixed date could be arranged on which it should come into effect. The Advisory Committee first suggested September 1st of this year but this having proved impossible the Commission hopes that the system may be generally introduced not later than January 1st, 1923 (Resolution 1).

But even if the system of Importation Certificates is adopted and introduced by all countries parties to the Opium Convention, difficulties may still arise from the fact that important exporting countries have not yet adhered to the Convention. In order to meet such difficulties, the Fifth Commission inclines to the view that the certificate system should be extended and that the Government of an importing country should not issue an import certificate unless the exporting country has already signed the Convention and put the certificate system into force. Recognising, however, the complicated and technical character of the issues involved, the Committee considers that the matter should be studied in detail by the Advisory Committee before a decision is taken, and that this should be done at the earliest date possible (Resolution 2).

As a matter of fact the Importation Certificate system, notwithstanding that it was unanimously approved by the Second Assembly, has as yet been adopted by not more than one half of the Members of the League.¹

In view of the urgency of this matter the Fifth Commission has proposed as a practical measure that the delegates now present at the assembly should at once communicate with their respective Governments and ask for an immediate decision.

During the meeting of the Commission the Delegates of Cuba and Sweden announced that they had received communications from their Governments to the effect that they accepted the Importation Certificates system.

Consumption of the Drugs.

The Commission concurs fully in the steps which the Council has taken for arriving at a determination of the legitimate requirements of the various countries. Two lines of enquiry are being followed. In the first place, the *Health Committee* in accordance with the decision of the Council approved by the Assembly last year, has been engaged in a scientific enquiry into the amount of morphine, heroin and cocaine used for medical purposes under ordinary conditions in European countries. This has not so far yielded any definite results, but the Commission are of opinion that it is very important the enquiry should be continued and pressed forward as rapidly as possible. They concur in the suggestion mentioned in the Supplementary Report of the Advisory

¹ The following Members of the League have not yet adopted the system :

Argentina	Finland	Peru
Australia	Guatemala	Rumania
Bolivia	Honduras	Salvador
Brazil	Liberia	Serb-Croat-Slovene State
Chile	Lichtenstein	Spain
Colombia	Nicaragua	Sweden
Costa Rica	Panama	Uruguay
Denmark	Paraguay	Venezuela.
Esthonia	Persia	

Committee for the appointment of a joint sub-committee of the Opium Committee and the Health Committee for the consideration of the matter. In the second place, the Council, on the recommendation of the Advisory Committee has invited all the Governments to furnish estimates of their annual requirements of the drugs. These estimates, however rough and approximate, will enable a provisional estimate of the world's legitimate consumption to be formed and the necessity of further measures for the control of production to be considered. The Commission suggest that these estimates should be accompanied by a statement of the system adopted in arriving at the estimate. The Commission hopes that it will be possible for the Governments to supply these estimates in time for their examination and consideration by the Advisory Committee at its meeting next spring and for the preparation of a provisional estimate and scheme for submission to the next meeting of the Assembly.

An approximate knowledge of the legitimate requirements for the drugs will form a basis for the control and limitation, also of the production of the drugs. As long as the dangerous drugs are produced in quantities exceeding the legitimate requirements, a great danger exists that the surplus will find its way into illegitimate channels. A control of production so as to limit it to the amount required for medical and legitimate purposes will therefore be the most effective way of putting a stop to the illicit traffic.

Such control of the production of dangerous drugs is embodied already in the Convention of 1912 (Part III, Article 9) and steps are already being taken to give effect to this Article. In view of the urgency of this matter the Fifth Commission thinks it necessary once again to draw the attention of the various Governments to the importance of a full and prompt co-operation with the Advisory Committee in giving all the information required. The Fifth Commission adopted a resolution on the subject. (Resolution 3).

While dealing with the consumption of drugs a brief reference may be made to a question raised in the Commission as to the import of opium into Hong-Kong. The use of opium for smoking is still permitted in Hong-Kong, as in other of the Far Eastern possessions of European Powers but in accordance with Chapter II of the Opium Convention it is placed under strict Government regulations, pending complete suppression, and has been greatly restricted. The attention of the Commission was called to the fact that the Government of Hong-Kong was proposing to increase its imports of raw opium from 10 to 20 chests a month. The British Representative explained that in this case, an increased import would not mean any increase available for consumption.

At the end of 1919 the imports had been reduced at one stroke from 45 chests to 10, but this reduction had been found to be too sudden and the consumption had in fact been considerably more than 10 chests, the balance being drawn from reserve stocks which were now depleted. The additional imports were only required to maintain the existing rate of consumption. The British Government gave an undertaking that, if the Advisory Committee should so recommend it next spring, the supply of opium placed on sale in Hong-Kong would be so limited that the average consumption from now until the end of 1923 would not exceed the average consumption of the last few years, on the closest estimate which could be made.

Statistics.

The Commission desires to call attention to the great importance of the fullest possible information being supplied by all the Governments of the amounts of the drugs produced, manufactured, imported, exported, distributed or consumed in their respective countries. The Advisory Committee point out that they have been unable to report fully on the control of the traffic in dangerous drugs which is a question of so great importance for European as well as for Oriental countries, because the statistics of manufacture, distribution, etc., furnished by the Governments were very incomplete. A special request has been addressed by the Council to the Governments to complete at any rate the statistics on the manufacture of cocaine, etc., with the least possible delay, but so far, the Commission regret to say, this appeal has had very little result. They also understand that so far, only four countries have made the Annual Report on the traffic, in respect of the year 1921, viz. Great Britain, Canada, France and Italy, and not all of these contain statistics of manufacture. It is evident that the work of the Advisory Committee will be greatly hindered if this information is not furnished and the Commission express the hope that at any rate full statistics will be obtained and furnished by the Governments in respect of the current year before the Advisory Committee meets next spring, both of cocaine and of morphine and their derivatives, and they also hope that it may still be possible for the Governments to take steps to collect the statistics of production or manufacture for 1921 and possibly for preceding years.

Control of the Traffic at Free Ports.

The Fifth Commission has taken note of the Resolution adopted by the Advisory and Technical Committee for Communications and Transit at its Third Session.

"The Committee for Communications and Transit, having been informed by the Opium Committee regarding the question of the control of the opium traffic in free ports, points out in the first place, in order to avoid possible misunderstanding, that the regime of free ports -- which is essentially and exclusively a customs regime -- would not form an obstacle to the application of special police measures, particularly as regards

the supervision of harmful and narcotic substances, provided that such measures do not cause any hindrance to the regime of commercial and industrial freedom which it is the object of the free ports to develop.

"In bringing these observations to the notice of the Opium Committee, the Committee for Communications and Transit informs it that it is considering what police measures might be taken for the above-mentioned purpose.

"Further, with a view to entering upon the study of this question, the Committee for Communications and Transit, acting in co-operation with the Opium Committee, has decided to appoint a special sub-Committee composed of MM. de Aguero y Bethancourt, Chairman, Chargeraud, Holck-Colding, Montarroyos, Stievenard and Tcheou-Wei."

General co-operation.

The programme as well as the progress of the very important work undertaken by the League in regulating the traffic and suppressing the abuse of dangerous drugs, has now been outlined. One point, however, remains to be emphasised. It will be evident to every Member of the Assembly that, if we are to carry through this great programme, we must, in the Advisory Committee, have the co-operation of all countries which are specially concerned in the cultivation, manufacture and distribution of the drugs.

Among the countries which are both Members of the League and parties to the Convention, the Serb-Croat-Slovene State, although invited by the Council to send a representative to the Advisory Committee, has not so far accepted the invitation. The delegate for the Serb-Croat-Slovene State on the 5th Commission has, however, with the authorisation of his Government, declared that it is ready to send a representative to the next session of the Advisory Committee.

Of the utmost importance is also the co-operation of certain countries not yet Members of the League. Germany has given us her help by appointing to the Advisory Committee a member whose services have been invaluable. But the United States of America, which is a party to the Convention and which is one of the largest importing and manufacturing countries in the world, is not yet co-operating.

The Fifth Commission fully endorse the hope expressed by the Advisory Committee that means may be found before long to obtain this co-operation. It feels, indeed so deeply the urgency of this matter that it ventures to propose a resolution in which the Council is asked formally to invite the United States Government to appoint a member to the Advisory Committee (Resolution 5).

The *Resolutions* laid before the Assembly by the Fifth Commission, expressing the views here explained, are the following:

1. The Assembly, being convinced that the most practical means of exercising control over the traffic in dangerous drugs is by means of the import and export certificate system, and believing that only international action can make this system a success, urges on all Governments the vital necessity of adopting this Import and Export certificate system without delay.

"2. The Commission inclines to the view that the Governments which are Parties to the International opium Convention should be asked to agree not to issue licences for the import of opium, or the other drugs to which the Convention applies, from any country which has not yet ratified and put into force the Convention, and adopted the system for the control of exports and imports approved by the Assembly in paragraph 1 (3) of the Resolution adopted on September 30th, 1921, and previously approved by the Council on June 28th, 1921. The Commission considers this question important and urgent, but, recognising the complicated and technical character of issues involved, it is of opinion that the matter should be examined in detail by the Advisory Committee of the League on Traffic in Opium, before any definite action is taken. It therefore recommends that the Assembly should request the Council to convene a meeting of the Opium Advisory Committee, as soon as possible, to study the question, and should that Committee report in favour of the proposal, that the Council should be asked to act on the recommendations of the Advisory Committee in the form approved by the Council, at the earliest possible date, and without further reference to the Assembly if the Council considers such reference unnecessary.

"3. The Assembly, being of the opinion that the first steps necessary in limiting the world's supply of dangerous drugs to legitimate uses is a knowledge of the amount of drugs required by each country for internal consumption, urges the Governments to supply the returns asked for with the least possible delay and with the greatest accuracy in their power. The various Governments should, with a view to allowing comparison to be made, state clearly the system adopted in arriving at the estimate, and should supply a secondary statement showing estimated consumption per 100,000 inhabitants.

"4. The Assembly of the League of Nations again desires to emphasise the view expressed in the Report of the Advisory Committee that as long as the drugs to which Part III, particularly Article IX, of the opium Convention, applies are produced in quantities exceeding the legitimate requirements, there is a great danger that the surplus will find its way into illegitimate channels, and that the control of production, so as to limit it to the amount required for medical and legitimate purposes, is the most effective method of putting a stop to the illicit traffic; it recommends that the enquiry now pro-

ceeding into the world's legitimate requirements should be pressed forward as rapidly as possible, and expresses the hope that a provisional estimate and scheme will be submitted to the Assembly next year.

"5. The Assembly, convinced of the urgent necessity of securing the fullest possible co-operation in the work of the Advisory Committee on Traffic in Opium and other dangerous drugs, and considering the fact that the United States of America is one of the most important manufacturing and importing countries, recommends to the Council of the League that it should address a pressing invitation to the Government of the United States to nominate a member to serve on the Committee.

GENÈVE, le 3 avril 1923.

SOCIÉTÉ DES NATIONS

CONVENTION INTERNATIONALE
DE L'OPIUM

Signée à La Haye, le 23 janvier 1912.

PROTOCOLES DE CLOTURE

Signés à La Haye le 23 janvier 1912, le 9 juillet 1913 et le 25 juin 1914.

LEAGUE OF NATIONS

INTERNATIONAL OPIUM CONVENTION

Signed at The Hague, January 23rd, 1912.

PROTOCOLS OF CLOTURE

Signed at The Hague on January 23rd, 1912 ; July 9th, 1913 ; and June 25th, 1914.

SOCIÉTÉ DES NATIONS

CONVENTION INTERNATIONALE DE L'OPIMUM

SIGNÉE A LA HAYE, LE 23 JANVIER 1912.

SA MAJESTÉ L'EMPEREUR D'ALLEMAGNE, ROI DE PRUSSE, au nom de l'EMPIRE ALLEMAND ; le PRÉSIDENT DES ETATS-UNIS D'AMÉRIQUE ; SA MAJESTÉ L'EMPEREUR DE CHINE ; le PRÉSIDENT DE LA RÉPUBLIQUE FRANÇAISE ; SA MAJESTÉ LE ROI DU ROYAUME-UNI DE GRANDE-BRETAGNE ET D'IRLANDE ET DES TERRITOIRES BRITANNIQUES AU DELA DES MERS, EMPEREUR DES INDES ; SA MAJESTÉ LE ROI D'ITALIE ; SA MAJESTÉ L'EMPEREUR DU JAPON ; SA MAJESTÉ LA REINE DES PAYS-BAS ; SA MAJESTÉ IMPÉRIALE LE SHAH DE PERSE ; LE PRÉSIDENT DE LA RÉPUBLIQUE PORTUGAISE ; SA MAJESTÉ L'EMPEREUR DE TOUTES LES RUSSIES ; SA MAJESTÉ LE ROI DE SIAM,

Désirant marquer un pas de plus dans la voie ouverte par la Commission internationale de Shanghai de 1909 ;

Résolus à poursuivre la suppression progressive de l'abus de l'opium, de la morphine, de la cocaïne, ainsi que des drogues préparées ou dérivées de ces substances donnant lieu, ou pouvant donner lieu, à des abus analogues ;

Considérant la nécessité et le profit mutuel d'une entente internationale sur ce point ;

Convaincus qu'ils rencontreront dans cet effort humanitaire l'adhésion unanime de tous les Etats intéressés ;

Ont résolu de conclure une convention à cet effet, et ont nommé pour leurs plénipotentiaires, à savoir :

SA MAJESTÉ L'EMPEREUR D'ALLEMAGNE, ROI DE PRUSSE :

Son Excellence M. Félix DE MÜLLER, son Conseiller intime actuel, son Envoyé extraordinaire et Ministre plénipotentiaire à La Haye ;

M. DELBRÜCK, son Conseiller supérieur intime de Régence ;

M. le Dr GRÜNENWALD, son Conseiller actuel de légation ;

M. le Dr KERP, son Conseiller intime de Régence, Directeur à l'Office impérial de Santé ;

M. le Dr RÖSSLER, Consul impérial à Canton.

LE PRÉSIDENT DES ETATS-UNIS D'AMÉRIQUE :

M. l'Evêque Charles H. BRENT ;

Mr. Hamilton WRIGHT ;

Mr. H. J. FINGER.

SA MAJESTÉ L'EMPEREUR DE CHINE :

Son Excellence Mr. LIANG CH'ENG, son Envoyé extraordinaire et Ministre plénipotentiaire à Berlin.

LE PRÉSIDENT DE LA RÉPUBLIQUE FRANÇAISE :

M. Henri BRENIER, Inspecteur-Conseil des Services agricoles et commerciaux de l'Indo-Chine .

M. Pierre GUESDE, Administrateur des Services civils de l'Indo-Chine.

SA MAJESTÉ LE ROI DU ROYAUME-UNI DE GRANDE-BRETAGNE ET D'IRLANDE ET DES TERRITOIRES BRITANNIQUES AU DELA DES MERS, EMPEREUR DES INDES :

The Right Honourable Sir Cecil Clementi SMITH, G.C.M.G., Membre du Conseil privé ;

Sir William Stevenson MEYER, K.C.I.E., Secrétaire en chef du Gouvernement de Madras ;

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., son Conseiller d'Ambassade ;

Sir William Job COLLINS, M.D., Deputy-Lieutenant du Comté de Londres.

SA MAJESTÉ LE ROI D'ITALIE :

Son Excellence M. le Comte J. SALLIER DE LA TOUR, Duc de Calvello, son Envoyé extraordinaire et Ministre plénipotentiaire à La Haye.

SA MAJESTÉ L'EMPEREUR DU JAPON :

Son Excellence M. Aimaro SATO, son Envoyé extraordinaire et Ministre plénipotentiaire à La Haye ;

M. le D^r Tomoe TAKAGI, Ingénieur du Gouvernement général de Formose ;

M. le D^r Kotaro NISHIZAKI, spécialiste technique, attaché au Laboratoire des Services hygiéniques.

SA MAJESTÉ LA REINE DES PAYS-BAS :

M. J. T. CREMER, son ancien Ministre des Colonies, Président de la Compagnie néerlandaise de Commerce ;

M. C. Th. VAN DEVENTER, Membre de la Première Chambre des Etats généraux ;

M. A. A. DE JONGH, ancien Inspecteur général, Chef du Service de la Régie de l'Opium aux Indes néerlandaises ;

M. J. G. SCHEURER, Membre de la Seconde Chambre des Etats généraux ;

M. W. G. VAN WETTUM, Inspecteur de la Régie de l'Opium aux Indes néerlandaises.

SA MAJESTÉ IMPÉRIALE LE SHAH DE PERSE :

Mirza MAHMOUD Khan, Secrétaire de la Légation de Perse à La Haye.

LE PRÉSIDENT DE LA RÉPUBLIQUE PORTUGAISE :

Son Excellence M. A. M. Bartholomeu FERREIRA, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye.

SA MAJESTÉ L'EMPEREUR DE TOUTES LES RUSSIES :

Son Excellence M. Alexandre SAVINSKY, son Maître de Cérémonies, son Conseiller d'Etat actuel, son Envoyé extraordinaire et Ministre plénipotentiaire à Stockholm.

SA MAJESTÉ LE ROI DE SIAM :

Son Excellence Phya Akharaj VARADHARA, son Envoyé extraordinaire et Ministre plénipotentiaire à Londres, La Haye et Bruxelles ;

M. Wm. J. ARCHER, C.M.G., son Conseiller de Légation ;

Lesquels, après avoir déposé leurs pleins pouvoirs, trouvés en bonne et due forme, sont convenus de ce qui suit :

CHAPITRE I.

OPIUM BRUT.

Définition. — Par « opium brut » on entend :

Le suc, coagulé spontanément, obtenu des capsules du pavot somnifère (*papaver somniferum*), et n'ayant subi que les manipulations nécessaires à son emballage et à son transport.

Article 1.

Les Puissances contractantes édicteront des lois ou des règlements efficaces pour le contrôle de la production et de la distribution de l'opium brut, à moins que des lois ou des règlements existants n'aient déjà réglé la matière.

Article 2.

Les Puissances contractantes limiteront, en tenant compte des différences de leurs conditions commerciales, le nombre des villes, ports ou autres localités par lesquels l'exportation ou l'importation de l'opium brut sera permise.

Article 3.

Les Puissances contractantes prendront des mesures :

- a) Pour empêcher l'exportation de l'opium brut vers les pays qui en auront prohibé l'entrée, et
 - b) Pour contrôler l'exportation de l'opium brut vers les pays qui en limitent l'importation,
- à moins que des mesures existantes n'aient déjà réglé la matière.

Article 4.

Les Puissances contractantes édicteront des règlements prévoyant que chaque colis contenant de l'opium brut destiné à l'exportation sera marqué de manière à indiquer son contenu, pourvu que l'envoi excède cinq kilogrammes.

Article 5.

Les Puissances contractantes ne permettront l'importation et l'exportation de l'opium brut que par des personnes dûment autorisées.

CHAPITRE II.

OPIUM PRÉPARÉ.

Définition. — Par « opium préparé » on entend :

Le produit de l'opium brut, obtenu par une série d'opérations spéciales, et en particulier par la dissolution, l'ébullition, le grillage et la fermentation entrepris en vue de le transformer en extrait propre à la consommation.

L'opium préparé comprend le dross et tous autres résidus de l'opium fumé.

Article 6.

Les Puissances contractantes prendront des mesures pour la suppression graduelle et efficace de la fabrication, du commerce intérieur et de l'usage de l'opium préparé, dans la limite des conditions différentes propres à chaque pays, à moins que des mesures existantes n'aient déjà réglé la matière.

Article 7.

Les Puissances contractantes prohiberont l'importation et l'exportation de l'opium préparé ; toutefois, celles qui ne sont pas encore prêtes à prohiber immédiatement l'exportation de l'opium préparé, la prohiberont aussitôt que possible.

Article 8.

Les Puissances contractantes qui ne sont pas encore prêtes à prohiber immédiatement l'exportation de l'opium préparé :

- a) Restreindront le nombre des villes, ports ou autres localités par lesquels l'opium préparé pourra être exporté ;
- b) Prohiberont l'exportation de l'opium préparé vers les pays qui en interdisent actuellement, ou pourront en interdire plus tard, l'importation ;
- c) Défendront, en attendant, qu'aucun opium préparé soit envoyé à un pays qui désire en restreindre l'entrée, à moins que l'exportateur ne se conforme aux règlements du pays importateur ;
- d) Prendront des mesures pour que chaque colis exporté, contenant de l'opium préparé, porte une marque spéciale indiquant la nature de son contenu ;
- e) Ne permettront l'exportation de l'opium préparé que par des personnes spécialement autorisées.

CHAPITRE III.

OPIUM MÉDICINAL, MORPHINE, COCAÏNE, ETC.

Définition. — Par « opium médicinal » on entend :

L'opium brut qui a été chauffé à 60° centigrades et ne contient pas moins de 10 pour cent de morphine, qu'il soit ou non en poudre ou granulé, ou mélangé avec des matières neutres.

Par « morphine » on entend :

Le principal alcaloïde de l'opium, ayant la formule chimique $C^{17} H^{19} N O^3$.

Par « cocaïne » on entend :

Le principal alcaloïde des feuilles de l'*Erythroxylon Coca*, ayant la formule $C^{17} H^{21} N O^4$.

Par « héroïne » on entend :

La diacetyl-morphine, ayant la formule $C^{21} H^{23} N O^5$.

Article 9.

Les Puissances contractantes édicteront des lois ou des règlements sur la pharmacie de façon à limiter la fabrication, la vente et l'emploi de la morphine, de la cocaïne et de leurs sels respectifs aux seuls usages médicaux et légitimes, à moins que des lois ou des règlements existants n'aient déjà réglé la matière. Elles coopéreront entre elles afin d'empêcher l'usage de ces drogues pour tout autre objet.

Article 10.

Les Puissances contractantes s'efforceront de contrôler, ou de faire contrôler, tous ceux qui fabriquent, importent, vendent, distribuent et exportent la morphine, la cocaïne et leurs sels respectifs, ainsi que les bâtiments où ces personnes exercent cette industrie ou ce commerce.

A cet effet, les Puissances contractantes s'efforceront d'adopter, ou de faire adopter, les mesures suivantes, à moins que des mesures existantes n'aient déjà réglé la matière :

- a) Limiter aux seuls établissements et locaux qui auront été autorisés à cet effet, la fabrication de la morphine, de la cocaïne et de leurs sels respectifs, ou se renseigner sur les établissements et locaux où ces drogues sont fabriquées, et en tenir un registre ;
- b) Exiger que tous ceux qui fabriquent, importent, vendent, distribuent et exportent la morphine, la cocaïne et leurs sels respectifs soient munis d'une autorisation ou d'un permis pour se livrer à ces opérations, ou en fassent une déclaration officielle aux autorités compétentes ;
- c) Exiger de ces personnes la consignation sur leurs livres des quantités fabriquées, des importations, des ventes, de toute autre cession et des exportations de la morphine, de la cocaïne et de leurs sels respectifs. Cette règle ne s'appliquera pas forcément aux prescriptions médicales et aux ventes faites par des pharmaciens dûment autorisés.

Article 11.

Les Puissances contractantes prendront des mesures pour prohiber dans leur commerce intérieur toute cession de morphine, de cocaïne et de leurs sels respectifs à toutes personnes non autorisées, à moins que des mesures existantes n'aient déjà réglé la matière.

Article 12.

Les Puissances contractantes, en tenant compte des différences de leurs conditions, s'efforceront de restreindre aux personnes autorisées l'importation de la morphine, de la cocaïne et de leurs sels respectifs.

Article 13.

Les Puissances contractantes s'efforceront d'adopter, ou de faire adopter des mesures pour que l'exportation de la morphine, de la cocaïne et de leurs sels respectifs de leurs pays, possessions, colonies et territoires à bail vers les pays, possessions, colonies et territoires à bail des autres Puissances contractantes, n'ait lieu qu'à la destination de personnes ayant reçu les autorisations ou permis prévus par les lois ou règlements du pays importateur.

A cet effet, tout gouvernement pourra communiquer, de temps en temps, aux gouvernements des pays exportateurs, des listes des personnes auxquelles des autorisations ou permis d'importation de morphine, de cocaïne et de leurs sels respectifs auront été accordés.

Article 14.

Les Puissances contractantes appliqueront les lois et règlements de fabrication, d'importation, de vente ou d'exportation de la morphine, de la cocaïne et de leurs sels respectifs :

- a) A l'opium médicinal ;
- b) A toutes les préparations (officinales et non officinales, y compris les remèdes dits antiopium), contenant plus de 0,2 % de morphine ou plus de 0,1 % de cocaïne ;

- c) A l'héroïne, ses sels et préparations contenant plus de 0,1 % d'héroïne ;
- d) A tout nouveau dérivé de la morphine, de la cocaïne ou de leurs sels respectifs, ou à tout autre alcaloïde de l'opium, qui pourrait, à la suite de recherches scientifiques généralement reconnues, donner lieu à des abus analogues et avoir pour résultat les mêmes effets nuisibles.

CHAPITRE IV.

Article 15.

Les Puissances contractantes ayant des traités avec la Chine (Treaty Powers) prendront, de concert avec le Gouvernement chinois, les mesures nécessaires pour empêcher l'entrée en contrebande, tant sur le territoire chinois que dans leurs colonies d'Extrême-Orient et sur les territoires à bail qu'ils occupent en Chine, de l'opium brut et préparé, de la morphine, de la cocaïne et de leurs sels respectifs, ainsi que des substances visées à l'article 14 de la présente Convention. De son côté, le Gouvernement chinois prendra des mesures analogues pour la suppression de la contrebande de l'opium et des autres substances visées ci-dessus, de la Chine vers les colonies étrangères et les territoires à bail.

Article 16.

Le Gouvernement chinois promulguera des lois pharmaceutiques pour ses sujets, réglant la vente et la distribution de la morphine, de la cocaïne et de leurs sels respectifs et des substances visées à l'article 14 de la présente Convention, et communiquera ces lois aux gouvernements ayant des traités avec la Chine, par l'intermédiaire de leurs représentants diplomatiques à Pékin. Les Puissances contractantes ayant des traités avec la Chine examineront ces lois, et, si elles les trouvent acceptables, prendront les mesures nécessaires pour qu'elles soient appliquées à leurs nationaux résidant en Chine.

Article 17.

Les Puissances contractantes ayant des traités avec la Chine entreprendront d'adopter les mesures nécessaires pour restreindre et pour contrôler l'habitude de fumer l'opium dans leurs territoires à bail, « settlements » et concessions en Chine, de supprimer *pari passu* avec le Gouvernement chinois les fumeries d'opium ou établissements semblables qui pourront y exister encore, et de prohiber l'usage de l'opium dans les maisons d'amusement et les maisons publiques.

Article 18.

Les Puissances contractantes ayant des traités avec la Chine prendront des mesures effectives pour la réduction graduelle *pari passu* avec les mesures effectives que le Gouvernement chinois prendra dans ce même but, du nombre des boutiques, destinées à la vente de l'opium brut et préparé, qui pourront encore exister dans leurs territoires à bail, « settlements » et concessions en Chine. Elles adopteront des mesures efficaces pour la restriction et le contrôle du commerce de détail de l'opium dans les territoires à bail, « settlements » et concessions, à moins que des mesures existantes n'aient déjà réglé la matière.

Article 19.

Les Puissances contractantes qui possèdent des bureaux de poste en Chine adopteront des mesures efficaces pour interdire l'importation illégale en Chine, sous forme de colis postal, tout aussi bien que la transmission illégale d'une localité de la Chine à une autre localité par l'intermédiaire de ces bureaux, de l'opium, soit brut, soit préparé, de la morphine et de la cocaïne et de leurs sels respectifs et des autres substances visées à l'article 14 de la présente Convention.

CHAPITRE V.

Article 20.

Les Puissances contractantes examineront la possibilité d'édicter des lois ou des règlements rendant passible de peines la possession illégale de l'opium brut, de l'opium préparé, de la morphine, de la cocaïne et de leurs sels respectifs, à moins que des lois ou des règlements existants n'aient déjà réglé la matière.

Article 21.

Les Puissances contractantes se communiqueront, par l'intermédiaire du Ministère des Affaires étrangères des Pays-Bas :

- a) Les textes de lois et des règlements administratifs existants, concernant les matières visées par la présente Convention, ou édictés en vertu de ces clauses ;

b) Des renseignements statistiques en ce qui concerne le commerce de l'opium brut, de l'opium préparé, de la morphine, de la cocaïne et de leurs sels respectifs, ainsi que des autres drogues ou leurs sels, ou préparations visés par la présente Convention.

Ces statistiques seront fournies avec autant de détails et dans un délai aussi bref que l'on considérera comme possibles.

CHAPITRE VI.

DISPOSITIONS FINALES.

Article 22.

Les Puissances non représentées à la Conférence seront admises à signer la présente Convention.

Dans ce but, le Gouvernement des Pays-Bas invitera, immédiatement après la signature de la Convention par les Plénipotentiaires des Puissances qui ont pris part à la Conférence, toutes les Puissances de l'Europe et de l'Amérique non représentées à la Conférence, à savoir :

La République Argentine, l'Autriche-Hongrie, la Belgique, la Bolivie, le Brésil, la Bulgarie, le Chili, la Colombie, la Costa-Rica, la République de Cuba, le Danemark, la République Dominicaine, la République de l'Equateur, l'Espagne, la Grèce, la République d'Haïti, le Honduras, le Luxembourg, le Mexique, le Monténégro, le Nicaragua, la Norvège, le Panama, le Paraguay, le Pérou, la Roumanie, le Salvador, la Serbie, la Suède, la Suisse, la Turquie, l'Uruguay, les Etats-Unis du Venezuela,

à désigner un délégué muni des pleins pouvoirs nécessaires pour signer, à La Haye, la Convention.

La Convention sera munie de ces signatures au moyen d'un « Protocole de signature de Puissances non représentées à la Conférence », à ajouter après les signatures des Puissances représentées et mentionnant la date de chaque signature.

Le Gouvernement des Pays-Bas donnera tous les mois à toutes les Puissances signataires avis de chaque signature supplémentaire.

Article 23.

Après que toutes les Puissances, tant pour elles-mêmes que pour leurs possessions, colonies, protectorats et territoires à bail, auront signé la Convention ou le Protocole supplémentaire visé ci-dessus, le Gouvernement des Pays-Bas invitera toutes les Puissances à ratifier la Convention avec ce Protocole.

Dans le cas où la signature de toutes les Puissances invitées n'aurait pas été obtenue à la date du 31 décembre 1912, le Gouvernement des Pays-Bas invitera immédiatement les Puissances signataires à cette date, à désigner des délégués pour procéder, à La Haye, à l'examen de la possibilité de déposer néanmoins leurs ratifications.

La ratification sera faite dans un délai aussi court que possible et déposée à La Haye au Ministère des Affaires étrangères.

Le Gouvernement des Pays-Bas donnera tous les mois avis aux Puissances signataires des ratifications qu'il aura reçues dans l'intervalle.

Aussitôt que les ratifications de toutes les Puissances signataires, tant pour elles-mêmes que pour leurs colonies, possessions, protectorats et territoires à bail, auront été reçues par le Gouvernement des Pays-Bas, celui-ci notifiera à toutes les Puissances qui auront ratifié la Convention la date à laquelle il aura reçu le dernier de ces actes de ratification.

Article 24.

La présente Convention entrera en vigueur trois mois après la date mentionnée dans la notification du Gouvernement des Pays-Bas, visée au dernier alinéa de l'article précédent.

A l'égard des lois, règlements et autres mesures, prévus par la présente Convention, il est convenu que les projets requis à cet effet seront rédigés au plus tard six mois après l'entrée en vigueur de la Convention. En ce qui concerne les lois, elles seront aussi proposées par les gouvernements à leurs parlements ou corps législatifs dans ce même délai de six mois, en tout cas à la première session qui suivra l'expiration de ce délai.

La date à partir de laquelle ces lois, règlements ou mesures entreranno en vigueur fera l'objet d'un accord entre les Puissances contractantes sur la proposition du Gouvernement des Pays-Bas.

Dans le cas où des questions surgiraient relatives à la ratification de la présente Convention, ou à la mise en vigueur, soit de la Convention, soit des lois, règlements et mesures qu'elle comporte, le Gouvernement des Pays-Bas, si ces questions ne peuvent pas être résolues par d'autres moyens, invitera toutes les Puissances contractantes à désigner des délégués qui se réuniront à La Haye pour arriver à un accord immédiat sur ces questions.

Article 25.

S'il arrivait qu'une des Puissances contractantes voulut dénoncer la présente Convention, la dénonciation sera notifiée par écrit au Gouvernement des Pays-Bas qui communiquera immédiatement copie certifiée conforme de la notification à toutes les autres Puissances, en leur faisant savoir la date à laquelle il l'a reçue.

La dénonciation ne produira ses effets qu'à l'égard de la Puissance qui l'aura notifiée et un an après que la notification en sera parvenue au Gouvernement des Pays-Bas.

En foi de quoi les plénipotentiaires ont revêtu la présente Convention de leurs signatures.

Fait à La Haye, le 23 janvier mil neuf cent douze, en un seul exemplaire, qui restera déposé dans les archives du Gouvernement des Pays-Bas et dont des copies, certifiées conformes, seront remises par la voie diplomatique à toutes les Puissances représentées à la Conférence.

Pour l'Allemagne :

F. DE MÜLLER.
DELBRÜCK.
GRÜNENWALD.

Pour les Etats-Unis d'Amérique :

Charles H. BRENT.
Hamilton WRIGHT.
Henry J. FINGER.

Pour la Chine :

Liang CH'ENG.

Pour la France :

H. BRENIER.

Sous réserve d'une ratification, ou d'une dénonciation, éventuellement séparée et spéciale en ce qui concerne les protectorats français.

Pour la Grande-Bretagne :

W. S. MEYER.
W. G. MAX MÜLLER.
William Job COLLINS.

Sous réserve de la déclaration suivante :

Les articles de la présente Convention, si elle est ratifiée par le Gouvernement de Sa Majesté Britannique, s'appliqueront à l'Empire des Indes britanniques, à Ceylan, aux Etablissements des Détroits, à Hong-Kong et à Wei-hai-Wei, sous tous les rapports, de la même façon qu'ils s'appliqueront au Royaume-Uni de Grand-Bretagne et d'Irlande ; mais le Gouvernement de Sa Majesté Britannique se réserve le droit de signer ou de dénoncer séparément ladite Convention au nom de tout dominion, colonie, dépendance ou protectorat de Sa Majesté autre que ceux qui ont été spécifiés.

Pour l'Italie :

G. DE LA TOUR CALVELLO.

Pour le Japon :

Aimaro SATO.
Tomoe TAKAGI.
Kotaro NISHIZAKI.

Pour les Pays-Bas :

J. T. CREMER.
C. Th. VAN DEVENTER.
A. A. DE JONGH.
J. G. SCHEURER.

Pour la Perse :

Mirza MAHMOUD Khan.

Sous réserve des articles 15, 16, 17, 18 et 19 (la Perse n'ayant pas de traité avec la Chine) et du paragraphe a) de l'article 3.

Pour le Portugal :

Antonio Maria Bartholomeu FERREIRA.

Pour la Russie :

A. SAVINSKY.

Pour le Siam :

Akharaj VARADHARA.

Wm. J. ARCHER.

Sous réserve des articles 15, 16, 17, 18 et 19, le Siam n'ayant pas de traité avec la Chine.

PROTOCOLE DE CLOTURE DE LA CONFÉRENCE INTERNATIONALE
DE L'OPIMUM.

SIGNÉ A LA HAYE, LE 23 JANVIER 1912.

La Conférence internationale de l'opium, proposée par le Gouvernement des Etats-Unis d'Amérique, et convoquée par le Gouvernement des Pays-Bas, s'est réunie à La Haye, dans le Palais des Comtes, le 1^{er} décembre 1911.

Les Gouvernements, dont l'énumération suit ont pris part à la conférence, pour laquelle ils avaient désigné les délégués nommés ci-après :

L'ALLEMAGNE :

Son Excellence M. Félix DE MÜLLER, Conseiller intime actuel, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, premier Délégué plénipotentiaire ;

M. DELBRÜCK, Conseiller supérieur intime de Régence, Délégué plénipotentiaire ;

M. le D^r GRÜNENWALD, Conseiller actuel de Légation, Délégué plénipotentiaire ;

M. le D^r KERF, Conseiller intime de Régence, Directeur à l'Office impérial de santé, Délégué plénipotentiaire ;

M. le D^r RÖSSLER, Consul impérial à Canton, Délégué plénipotentiaire.

Les ETATS-UNIS D'AMÉRIQUE :

M. l'Evêque Charles H. BRENT, Délégué plénipotentiaire ;

Mr. Hamilton WRIGHT, Délégué plénipotentiaire ;

Mr. H. J. FINGER, Délégué plénipotentiaire.

La CHINE :

Son Excellence M. Liang CH'ENG, Envoyé extraordinaire et Ministre plénipotentiaire à Berlin, Délégué plénipotentiaire ;

M. Tang KWO-AN, Secrétaire adjoint au Wai-wou-pou. Délégué ;

M. Tchang TSOU-SOUENG, chargé d'affaires *ad interim* à La Haye, Délégué ;

M. le D^r Wu LIEN-TEH, M. D. (Cambridge), Médecin-major, Directeur de l'Ecole de Médecine, Délégué ;

M. F. A. CARL, ancien Commissaire des Douanes maritimes impériales à Newchwang, Délégué ;

M. A. J. COMMJS, Secrétaire adjoint au Bureau de l'Inspecteur général des Douanes maritimes impériales, Délégué.

La FRANCE :

M. Henri BRENIER, Inspecteur Conseil des Services agricoles et commerciaux de l'Indo-Chine, Délégué plénipotentiaire ;

M. Pierre GUESDE, Administrateur des Services civils de l'Indo-Chine, Délégué plénipotentiaire ;

M. le D^r GAIDE, Médecin-Major des Troupes coloniales, Conseiller technique.

La GRANDE-BRETAGNE :

The Right Honourable Sir Cecil Clementi SMITH, G.C.M.G., Membre du Conseil privé, Délégué plénipotentiaire ;

Sir William Stevenson MEYER, K.C.I.E., Secrétaire en chef du Gouvernement de Madras, Délégué plénipotentiaire ;

Mr. William Grenfell Max MÜLLER, C. B., M. V. O., Conseiller d'Ambassade, Délégué plénipotentiaire ;

Sir William Job COLLINS, M. D., Deputy-Lieutenant du Comité de Londres, Délégué plénipotentiaire.

L'ITALIE :

Son Excellence M. le Comte J. Sallier DE LA TOUR, Duc de Calvello, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, Délégué plénipotentiaire ;

M. le professeur Rocco SANTOLIVUDO, Député au Parlement, Directeur général de la Santé publique, Délégué.

Le JAPON :

Son Excellence M. Aimaro SATO, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, Délégué plénipotentiaire ;

M. le Dr Tomoe TAKAGI, Ingénieur du Gouvernement général de Formose, Délégué plénipotentiaire ;

M. le Dr Kotaro NISHIZAKI, spécialiste technique, attaché au Laboratoire des Services hygiéniques, Délégué plénipotentiaire.

Les PAYS-BAS :

M. J. T. CREMER, ancien Ministre des Colonies, Président de la Compagnie néerlandaise de Commerce, Délégué plénipotentiaire ;

M. C. Th. VAN DEVENTER, Membre de la Première Chambre des Etats généraux, Délégué plénipotentiaire ;

M. A. A. DE JONGH, ancien Inspecteur général, Chef du Service de la Régie de l'opium aux Indes néerlandaises, Délégué plénipotentiaire ;

M. J. G. SCHEURER, Membre de la Seconde Chambre des Etats généraux, Délégué plénipotentiaire ;

M. W. G. VAN WETTUM, Inspecteur de la Régie de l'opium aux Indes néerlandaises, Délégué plénipotentiaire.

La PERSE :

Mirza MAHMOUD Khan, Secrétaire de la Légation de Perse à La Haye, Délégué plénipotentiaire.

Le PORTUGAL :

Son Excellence M. A. M. Bartholomeu FERREIRA, envoyé extraordinaire et Ministre plénipotentiaire à La Haye, Délégué plénipotentiaire ;

M. Oscar George POTIER, Consul général de première classe, Délégué du Ministère des Affaires étrangères, Délégué ;

M. A. Sanches DE MIRANDA, Capitaine d'Artillerie, ancien Gouverneur aux Colonies, Délégué du Ministère des Colonies, Délégué.

La RUSSIE :

Son Excellence M. Alexandre SAVINSKY, Maître des cérémonies de Sa Majesté l'Empereur, Conseiller d'Etat actuel, Envoyé extraordinaire et Ministre plénipotentiaire à Stockholm, Délégué plénipotentiaire ;

M. CHAPIROFF, Médecin honoraire de la Cour de Sa Majesté l'Empereur, Médecin inspecteur du Corps des Gardes frontières, Délégué.

Le SIAM :

Son Excellence Phya Akharaj VARADHARA, Envoyé extraordinaire et Ministre plénipotentiaire à Londres, La Haye et Bruxelles, Délégué plénipotentiaire ;

Mr. Wm. J. ARCHER, C. M. G., Conseiller de Légation, Délégué plénipotentiaire.

Dans une série de réunions tenues du 1^{er} décembre 1911 au 23 janvier 1912, la Conférence a arrêté le texte de Convention ci-annexé.

La Conférence a en outre émis les vœux suivants :

I. La Conférence estime qu'il y aurait lieu d'attirer l'attention de l'Union postale universelle :

1^o sur l'urgence de réglementer la transmission par la poste de l'opium brut ;

2^o sur l'urgence de réglementer autant que possible la transmission par la poste de la morphine, de la cocaïne et de leurs sels respectifs, et des autres substances visées à l'article 14 de la Convention ;

3^o sur la nécessité de prohiber la transmission par la poste de l'opium préparé

II. La Conférence estime qu'il y aurait lieu d'étudier la question du chanvre indien aux points de vue statistique et scientifique, dans le but de régler, si la nécessité s'en fait sentir, par la législature intérieure ou par un accord international, les abus de son emploi.

En foi de quoi les plénipotentiaires ont revêtu le présent Protocole de leurs signatures.

Fait à La Haye, le 23 janvier 1912, en un seul exemplaire, qui restera déposé dans les archives du Gouvernement des Pays-Bas, et dont les copies, certifiées conformes, seront remises par la voie diplomatique à toutes les Puissances représentées à la Conférence.

Pour l'Allemagne :

F. DE MÜLLER.
DELBRÜCK.
GRÜNENWALD.

Pour les Etats-Unis d'Amérique :

Charles H. BRENT.
Hamilton WRIGHT.
Henry J. FINGER.

Pour la Chine :

Liang CH'ENG.

Pour la France :

H. BRENIER.

Pour la Grande-Bretagne :

W. S. MEYER.
W. G. Max MÜLLER.
William Job COLLINS.

Pour l'Italie :

G. DE LA TOUR CALVELLO.

Pour le Japon :

Aimaro SATO.
Tomoe TAKAGI.
Kotaro NISHIZAKI.

Pour les Pays-Bas :

J. T. CREMER.
C. Th. VAN DEVENTER.
A. A. DE JONGH.
J. G. SCHEURER.

Pour la Perse :

Mirza MAHMOUD Khan.

Pour le Portugal :

Antonio Maria Bartholomeu FERREIRA.

Pour la Russie :

A. SAVINSKY.

Pour le Siam :

Wm J. ARCHER.

PROTOCOLE DE CLOTURE DE LA DEUXIÈME CONFÉRENCE INTERNATIONALE
DE L'OPIMUM, 1913.

SIGNÉ A LA HAYE, LE 9 JUILLET 1913.

La deuxième Conférence internationale de l'Opium, convoquée par le Gouvernement des Pays-Bas en vertu de l'article 23 de la Convention internationale de l'Opium, s'est réunie à La Haye, dans le Palais des Comtes, le 1^{er} juillet 1913.

Les Gouvernements, dont l'énumération suit, ont pris part à la Conférence, pour laquelle ils avaient désigné les délégués nommés ci-après :

L'ALLEMAGNE :

Son Excellence M. Félix DE MÜLLER, Conseiller intime actuel, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Les ETATS-UNIS D'AMÉRIQUE :

M. le D^r Hamilton WRIGHT, Commissaire spécial au Département d'Etat, délégué ;
Son Excellence M. Lloyd BRYCE, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué ;

Mr. Gerrit John KOLLEN, Président émérite du Hope Collège, Professeur de mathématiques, délégué.

La RÉPUBLIQUE ARGENTINE :

M. le D^r François DE VEYGA, délégué.

La BELGIQUE :

Son Excellence M. le baron Albéric FALLON, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Les ETATS-UNIS DU BRÉSIL :

Son Excellence M. J. Graça ARANHA, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Le CHILI :

Son Excellence M. Jorje HUNEEUS, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

La CHINE :

Son Excellence M. W. W. YEN, Envoyé extraordinaire et Ministre plénipotentiaire à Berlin, premier délégué plénipotentiaire ;

M. le D^r Wu LIEN-TEH, M.A., M.D. (Cambridge), Médecin-Major, Directeur du Service médical, Médecin du Ministère des Affaires étrangères, délégué plénipotentiaire.

La COLOMBIE :

M. Ch. HISCHEMÖLER, Consul à Rotterdam, délégué.

La RÉPUBLIQUE DE COSTA-RICA :

Son Excellence M. Manuel M. DE PERALTA, Envoyé extraordinaire et Ministre plénipotentiaire à Paris et à La Haye, délégué.

Le DANEMARK :

M. J. G. de Grevenkop CASTENSKJOLD, Ministre-résident à Bruxelles et à la Haye, délégué.

La RÉPUBLIQUE DOMINICAINE :

Son Excellence M. le D^r José LAMARCHE, Envoyé extraordinaire et Ministre plénipotentiaire, délégué.

L'ÉQUATEUR :

Son Excellence M. Jorje HUNEEUS, Envoyé extraordinaire et Ministre plénipotentiaire du Chili à Bruxelles et à La Haye, délégué.

L'ESPAGNE :

M. Manuel Garcia DE ACILU Y BENITO, Chargé d'Affaires *ad interim* à La Haye, délégué.

La FRANCE :

Son Excellence M. Marcellin PELLET, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

La GRANDE-BRETAGNE :

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., Conseiller d'Ambassade, délégué ;
Sir William J. COLLINS, D.L., M.D., F.R.C.S., ancien Président du Conseil municipal de Londres, délégué.

L'HAÏTI :

M. Stenio VINCENT, Chargé d'Affaires à La Haye, délégué.

L'ITALIE :

M. le marquis Alexandre COMPANS DE BRICHANTEAU, Chargé d'Affaires *ad interim* à La Haye, délégué.

Le JAPON :

M. Jumpei SHINOBU, Chargé d'affaires *ad interim* à La Haye, délégué.

Le LUXEMBOURG :

Son Excellence M. le baron Albéric FALLON, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

Les ETATS-UNIS MEXICAINS :

Son Excellence M. Federico GAMBOA, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

Les PAYS-BAS :

M. J. T. CREMER, ancien Ministre des Colonies, ancien Président de la Compagnie néerlandaise de Commerce, membre de la Première Chambre des Etats généraux, premier délégué ;

M. le Dr C. Th. VAN DEVENTER, membre de la Première Chambre des Etats généraux, délégué ;

M. A. A. DE JONGH, ancien Inspecteur général, Chef du Service de la Régie de l'Opium aux Indes néerlandaises, délégué ;

M. le Dr J. G. SCHEURER, membre de la Seconde Chambre des Etats généraux, délégué.

Le PORTUGAL :

Son Excellence M. Antonio Maria Bartholomeu FERREIRA, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

La Russie :

Son Excellence M. A. SWETCHINE, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué ;

M. le Professeur Stanislas PRZIBITEK, membre de l'Académie de Médecine à Saint-Petersbourg, délégué.

Le SIAM :

Son Excellence M. PHYA Sudham MAITRI, Envoyé extraordinaire et Ministre plénipotentiaire à Londres, à Bruxelles et à La Haye, délégué ;

M. William J. ARCHER, Conseiller de Légation à Londres et à La Haye, délégué.

Dans une série de réunions tenues du 1^{er} au 9 juillet 1913, la Conférence, après avoir examiné la question qui lui était soumise par le paragraphe 2 de l'article 23 de la Convention internationale de l'opium du 23 janvier 1912 :

I. A décidé que le dépôt des ratifications peut avoir lieu dès maintenant ;

II. A adopté à l'unanimité la résolution suivante :

Désirant poursuivre, dans la voie ouverte par la Commission internationale de Shanghai de 1909 et par la première Conférence de La Haye de 1912, la suppression progressive de l'abus de l'opium, de la morphine, de la cocaïne, ainsi que des drogues préparées ou dérivées de ces substances, et considérant plus que jamais la nécessité et le profit mutuel d'une entente internationale sur ce point, la deuxième Conférence internationale de l'opium :

1. Emet le vœu que le Gouvernement des Pays-Bas veuille bien faire remarquer aux Gouvernements d'Autriche-Hongrie, de Norvège et de Suède que la signature, la ratification, la préparation des mesures législatives et l'entrée en vigueur de la Convention constituent quatre phases distinctes qui permettent dès maintenant à ces Puissances de procéder à la signature supplémentaire.

En effet, il ressort des articles 23 et 24 qu'une période de six mois pourra s'écouler entre l'entrée en vigueur de la Convention et la rédaction des projets de lois, règlements et autres mesures prévues par la Convention. En outre, le troisième alinéa de l'article 24 permet aux Puissances contractantes de s'entendre après ratification sur la date de l'entrée en vigueur desdites mesures législatives. D'ailleurs, on ne peut s'empêcher de faire remarquer que les difficultés prévues par l'Autriche-Hongrie, la Norvège et la Suède, en ce qui concerne leur législation, n'étaient pas inconnues aux délégués des Puissances signataires et ont même fait l'objet d'un examen approfondi de la part des douze Puissances contractantes. Presque toutes les Puissances signataires se trouvent dans la même situation que les Gouvernements susmentionnés et n'ont pas encore élaboré tous les projets de lois prévus par la Convention ;

2. Emet le vœu que le Gouvernement des Pays-Bas veuille bien communiquer aux Gouvernements de la Bulgarie, de la Grèce, du Monténégro, du Pérou, de la Roumanie, de la Serbie, de la Turquie et de l'Uruguay la résolution suivante :

« La Conférence regrette que certains gouvernements aient refusé ou omis de signer jusqu'à présent la Convention. La Conférence est d'avis que l'abstention de ces Puissances entraverait de la façon la plus sérieuse les buts humanitaires poursuivis par la Convention. La Conférence exprime le ferme espoir que ces Puissances reviendront sur leur attitude ou négative ou dilatoire » ;

3. Emet le vœu que le Gouvernement des Pays-Bas veuille bien faire observer au Gouvernement helvétique qu'il est dans l'erreur en considérant sa coopération comme d'une valeur à peu près nulle. A l'encontre de ce qui est dit dans la lettre du Conseil Fédéral du 25 octobre 1912, la Conférence estime que la coopération de la Suisse serait de l'effet le plus utile, tandis que son abstention compromettrait les résultats de la Convention. Quant à la question soulevée par le Conseil Fédéral concernant les attributions respectives des législations fédérales et cantonales, il est à noter que de semblables difficultés ont été déjà envisagées par la première Conférence, qui en a tenu compte dans la rédaction de la Convention ;

4. Invite les Gouvernements signataires à charger leurs représentants à l'étranger d'appuyer les démarches susindiquées de leurs collègues néerlandais ;

III. A émis le vœu suivant : que dans le cas où la signature de toutes les Puissances invitées en vertu du paragraphe 1 de l'article 23 n'aurait pas été obtenue à la date du 31 décembre 1913, le Gouvernement des Pays-Bas invite immédiatement les Puissances signataires à désigner des délégués pour procéder, à La Haye, à l'examen de la possibilité de faire entrer en vigueur la Convention internationale de l'opium du 23 janvier 1912.

En foi de quoi, les délégués ont revêtu le présent Protocole de leurs signatures.

Fait à La Haye, le 9 juillet 1913, en un seul exemplaire, qui restera déposé dans les archives du Gouvernement des Pays-Bas et dont les copies, certifiées conformes, seront remises par la voie diplomatique à toutes les Puissances tant signataires que non signataires.

Pour l'Allemagne :

F. DE MÜLLER.

Pour les Etats-Unis d'Amérique :

Hamilton WRIGHT.

Lloyd BRYCE.

Gerrit J. KOLLEN.

Pour la République Argentine :

Franc. DE VEYGA.

Pour la Belgique :

Bn. Alb. FALLON.

Pour les Etats-Unis du Brésil :

Graça ARANHA.

Pour le Chili :

Jorje HUNEEUS.

Pour la Chine :

W. W. YEN.

Wu LIEN-TEH.

Pour la Colombie :

Chr. HISCHEMÖLER.

Pour le Costa-Rica :

Manuel M. DE PERALTA.

Pour le Danemark :

W. Grevenkop CASTENSKJOLD.

Pour la République Dominicaine :

J. LAMARCHE.

Pour l'Equateur :

Jorje HUNEEUS.

Pour l'Espagne :

Manuel G. DE ACILU.

Pour la France :

Marcellin PELLET.

Pour la Grande-Bretagne :

W. G. Max MÜLLER.

William Job COLLINS.

Pour l'Haïti :

Stenio VINCENT.

Pour l'Italie :

BRICHANTEAU.

Pour le Japon :

J. SHINOBU.

(Avec la réserve de l'approbation ultérieure de son Gouvernement.)

Pour le Luxembourg :

Bn. Alb. FALLON.

Pour les Etats-Unis mexicains :

F. GAMBOA.

Pour les Pays-Bas :

J. T. CREMER.

C. Th. VAN DEVENTER.

A. A. DE JONGH.

J. G. SCHEURER.

Pour le Portugal :

Antonio Maria Bartholomeu FERREIRA.

Pour la Russie :

A. SWETCHINE.

Pour le Siam :

Phya Sudham MAITRI.

Wm. J. ARCHER.

PROTOCOLE DE CLOTURE DE LA TROISIÈME CONFÉRENCE INTERNATIONALE
DE L'OPIUM, 1914.

SIGNÉ A LA HAYE, LE 25 JUIN 1914.

La troisième Conférence internationale de l'opium, convoquée par le Gouvernement des Pays-Bas en vertu du vœu N° 3 émis par la deuxième Conférence, s'est réunie à La Haye, dans le Palais des Comtes, le 15 juin 1914.

Les Gouvernements, dont l'énumération suit, ont pris part à la Conférence, pour laquelle ils avaient désigné les délégués nommés ci-après :

L'ALLEMAGNE :

Son Excellence M. Félix DE MÜLLER, Conseiller intime actuel, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Les ETATS-UNIS D'AMÉRIQUE :

Son Excellence Mr. Henry VAN DYKE, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué ;

Mr. Charles DENBY, Consul général à Vienne, délégué.

La RÉPUBLIQUE ARGENTINE :

M. le Dr François DE VEYGA, Professeur honoraire à la Faculté de Médecine de Buenos-Ayres, Inspecteur général du Service de Santé de l'Armée argentine (S. R.), délégué.

La BELGIQUE :

Son Excellence M. le baron Albéric FALLON, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Les ETATS-UNIS DU BRÉSIL :

Son Excellence M. José Pereira DA GRAÇA ARANHA, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Le CHILI :

Son Excellence M. Jorje HUNEEUS, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

La CHINE :

Son Excellence M. Yen HUI-CH'ING, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué ;

Son Excellence M. T'ANG TSAI-FOU, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Le DANEMARK :

M. J. G. de Grevenkop CASTENSKJOLD, Ministre-Résident à Bruxelles et à La Haye, délégué.

La RÉPUBLIQUE DOMINICAINE :

Son Excellence M. le Dr José LAMARCHE, Envoyé extraordinaire et Ministre plénipotentiaire, délégué.

L'ÉQUATEUR :

M. Miguel A. SEMINARIO, Chargé d'Affaires à Bruxelles, délégué.

L'ESPAGNE :

Son Excellence D. Fernando OSORIO Y ELOLA, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

La FRANCE :

Son Excellence M. Marcellin PELLET, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

La GRANDE-BRETAGNE :

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., Conseiller d'Ambassade, Consul général à Budapest, délégué ;

Sir William J. COLLINS, K.C.V.O., M.D., F.R.C.S., ancien Président du Conseil municipal de Londres, délégué.

Le GUATÉMALA :

M. José Maria LARDIZABAL, Chargé d'Affaires à Paris et à La Haye, délégué.

L'HAÏTI :

M. Stenio VINCENT, Chargé d'Affaires à La Haye, délégué.

L'ITALIE :

Son Excellence M. le comte Joseph SALLIER DE LA TOUR, duc de Calvello, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Le JAPON :

Son Excellence M. Aimaro SATO, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Le LUXEMBOURG :

Son Excellence M. le baron Albéric FALLON, Envoyé extraordinaire et Ministre plénipotentiaire de Belgique à La Haye, délégué.

Les ETATS-UNIS MEXICAINS :

Son Excellence M. Carlos PEREYRA, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

Le MONTÉNÉGRO :

M. H. Mendes DA COSTA, Consul général à Amsterdam, délégué.

Les PAYS-BAS :

M. J. T. CREMER, ancien Ministre des Colonies, ancien Président de la Compagnie néerlandaise de Commerce, Membre de la Première Chambre des Etats généraux, premier délégué ;

M. le Dr C. Th. VAN DEVENTER, Membre de la Seconde Chambre des Etats généraux, délégué ;

M. A. A. DE JONGH, ancien Inspecteur général, Chef du Service de la Régie de l'Opium aux Indes néerlandaises, Bourgmestre de Hoorn, délégué.

La PERSE :

Mirza MAHMOUD Khan, Chargé d'Affaires à La Haye, délégué.

Le PORTUGAL :

Son Excellence M. Antonio Maria Bartholomeu FERREIRA, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué ;

M. le Commandant A. A. Sanches DE MIRANDA, ancien Gouverneur aux Colonies, délégué du Ministère des Colonies.

La ROUMANIE :

Son Excellence M. Charles M. MITILINEU, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

La RUSSIE :

Son Excellence M. A. SWETCHINE, Envoyé extraordinaire et Ministre plénipotentiaire à La Haye, délégué.

Le SIAM :

Son Excellence M. Phya Sudham MAITRI, Envoyé extraordinaire et Ministre plénipotentiaire à Londres et à La Haye, délégué ;

M. William J. ARCHER, Conseiller de Légation à Londres et à La Haye, délégué

La SUÈDE :

Son Excellence M. C. F. DE KLERCKER, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

La SUISSE :

Son Excellence M. G. CARLIN, Envoyé extraordinaire et Ministre plénipotentiaire à Londres et à La Haye, délégué.

L'URUGUAY :

Son Excellence M. Alberto GUANI, Envoyé extraordinaire et Ministre plénipotentiaire à Bruxelles et à La Haye, délégué.

LES ETATS-UNIS DU VENEZUELA :

M. le Dr Esteban Gil BORGES, Premier secrétaire de Légation à Paris, délégué.

Dans une série de réunions tenues du 15 au 25 juin 1914, la Conférence, après avoir examiné la question qui lui était soumise par le vœu N° III formulé par la deuxième Conférence :

A) a émis les avis suivants :

- I. Qu'il est possible de faire entrer en vigueur la Convention internationale de l'opium du 23 janvier 1912, nonobstant le fait que quelques Puissances invitées en vertu du paragraphe 1 de l'article 23 n'ont pas encore signé la Convention.
- II. Que l'entrée en vigueur de la Convention entre toutes les Puissances signataires aura lieu lorsque les Puissances qui l'ont déjà signée et celles qui ont exprimé leur intention d'y adhérer l'auront ratifiée. La date de l'entrée en vigueur de la Convention sera celle fixée par le paragraphe 1 de l'article 24.
- III. Que, si à une date à déterminer par la Conférence toutes les Puissances signataires n'ont pas encore déposé leurs ratifications, il sera loisible aux Puissances signataires dont, à cette date, les ratifications auront été déposées, de faire entrer en vigueur la Convention. La même faculté sera laissée aux Puissances signataires qui déposeront successivement leurs ratifications après cette date.
- IV. Que la date visée sous III est le 31 décembre 1914.
- V. Que la possibilité d'accéder à la Convention reste ouverte aux Puissances qui ne l'ont pas encore signée.

B) a décidé :

Qu'un protocole, par lequel les Puissances signataires disposées à se servir de la faculté visée sous III pourront déclarer leur intention de faire entrer en vigueur la Convention, sera ouvert à La Haye.

Son Excellence M. le Ministre des Affaires étrangères des Pays-Bas, satisfaisant au désir exprimé unanimement par la Conférence, a consenti à faire dresser ce protocole, qui restera ouvert pour les signatures.

C) a adopté à l'unanimité la résolution suivante :

La Conférence invite Son Excellence M. le Ministre des Affaires étrangères des Pays-Bas à entreprendre, au nom de la Conférence, une démarche urgente et respectueuse auprès des Puissances signataires qui n'ont pas ratifié la Convention ni exprimé leur intention de le faire, démarche tendant à les amener à se déclarer prêtes, dans un très bref délai, à déposer leurs ratifications afin que la Convention puisse entrer en vigueur au plus tôt possible.

En foi de quoi les délégués ont revêtu le présent protocole de leurs signatures.

Fait à La Haye, le 25 juin 1914, en un seul exemplaire, qui restera déposé dans les archives du Gouvernement des Pays-Bas et dont les copies, certifiées conformes, seront remises par la voie diplomatique à toutes les Puissances tant signataires que non signataires.

Pour l'Allemagne :

F. DE MÜLLER.

(Tout en se référant à ses votes du 18 juin 1914.)

Pour les Etats-Unis d'Amérique :

Henry VAN DYKE.

Chas. DENBY.

Pour la République Argentine :

Franç. DE VEYGA.

Pour la Belgique :

Bn. Alb. FALLON.

Pour les Etats-Unis du Brésil :

Graça ARANHA.

Pour le Chili¹ :

Pour la Chine :

W. W. YEN.

Ts. F. T'ANG.

Pour le Danemark :

W. Grevenkop CASTENSKJOLD.

Pour la République Dominicaine¹ :

Pour l'Equateur¹ :

Pour l'Espagne :

Fernando DE OSORIO.

Pour la France :

Marcellin PELLET.

Pour la Grande-Bretagne :

W. G. Max MÜLLER.

William Job COLLINS.

Pour le Guatémala :

José M. LARDIZABAL.

Pour l'Haïti¹ :

Pour l'Italie :

S. DE LA TOUR CALVELLO.

Pour le Japon :

Aimaro SATO.

Pour le Luxembourg :

Bn. Alb. FALLON.

Pour les Etats-Unis mexicains :

Carlos PEREYRA.

Pour le Monténégro :

H. M. MENDES DA COSTA.

Pour les Pays-Bas :

J. T. CREMER.

C. Th. VAN DEVENTER.

A. A. DE JONGH.

¹ Les communications ayant été interrompues par suite de la guerre, il n'a plus été possible d'obtenir la signature qui n'avait pu être donnée à la date de la clôture de la conférence.

Pour la Perse :

Mirza MAHMOUD Khan.

Pour le Portugal :

Antonio Maria Bartholomeu FERREIRA.
A. A. Sanches DE MIRANDA.

Pour la Roumanie :

C. M. MITILINEU.

Pour la Russie :

A. SWETCHINE.

Pour le Siam :

Phya Sudham MAITRI.
Wm. J. ARCHER.

Pour la Suède :

F. DE KLERCKER.

Pour la Suisse :

CARLIN.

Pour l'Uruguay¹ :

Pour les Etats-Unis du Venezuela :

E. Gil BORGES.

PROTOCOLE RELATIF A LA MISE EN VIGUEUR DE LA
CONVENTION INTERNATIONALE DE L'OPIUM.

Les soussignés, dûment autorisés par leurs gouvernements respectifs en vertu de la faculté visée sous n° 3 du protocole de clôture de la troisième Conférence internationale de l'opium, déclarent que leurs gouvernements ayant ratifié la Convention internationale de l'opium du 23 janvier 1912, ont l'intention de la faire entrer en vigueur.

Pour les Puissances qui signeront ce protocole avant le 31 décembre 1914, la Convention entrera en vigueur à cette date; pour les Puissances qui le signeront après le 31 décembre 1914, la Convention entrera en vigueur le jour de la signature.

Pour les Etats-Unis d'Amérique :

Henry VAN DYKE, le 11 fév. 1915.

Pour la Chine :

T'ANG TSAI-FOU, le 11 fév. 1915.

Pour les Pays-Bas :

J. LOUDON, le 11 fév. 1915.

Pour le Honduras :

E. H. CRONE, le 3 avril 1915.

Pour la Norvège :

F. HAGERUP, le 20 sept. 1915.

¹ Les communications ayant été interrompues par suite de la guerre, il n'a plus été possible d'obtenir la signature, qui n'avait pu être donnée à la date de la clôture de la conférence.

Pour la Belgique :		le 14 mai 1919.
Alb. FALLON,		
Pour le Luxembourg :		le 14 mai 1919.
Alb. FALLON,		
Pour la Suède :		le 13 jan. 1921.
G. DE DARDEL,		
Pour l'Espagne :		le 11 fév. 1921.
Santiago Mendez DE VIGO,		

Tableau des signatures de la Convention, des signatures du Protocole de signature des Puissances non représentées à la première Conférence de l'opium, visé à l'avant-dernier alinéa de l'article 22 de la Convention, des ratifications de la Convention et des signatures du Protocole relatif à la mise en vigueur de la Convention, visé sous B du Protocole de clôture de la troisième Conférence de l'opium.

(Les ratifications et les signatures en vertu de l'article 295 du Traité de Paix de Versailles ou d'un article analogue d'un autre traité de paix sont marquées du signe *.)

Etats	Signatures de la Convention	Signatures du Protocole des Puissances non représentées à la Conférence de l'opium	Ratifications de la Convention	Signatures du Protocole relatif à la mise en vigueur de la Convention (dates de l'entrée en vigueur)
ALBANIE	—	3 févr. 1925	3 févr. 1925	3 févr. 1925
ALLEMAGNE	23 janv. 1912	—	10 janv. 1920*	10 janv. 1920*
AMÉRIQUE (ÉTATS-UNIS D')	23 janv. 1912	—	15 déc. 1913	11 févr. 1915
ARGENTINE	—	17 oct. 1912	—	—
AUTRICHE	—	—	16 juill. 1920*	16 juill. 1920*
BELGIQUE ¹	—	18 juin 1912	16 juin 1914	14 mai 1919
BOLIVIE	—	4 juin 1913	10 janv. 1920*	10 janv. 1920*
BRÉSIL	—	16 oct. 1912	23 déc. 1914	10 janv. 1920*
GRANDE-BRETAGNE ²	23 janv. 1912	—	15 juill. 1914	10 janv. 1920*
BULGARIE	—	2 mars 1914	9 août 1920*	9 août 1920*
CHILI	—	2 juill. 1913	16 janv. 1923	18 mai 1923
CHINE	23 janv. 1912	—	9 févr. 1914	11 févr. 1915
COLOMBIE ³	—	15 janv. 1913	26 juin 1924	30 juin 1924
COSTA-RICA	—	25 avril 1912	1 août 1924	29 juill. 1925
CUBA	—	8 mai 1913	8 mars 1920*	8 mars 1920*
DANEMARK ⁴	—	17 déc. 1912	10 juill. 1913	21 oct. 1921
DANTZIG (VILLE LIBRE DE)	—	8 nov. 1921	18 avril 1922	—
DOMINICAINE (RÉP.)	—	12 nov. 1912	7 juin 1923	—
EQUATEUR	—	2 juill. 1912	25 févr. 1915	23 août 1923
ESPAGNE	—	23 oct. 1912	25 janv. 1919	11 févr. 1921
ESTONIE	—	9 janv. 1923	20 avril 1923	—

¹ Sous réserve d'adhésion ou de dénonciation en ce qui concerne le Congo belge.

² Sous réserve de la déclaration suivante :

Les articles de la présente Convention, si elle est ratifiée par le Gouvernement de Sa Majesté Britannique, s'appliqueront à l'Empire des Indes britanniques, à Ceylan, aux Straits Settlements, à Hong-Kong et à Wei-hai-wei, sous tous les rapports, de la même façon qu'ils s'appliqueront au Royaume-Uni de Grande-Bretagne et d'Irlande ; mais le Gouvernement de Sa Majesté Britannique se réserve le droit de signer ou de dénoncer séparément ladite Convention au nom de tout Dominion, Colonie, Dépendance ou Protectorat de Sa Majesté autres que ceux qui ont été spécifiés.

En vertu de la réserve mentionnée ci-dessus, la Grande-Bretagne a signé la Convention pour les Dominions, Colonies, Dépendances et Protectorats suivants : Canada, Terre-Neuve, Nouvelle-Zélande, Brunei, Chypre, Protectorat de l'Afrique orientale, Iles Falkland, Protectorats malais, Gambie, Gibraltar, Côte de l'Or, Jamaïque, Johore, Kedah, Kelantan, Perlis Trengganu, Malte, Nigeria du Nord, Bornéo septentrional, Nyassaland, Sainte-Hélène, Serawak, Seychelles, Somaliland, Nigeria du Sud, Trinité, Ouganda, le 17 décembre 1912 ; pour la Colonie de Fidji, le 27 février 1913 ; pour la Colonie de Sierra-Leone, le Protectorat des Iles Gilbert et Ellice et le Protectorat des Iles Salomon, le 22 avril 1913 ; pour le Gouvernement du Commonwealth d'Australie, le 25 juin 1913 ; pour les Iles Bahamas et pour les trois Colonies des Iles du Vent, savoir Grenade, Sainte-Lucie et Saint-Vincent, le 14 novembre 1913 ; pour les Iles sous le Vent, le 30 janvier 1914 ; pour la Guyane britannique ainsi que pour le Honduras britannique, le 11 février 1914 ; pour le Gouvernement de l'Afrique du Sud, le 11 mars 1914 ; pour Zanzibar, la Rhodésie du Sud et du Nord, Basoutoland, le Protectorat de Betchouanaland et Swaziland, le 28 mars 1914 ; pour la Colonie de Barbade, le 4 avril 1914 ; pour l'Île de France (Maurice) et ses dépendances, le 8 avril 1914 ; pour les Iles Bermudes, le 11 juillet 1914 ; pour la Palestine, le 21 août 1924 ; pour les Nouvelles-Hébrides (avec la France), le 21 août 1924 ; pour l'Irak, le 20 octobre 1924.

³ Sous réserve de l'approbation du corps législatif de la Colombie.

⁴ La signature du Protocole des Puissances non représentées à la Conférence, ainsi que la ratification ont eu lieu pour le Danemark, l'Islande et les Antilles danoises ; la signature du Protocole relatif à la mise en vigueur a eu lieu pour le Danemark et l'Islande séparément.

Etats	Signatures de la Convention	Signatures du Protocole des Puissances non représentées à la Conférence de l'opium	Ratifications de la Convention	Signatures du Protocole relatif à la mise en vigueur de la Convention (dates de l'entrée en vigueur)
FINLANDE	—	24 avril 1922	16 mai 1922	1 ^{er} déc. 1922
FRANCE ¹	23 janv. 1912	—	10 janv. 1920*	10 janv. 1920*
GRÈCE	—	—	30 mars 1920*	30 mars 1920*
GUATÉMALA	—	17 juin 1912	27 août 1913	10 janv. 1920*
HAÏTI	—	21 août 1912	30 juin 1920*	30 juin 1920*
HONDURAS	—	5 juill. 1912	29 août 1913	3 avril 1915
HONGRIE	—	—	26 juill. 1921*	26 juill. 1921*
ITALIE	23 janv. 1912	—	28 juin 1914	10 janv. 1920*
JAPON	23 janv. 1912	—	10 janv. 1920*	10 janv. 1920*
LETTONIE	—	6 févr. 1922	25 mars 1924	—
LIBÉRIA	—	—	30 juin 1920*	30 juin 1920*
LITHUANIE	—	7 avril 1923	—	—
LUXEMBOURG	—	18 juin 1912	21 août 1922	—
MEXIQUE	—	15 mai 1912	2 avril 1925	8 mai 1925
MONACO	—	1 ^{er} mai 1923	20 févr. 1925	26 mai 1925
NICARAGUA	—	18 juill. 1913	10 nov. 1914	3 nov. 1920
NORVÈGE	—	2 sept. 1913	12 nov. 1914	20 sept. 1915
PANAMA	—	19 juin 1912	25 nov. 1920*	25 nov. 1920*
PARAGUAY	—	14 déc. 1912	—	—
PAYS-BAS	23 janv. 1912	—	28 juill. 1914	11 fév. 1915
PÉROU	—	24 juill. 1913	10 janv. 1920*	10 janv. 1920*
PERSE ²	23 janv. 1912	—	—	—
POLOGNE	—	—	10 janv. 1920*	10 janv. 1920*
PORTUGAL	23 janv. 1912	—	15 déc. 1913	8 avril 1920*
ROUMANIE	—	27 déc. 1913	14 sept. 1920*	14 sept. 1920*
RUSSIE	23 janv. 1912	—	—	—
SALVADOR	—	30 juill. 1912	19 sept. 1922	—
SERBES, CROATES ET SLOVÈNES (ROYAU- ME DES)	—	—	10 févr. 1920*	10 févr. 1920*
SIAM ³	23 janv. 1912	—	10 juill. 1913	10 janv. 1920*
SUÈDE ⁴	—	27 août 1913	17 avril 1914	13 janv. 1921
SUISSE ⁵	—	29 déc. 1913	15 janv. 1925	15 janv. 1925
TCHÉCOSLOVAQUIE	—	—	10 janv. 1920*	10 janv. 1920*
URUGUAY	—	9 mars 1914	3 avril 1916	10 janv. 1920*
VENEZUELA	—	10 sept. 1912	28 oct. 1913	—

**ARTICLE 295 DU TRAITÉ DE PAIX AVEC L'ALLEMAGNE
DU 28 JUIN 1919⁶.**

Celles des Hautes Parties contractantes qui n'auraient pas encore signé ou qui, après avoir signé, n'auraient pas encore ratifié la Convention sur l'opium, signée à La Haye le 23 janvier 1912, sont d'accord pour mettre cette convention en vigueur, et, à cette fin, pour édicter la législation nécessaire aussitôt qu'il sera possible et, au plus tard, dans les douze mois qui suivront la mise en vigueur du présent Traité.

Les Hautes Parties contractantes conviennent, en outre, pour celles d'entre elles qui n'ont pas encore ratifié ladite Convention, que la ratification du présent Traité équivaldra, à tous égards, à cette ratification et à la signature du Protocole spécial ouvert à La Haye, conformément aux résolutions de la troisième Conférence sur l'opium, tenue en 1914 pour la mise en vigueur de ladite Convention.

¹ Sous réserve d'une ratification ou d'une dénonciation éventuellement séparée et spéciale en ce qui concerne les Protectorats français. La France et la Grande-Bretagne ont signé la Convention pour les Nouvelles-Hébrides, le 21 août 1924.

² Sous réserve des articles 15, 16, 17, 18, et 19 (la Perse n'ayant pas de traité avec la Chine) et du paragraphe a) de l'article 3.

³ Sous réserve des articles 15, 16, 17, 18, et 19 (le Siam n'ayant pas de traité avec la Chine).

⁴ Sous réserve de la déclaration suivante : « L'opium n'étant pas fabriqué en Suède, le Gouvernement suédois se contentera pour le moment de prohiber l'importation de l'opium préparé, mais se déclare en même temps prêt à prendre les mesures visées dans l'article 8 de la Convention, si l'expérience en démontre l'opportunité. »

⁵ Sous réserve de ratification et avec la déclaration qu'il ne sera pas possible au Gouvernement suisse de promulguer les dispositions légales nécessaires dans le délai fixé par la Convention.

⁶ L'article 247 du Traité de Paix avec l'Autriche du 10 septembre 1919 ; l'article 174 du Traité de Paix avec la Bulgarie du 27 novembre 1919 ; l'article 230 du Traité de Paix avec la Hongrie du 4 juin 1920, et l'article 280 du Traité de Paix avec la Turquie du 10 août 1920, sont rédigés dans des termes semblables.

Le Gouvernement de la République française communiquera au Gouvernement des Pays-Bas une copie certifiée conforme du procès-verbal de dépôt des ratifications du présent Traité et invitera le Gouvernement des Pays-Bas à accepter et recevoir ce document comme dépôt des ratifications de la Convention du 23 janvier 1912 et comme signataire du Protocole additionnel de 1914.

LISTE DES ETATS QUI ONT SIGNÉ ET RATIFIÉ :

1. Le Traité de Paix avec l'Allemagne :

Grande-Bretagne, Canada, Australie, Afrique du Sud, Nouvelle-Zélande, Inde, France, Italie, Japon, Belgique, Bolivie, Brésil, Cuba, Grèce, Guatémala, Haïti, Honduras, Libéria (avec une réserve), Nicaragua, Panama, Pérou, Pologne, Portugal, Roumanie, Royaume des Serbes, Croates et Slovènes, Siam, Tchécoslovaquie, Uruguay et Allemagne.

2. Traité de Paix avec l'Autriche :

Grande-Bretagne, Canada, Australie, Afrique du Sud, Nouvelle-Zélande, Inde, France, Italie, Japon, Belgique, Chine, Cuba, Grèce, Nicaragua, Siam, Tchécoslovaquie et Autriche (la Roumanie et le Royaume des Serbes, Croates et Slovènes ont accédé).

3. Le Traité de Paix avec la Bulgarie :

Grande-Bretagne, Canada, Australie, Afrique du Sud, Nouvelle-Zélande, Inde, France, Italie, Belgique, Grèce, Royaume des Serbes, Croates et Slovènes, Siam, Tchécoslovaquie et Bulgarie (la Roumanie a accédé).

4. Le Traité de Paix avec la Hongrie :

Grande-Bretagne, Canada, Australie, Afrique du Sud, Nouvelle-Zélande, Inde, France, Italie, Japon, Belgique, Roumanie, Royaume des Serbes, Croates Slovènes, Siam, Tchécoslovaquie et Hongrie.

LEAGUE OF NATIONS

INTERNATIONAL OPIUM CONVENTION

SIGNED AT THE HAGUE, JANUARY 23RD, 1912.

[*Translation.*]

HIS MAJESTY THE GERMAN EMPEROR, KING OF PRUSSIA, in the name of the GERMAN EMPIRE ; the PRESIDENT OF THE UNITED STATES OF AMERICA ; HIS MAJESTY THE EMPEROR OF CHINA ; the PRESIDENT OF THE FRENCH REPUBLIC ; HIS MAJESTY THE KING OF THE UNITED KINGDOM OF GREAT BRITAIN AND IRELAND AND OF THE BRITISH DOMINIONS BEYOND THE SEAS, EMPEROR OF INDIA ; HIS MAJESTY THE KING OF ITALY ; HIS MAJESTY THE EMPEROR OF JAPAN ; HER MAJESTY THE QUEEN OF THE NETHERLANDS ; HIS IMPERIAL MAJESTY THE SHAH OF PERSIA ; the PRESIDENT OF THE PORTUGUESE REPUBLIC ; HIS MAJESTY THE EMPEROR OF ALL THE RUSSIAS ; HIS MAJESTY THE KING OF SIAM,

Desirous of advancing a step further on the road opened by the International Commission of Shanghai of 1909 ;

Determined to bring about the gradual suppression of the abuse of opium, morphine and cocaine, as also of the drugs prepared or derived from these substances, which give rise or might give rise to similar abuses ;

Taking into consideration the necessity and the mutual advantage of an international agreement on this point ;

Convinced that in this humanitarian endeavour they will meet with the unanimous adherence of all the States concerned ;

Have decided to conclude a convention with this object, and have appointed as their plenipotentiaries ;

HIS MAJESTY THE GERMAN EMPEROR, KING OF PRUSSIA :

His Excellency M. Felix VON MÜLLER, Privy Councillor, Envoy Extraordinary and Minister Plenipotentiary at The Hague ;

M. DELBRÜCK, Privy Councillor ;

Dr. GRÜNENWALD, Councillor of Legation ;

Dr. KERP, Privy Councillor, a director in the German Health Department ;

Dr. RÖSSLER, German Consul at Canton.

THE PRESIDENT OF THE UNITED STATES OF AMERICA :

Bishop Charles H. BRENT ;

Mr. Hamilton WRIGHT ;

Mr. H. J. FINGER.

HIS MAJESTY THE EMPEROR OF CHINA :

His Excellency Liang CH'ENG, Envoy Extraordinary and Minister Plenipotentiary at Berlin.

THE PRESIDENT OF THE FRENCH REPUBLIC :

M. Henri BRENIER, Advisory Inspector of the Agricultural and Commercial Service of Indo-China ;

M. Pierre GUESDE, Administrator of the Civil Service of Indo-China.

HIS MAJESTY THE KING OF THE UNITED KINGDOM OF GREAT BRITAIN AND IRELAND AND OF THE BRITISH DOMINIONS BEYOND THE SEAS, EMPEROR OF INDIA :

The Right Honourable Sir Cecil Clementi SMITH, G.C.M.G., Member of the Privy Council ;

Sir William Stevenson MEYER, K.C.I.E., Chief Secretary of the Government of Madras ;

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., Councillor of Embassy ;

Sir William Job COLLINS, M.D., Deputy-Lieutenant of the County of London.

HIS MAJESTY THE KING OF ITALY :

His Excellency Count J. SALLIER DE LA TOUR, Duke of Calvello, Envoy Extraordinary and Minister Plenipotentiary at The Hague.

HIS MAJESTY THE EMPEROR OF JAPAN :

His Excellency M. Aimaro SATO, Envoy Extraordinary and Minister Plenipotentiary at The Hague ;
Dr. Tomoe TAKAGI, Engineer to the Government-General of Formosa ;
Dr. Kotaro NISHIZAKI, Technical Expert attached to the Laboratory of the Hygienic Department.

HER MAJESTY THE QUEEN OF THE NETHERLANDS :

M. J. T. CREMER, formerly Minister for the Colonies, President of the Netherlands Society of Commerce ;
M. C. Th. VAN DEVENTER, Member of the First Chamber of the States-General ;
M. A. A. DE JONGH, formerly Inspector-General, Head of the Opium Monopoly in the Dutch Indies ;
M. J. G. SCHEURER, Member of the Second Chamber of the States-General ;
M. W. G. VAN WETTUM, Inspector of the Opium Monopoly in the Dutch Indies.

HIS IMPERIAL MAJESTY THE SHAH OF PERSIA :

Mirza MAHMOUD Khan, Secretary of the Persian Legation at The Hague.

THE PRESIDENT OF THE PORTUGUESE REPUBLIC :

His Excellency M. Antonio Maria Bartholomeu FERREIRA, Envoy Extraordinary and Minister Plenipotentiary at The Hague.

HIS MAJESTY THE EMPEROR OF ALL THE RUSSIAS :

His Excellency M. Alexander SAVINSKY, Master of Ceremonies, Councillor of State, Envoy Extraordinary and Minister Plenipotentiary at Stockholm.

HIS MAJESTY THE KING OF SIAM :

His Excellency Phya Akharaj VARADHARA, Envoy Extraordinary and Minister Plenipotentiary in London, The Hague and Brussels ;
Mr. William J. ARCHER, C.M.G., Councillor of Legation.

Who, after having deposited their full powers, found in good and due form, have agreed as follows :

CHAPTER I.

RAW OPIUM.

Definition. — By “raw opium” is understood :

The spontaneously coagulated juice obtained from the capsules of the *papaver somniferum*, which has only been submitted to the necessary manipulations for packing and transport.

Article 1.

The Contracting Powers shall enact effective laws or regulations for the control of the production and distribution of raw opium, unless laws or regulations on the subject are already in existence.

Article 2.

Due regard being had to the differences in their commercial conditions, 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.

Article 3.

The Contracting Powers shall take measures :

(a) To prevent the export of raw opium to countries which shall have prohibited its entry, and

(b) To control the export of raw opium to countries which restrict its import, unless regulations on the subject are already in existence.

Article 4.

The Contracting Powers shall make regulations requiring that every package containing raw opium intended for export shall be marked in such a way as to indicate its contents, provided that the consignment exceeds five kilograms.

Article 5.

The Contracting Powers shall not allow the import and export of raw opium except by duly authorised persons.

CHAPTER II.

PREPARED OPIUM.

Definition. — By “ prepared opium ” is understood :

The product of raw opium, obtained by a series of special operations, especially by dissolving, boiling, roasting, and fermentation, designed to transform it into an extract suitable for consumption.

Prepared opium includes dross and all other residues remaining when opium has been smoked.

Article 6.

The Contracting Powers shall take measures for the gradual and effective suppression of the manufacture of, internal trade in, and use of, prepared opium, with due regard to the varying circumstances of each country concerned, unless regulations on the subject are already in existence.

Article 7.

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.

Article 8.

The Contracting Powers which are not yet ready to prohibit immediately the export of prepared opium :

(a) Shall restrict the number of towns, ports, or other localities through which prepared opium may be exported ;

(b) Shall prohibit the export of prepared opium to countries which now forbid, or which may hereafter forbid, the import thereof :

(c) Shall, in the meanwhile, prohibit the consignment of prepared opium to a country which desires to restrict its entry, unless the exporter complies with the regulations of the importing country ;

(d) Shall take measures to ensure that every package exported, containing prepared opium, bears a special mark indicating the nature of its contents ;

(e) Shall not permit the export of prepared opium except by specially authorised persons.

CHAPTER III.

MEDICINAL OPIUM, MORPHINE, COCAINE, ETC.

Definitions. — By “ medicinal opium ” is understood :

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

By "morphine" is understood :

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

By "cocaine" is understood :

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

By "heroin" is understood :

Diacetyl-morphine, having the formula $C_{21}H_{23}NO_5$.

Article 9.

The Contracting Powers shall enact pharmacy laws or regulations to limit exclusively to medical and legitimate purposes the manufacture, sale, and use of morphine, cocaine, and their respective salts unless laws or regulations on the subject are already in existence. They shall co-operate with one another to prevent the use of these drugs for any other purpose.

Article 10.

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, imports, 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.

Article 11.

The Contracting Powers shall take measures to prohibit, as regards their internal trade, the delivery of morphine, cocaine, and their respective salts to any unauthorised persons, unless regulations on the subject are already in existence.

Article 12.

Due regard being had to the differences in their conditions, the Contracting Powers shall use their best endeavours to restrict to authorised persons the import of morphine, cocaine, and their respective salts.

Article 13.

The Contracting Powers shall use their best endeavours 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.

With this object each Government may communicate from time to time to the Governments of the exporting countries lists of the persons to whom licences or permits for the import of morphine, cocaine, and their respective salts have been granted.

Article 14.

The Contracting Powers shall apply the laws and regulations respecting the manufacture, import, sale, or export of morphine, cocaine, and their respective salts :

- (a) To medicinal opium ;
- (b) To all preparations (official and non-official, including the so-called anti-opium remedies) containing more than 0.2 per cent of morphine or more than 0.1 per cent of cocaine ;

(c) To heroin, its salts and preparations containing more than 0.1 per cent of heroin ;

(d) To all new derivatives of morphine, of cocaine, or of their respective salts, and to every other alkaloid of opium, which may be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like ill-effects.

CHAPTER IV.

Article 15.

The Contracting Powers having treaties with China (Treaty Powers) shall, in conjunction with the Chinese Government, take the necessary measures to prevent the smuggling into Chinese territory, as well as into their Far-Eastern Colonies and into the leased territories which they occupy in China, of raw and prepared opium, morphine, cocaine, and their respective salts, as also of the substances referred to in Article 14 of the present Convention. The Chinese Government shall, on their part, take similar measures for the suppression of the smuggling of opium and of the other substances above referred to from China to the foreign colonies and leased territories.

Article 16.

The Chinese Government shall promulgate pharmacy laws for their subjects regulating the sale and distribution of morphine, cocaine, and their respective salts, and of the substances referred to in Article 14 of the present Convention, and shall communicate these laws to the Governments having treaties with China, through their diplomatic representatives at Peking. The Contracting Powers having treaties with China shall examine these laws and, if they find them acceptable, shall take the necessary measures to apply them to their nationals residing in China.

Article 17.

The Contracting Powers having treaties with China shall undertake to adopt the necessary measures to restrict and control the habit of smoking opium in their leased territories, settlements, and concessions in China, to suppress, *pari passu* with the Chinese Government, the opium dens or similar establishments which may still exist there, and to prohibit the use of opium in places of entertainment and brothels.

Article 18.

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.

Article 19.

The Contracting Powers having post offices in China shall adopt effective measures to prohibit the illegal import into China in the form of postal packages, as well as the illegal transmission through these offices from one place in China to another, of opium (raw or prepared), morphine, cocaine, and their respective salts, and of the other substances referred to in Article 14 of the present Convention.

CHAPTER V.

Article 20.

The Contracting Powers shall examine the possibility of enacting laws or regulations making it a penal offence to be in illegal possession of raw opium, prepared opium, morphine, cocaine, and their respective salts, unless laws or regulations on the subject are already in existence.

Article 21.

The Contracting Powers shall communicate to one another, through the Ministry of Foreign Affairs of the Netherlands :

(a) The texts of the existing laws and administrative regulations respecting the matters referred to in the present Convention or promulgated in virtue of the clauses thereof ;

(b) Statistical information as regards the trade in raw opium, prepared opium, morphine, cocaine, and their respective salts, as well as in the other drugs or their salts or preparations referred to in the present Convention.

These statistics shall be furnished with as many details and within a period as short as may be considered possible.

CHAPTER VI.

FINAL PROVISIONS.

Article 22.

Any Power not represented at the Conference shall be allowed to sign the present Convention.

With this object the Government of the Netherlands will, immediately after the signature of the Convention by the Plenipotentiaries of the Powers which have taken part in the Conference, invite all the Powers of Europe and America not represented at the Conference, that is to say :

The Argentine Republic, Austria-Hungary, Belgium, Bolivia, Brazil, Bulgaria, Chile, Colombia, Costa Rica, the Republic of Cuba, Denmark, the Dominican Republic, the Republic of Ecuador, Greece, Guatemala, the Republic of Haiti, Honduras, Luxemburg, Mexico, Montenegro, Nicaragua, Norway, Panama, Paraguay, Peru, Roumania, Salvador, Serbia, Spain, Sweden, Switzerland, Turkey, Uruguay, the United States of Venezuela,

to appoint a delegate, furnished with the necessary full powers, to sign the Convention at The Hague.

These signatures shall be affixed to the Convention by means of a " Protocol of Signature by Powers not represented at the Conference ", to be added after the signatures of the Powers represented, the date of each signature being mentioned.

The Government of the Netherlands will, every month, notify the Signatory Powers of each supplementary signature.

Article 23.

After all the Powers, as well on their own behalf as on behalf of their possessions, colonies, protectorates, and leased territories, have signed the Convention or the supplementary Protocol above referred to, the Government of the Netherlands will invite all the Powers to ratify the Convention with this Protocol.

In the event of the signature of all the Powers invited not having been obtained on the date of December 31st, 1912, the Government of the Netherlands will immediately invite the Powers which have signed by that date to appoint delegates to examine at The Hague the possibility of depositing their ratifications notwithstanding.

The ratification shall take place within as short a period as possible and shall be deposited at the Ministry of Foreign Affairs at The Hague.

The Government of the Netherlands will every month notify the Signatory Powers of the ratifications which they have received in the interval.

As soon as the ratifications of all the Signatory Powers, as well on their own behalf as on behalf of their colonies, possessions, protectorates, and leased territories, have been received by the Government of the Netherlands, the latter will notify all the Powers which have ratified the Convention of the date on which it received the last instrument of ratification.

Article 24.

The present Convention shall come into force three months after the date mentioned in the notification by the Government of the Netherlands, referred to in the last paragraph of the preceding Article.

With regard to the laws, regulations, or other measures contemplated by the present Convention, it is agreed that the bills or drafts required for this purpose shall be prepared not later than six months after the entry into force of the Convention. As regards the laws, they shall also be submitted by their Governments to the Parliaments or legislative bodies within the same period of six months, or in any case at the first session following the expiration of this period.

The date on which these laws, regulations or measures shall come into force shall form the subject of an agreement between the Contracting Powers, at the instance of the Government of the Netherlands.

In the event of questions arising relative to the ratification of the present Convention, or to the enforcement either of the Convention or of the laws, regulations, or measures resulting therefrom, the Government of the Netherlands, will, if these questions cannot be settled by other means, invite all the Contracting Powers to appoint delegates to meet at The Hague in order to arrive at an immediate agreement on the questions.

Article 25.

If one of the Contracting Powers should wish to denounce the present Convention, the denunciation shall be notified in writing to the Government of the Netherlands, who will immediately communicate a certified copy of the notification to all the other Powers informing them of the date on which it was received.

The denunciation shall take effect only as regards the Power which notified it and one year after the notification thereof has reached the Government of the Netherlands.

In witness whereof the Plenipotentiaries have affixed their signatures to the present Convention.

Done at The Hague, January 23rd, 1912, in a single copy, which shall be deposited and remain in the archives of the Government of the Netherlands, and of which certified copies will be transmitted through the diplomatic channel to all the Powers represented at the Conference.

For Germany :

F. VON MÜLLER.
DELBRÜCK.
GRÜNENWALD.

For the United States of America :

Charles H. BRENT.
Hamilton WRIGHT.
Henry J. FINGER.

For China :

Liang CH'ENG.

For France :

H. BRENIER.

With the reservation that a separate and special ratification or denunciation may subsequently be obtained for the French Protectorates.

For Great Britain :

W. S. MEYER.
W. G. Max MÜLLER.
William Job COLLINS.

With the reservation of the following declaration :

The articles of the present Convention, if ratified by His Britannic Majesty's Government, shall apply to the Government of British India, Ceylon, the Straits Settlements, Hong-Kong, and Wei-hai-wei in every respect in the same way as they shall apply to the United Kingdom of Great Britain and Ireland ; but His Britannic Majesty's Government reserve the right of signing or denouncing separately the said Convention in the name of any dominion, colony, dependency, or protectorate of His Majesty other than those which have been specified.

For Italy :

G. DE LA TOUR CALVELLO.

For Japan :

Aimaro SATO.
Tomoe TAGAKI.
Kotaro NISHIZAKI.

For the Netherlands :

J. T. CREMER.
C. Th. VAN DEVENTER.
A. A. DE JONGH.
J. G. SCHEURER.

For Persia :

Mirza MAHMOUD Khan.

With the reservation of Articles 15, 16, 17, 18 and 19 (Persia having no treaty with China) and paragraph (a) of Article 3.

For Portugal :

Antonio Bartholomeu FERREIRA.

For Russia :

A. SAVINSKY.

For Siam :

Akharaj VARADHARA.

Wm. J. ARCHER.

With the reservation of Articles 15, 16, 17, 18 and 19, Siam having no treaty with China.

FINAL PROTOCOL OF THE INTERNATIONAL OPIUM CONFERENCE,

SIGNED AT THE HAGUE, JANUARY 23RD, 1912.

[*Translation.*]

The International Opium Conference proposed by the Government of the United States of America, and convoked by the Government of the Netherlands, assembled at The Hague, in the Hall of the Knights, on December 1st, 1911.

The Governments hereinafter enumerated took part in the Conference, for which they had appointed the following delegates :

GERMANY :

His Excellency M. Felix VON MÜLLER, Privy Councillor, Envoy Extraordinary and Minister Plenipotentiary at The Hague, First Delegate Plenipotentiary ;
M. DELBRÜCK, Privy Councillor, Delegate Plenipotentiary ;
Dr. GRÜNENWALD, Councillor of Legation, Delegate Plenipotentiary ;
Dr. KERP, Privy Councillor, Director of the German Health Department, Delegate Plenipotentiary ;
Dr. RÖSSLER, German Consul at Canton, Delegate Plenipotentiary.

THE UNITED STATES OF AMERICA :

Bishop Charles H. BRENT, Delegate Plenipotentiary ;
Mr. Hamilton WRIGHT, Delegate Plenipotentiary ;
Mr. H. J. FINGER, Delegate Plenipotentiary.

CHINA :

His Excellency LIANG CH'ENG, Envoy Extraordinary and Minister Plenipotentiary at Berlin, Delegate Plenipotentiary ;
Tang KWO-AN, Assistant Secretary at the Wai Wu Pu, Delegate ;
Tchang TSU-SUENG, Chargé d'Affaires *ad interim* at The Hague, Delegate ;
Dr. Wu LIEN-TEH, M.D. (Cambridge), Surgeon-Major, Director of the School of Medicine, Delegate ;
M. F. A. CARL, formerly Commissioner of the Imperial Maritime Customs at Newchwang, Delegate ;
M. A. J. COMMIJS, Assistant Secretary in the Department of the Inspector-General of Imperial Maritime Customs, Delegate.

FRANCE :

M. Henri BRENIER, Advisory Inspector of the Agricultural and Commercial Service of Indo-China, Delegate Plenipotentiary ;
M. Pierre GUESDE, Administrator of the Civil Service of Indo-China, Delegate Plenipotentiary ;
Dr. GAIDE, Surgeon-Major of the Colonial Troops, Technical Adviser.

GREAT BRITAIN :

The Right Honourable Sir Cecil Clementi SMITH, G.C.M.G., Member of the Privy Council, Delegate Plenipotentiary ;
Sir William Stevenson MEYER, K.C.I.E., Chief Secretary to the Government of Madras, Delegate Plenipotentiary ;

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., Councillor of Embassy, Delegate Plenipotentiary ;
Sir William Job COLLINS, M.D., Deputy-Lieutenant of the County of London, Delegate Plenipotentiary.

ITALY :

His Excellency Count J. SALLIER DE LA TOUR, Duke of Calvello, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate Plenipotentiary ;
Professor Rocco SANTOLIVIDO, Member of Parliament, Director-General of Public Health, Delegate.

JAPAN :

His Excellency Mr. Aimaro SATO, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate Plenipotentiary ;
Dr. Tomoe TAKAGI, Engineer to the Government-General of Formosa, Delegate Plenipotentiary ;
Dr. Kotaro NISHIZAKI, Technical Expert, attached to the Laboratory of the Hygienic Department, Delegate Plenipotentiary.

THE NETHERLANDS :

M. J. T. CREMER, formerly Minister for the Colonies, President of the Dutch Society of Commerce, Delegate Plenipotentiary ;
M. C. Th. VAN DEVENTER, Member of the First Chamber of the States-General, Delegate Plenipotentiary ;
M. A. A. DE JONGH, formerly Inspector-General, Head of the Opium Monopoly in the Dutch Indies, Delegate Plenipotentiary ;
M. J. G. SCHEURER, Member of the Second Chamber of the States-General, Delegate Plenipotentiary ;
M. W. G. VAN WETTUM, Inspector of the Opium Monopoly in the Dutch Indies, Delegate Plenipotentiary.

PERSIA :

Mirza MAHMOUD Khan, Secretary of the Persian Legation at The Hague, Delegate Plenipotentiary.

PORTUGAL :

His Excellency M. A. M. Bartholomeu FERREIRA, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate Plenipotentiary ;
M. Oscar George POTIER, Consul-General of the First Class, Delegate of the Ministry of Foreign Affairs, Delegate ;
M. A. Sanches DE MIRANDA, Captain of Artillery, formerly Governor of Colonies, Delegate of the Ministry of the Colonies, Delegate.

RUSSIA :

His Excellency M. Alexander SAVINSKY, Master of Ceremonies of His Majesty the Emperor, Councillor of State, Envoy Extraordinary and Minister Plenipotentiary at Stockholm, Delegate Plenipotentiary ;
M. CHAPIROFF, Honorary Physician at the Court of His Majesty the Emperor, Medical Inspector of the Frontier Guards, Delegate.

SIAM :

His Excellency Phya Akhara-j VARADHARA, Envoy Extraordinary and Minister Plenipotentiary in London, The Hague, and Brussels, Delegate Plenipotentiary ;
Mr. William J. ARCHER, C.M.G., Councillor of Legation, Delegate Plenipotentiary.

At a series of meetings held from December 1st, 1911, to January 23rd, 1912, the Conference drew up the annexed text of a Convention ;

The Conference further expressed the following *vœux* :

I. The Conference considers it desirable to direct the attention of the Universal Postal Union :

(1) To the urgency of regulating the transmission through the post of raw opium ;

(2) To the urgency of regulating as far as possible the transmission through the post of morphine, cocaine, and their respective salts and other substances referred to in Article 14 of the Convention ;

(3) To the necessity of prohibiting the transmission of prepared opium through the post.

II. The Conference considers it desirable to study the question of Indian hemp from the statistical and scientific point of view, with the object of regulating its abuses, should the necessity thereof be felt, by internal legislation or by an international agreement.

In witness whereof the Plenipotentiaries have affixed their signatures to the present Protocol.

Done at The Hague, the twenty-third day of January one thousand nine hundred and twelve, in a single copy, which shall be deposited and remain in the archives of the Netherlands Government, and certified copies of which shall be transmitted through the diplomatic channel to all the Powers represented at the Conference.

For Germany :

F. VON MÜLLER.
DELBRÜCK.
GRÜNENWALD.

For the United States of America :

Charles H. BRENT.
Hamilton WRIGHT.
Henry J. FINGER.

For China :

LIANG CH'ENG.

For France :

H. BRENIER.

For Great Britain :

W. S. MEYER.
W. G. Max MÜLLER.
William Job COLLINS.

For Italy :

G. DE LA TOUR CALVELLO.

For Japan :

Aimaro SATO.
Tomoe TAKAGI.
Kotaro NISHISAKI.

For the Netherlands :

J. T. CREMER.
C. Th. VAN DEVENTER.
A. A. DE JONGH.
J. G. SCHEURER.

For Persia :

Mirza MAHMOUD Khan.

For Portugal :

Antonio Maria Bartholomeu FERREIRA.

For Russia :

A. SAVINSKY.

For Siam :

Wm. J. ARCHER.

FINAL PROTOCOL
OF THE SECOND INTERNATIONAL OPIUM CONFERENCE, 1913,

SIGNED AT THE HAGUE, JULY 9TH, 1913.

[*Translation.*]

The Second International Opium Conference, convoked by the Government of the Netherlands in accordance with Article 23 of the International Opium Convention, met at The Hague, in the Hall of the Knights, on July 1st, 1913.

The Governments hereinafter enumerated participated in the Conference, for which they had appointed the following delegates :

GERMANY :

His Excellency M. Felix VON MÜLLER, Privy Councillor, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

UNITED STATES OF AMERICA :

Dr. Hamilton WRIGHT, Special Commissioner of the Department of State, Delegate;
His Excellency Mr. Lloyd BRYCE, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate ;
Mr. Gerrit John KOLLEN, President Emeritus of Hope College, Professor of Mathematics, Delegate.

ARGENTINE REPUBLIC :

Dr. François DE VEYGA, Delegate.

BELGIUM :

His Excellency Baron Alberic FALLON, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

UNITED STATES OF BRAZIL :

His Excellency M. J. da Graça ARANHA, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

CHILE :

His Excellency M. Jorje HUNEEUS, Envoy Extraordinary and Minister Plenipotentiary at Brussels and at The Hague, Delegate.

CHINA :

His Excellency M. W. W. YEN, Envoy Extraordinary and Minister Plenipotentiary at Berlin, First Delegate Plenipotentiary ;
Dr. Wu LIEN-TEH, M.A., M.D. (Cambridge), Surgeon-Major, Director of the Medical Service, Physician of the Foreign Office, Delegate Plenipotentiary.

COLOMBIA :

M. Ch. HISCHEMÖLLER, Consul at Rotterdam, Delegate.

COSTA RICA :

His Excellency M. Manuel DE PERALTA, Envoy Extraordinary and Minister Plenipotentiary at Paris and at The Hague, Delegate.

DENMARK :

M. J. G. DE GREVENKOP CASTENSKJOLD, Minister Resident at Brussels and at The Hague, Delegate.

DOMINICAN REPUBLIC :

His Excellency Dr. José LAMARCHE, Envoy Extraordinary and Minister Plenipotentiary, Delegate.

ECUADOR :

His Excellency M. Jorje HUNEEUS, Envoy Extraordinary and Minister Plenipotentiary of Chile at Brussels and at The Hague, Delegate.

SPAIN :

M. Manuel Garcia DE ACILU Y BENITO, Chargé d'Affaires *ad interim* at The Hague, Delegate.

FRANCE :

His Excellency M. Marcellin PELLET, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

GREAT BRITAIN :

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., Counsellor of Embassy, Delegate ;
Sir William J. COLLINS, D.L., M.D., F.R.C.S., former Chairman of the London County Council, Delegate.

HAITI :

M. Stenio VINCENT, Chargé d'Affaires at The Hague, Delegate.

ITALY :

Marquis Alexandre COMPANS DE BRICHANTEAU, Chargé d'Affaires *ad interim* at The Hague, Delegate.

JAPAN :

M. Jumpei SHINBU, Chargé d'Affaires *ad interim* at The Hague, Delegate.

LUXEMBURG :

His Excellency Baron Alberic FALLON, Envoy Extraordinary and Minister Plenipotentiary at Brussels and at The Hague, Delegate.

UNITED STATES OF MEXICO :

His Excellency M. Frederico GAMBOA, Envoy Extraordinary and Minister Plenipotentiary at Brussels and at The Hague, Delegate.

THE NETHERLANDS :

M. J. T. CREMER, former Minister for the Colonies, former President of the Netherlands Society of Commerce, Member of the First Chamber of the States-General, First Delegate ;

Dr. C. Th. VAN DEVENTER, Member of the First Chamber of the States-General, Delegate ;

M. A. A. DE JONGH, former Inspector-General, Head of the Opium Monopoly in the Dutch Indies, Delegate ;

Dr. J. G. SCHEURER, Member of the Second Chamber of the States-General, Delegate.

PORTUGAL :

His Excellency M. Antonio Maria Bartholomeu FERREIRA, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

RUSSIA :

His Excellency M. A. SWETCHINE, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate ;

Professor Stanislas PRZIBYTEK, Member of the Academy of Medicine at St. Petersburg, Delegate.

SIAM :

His Excellency Phya Sudham MAITRI, Envoy Extraordinary and Minister Plenipotentiary at London, Brussels and The Hague, Delegate ;

Mr. William J. ARCHER, Counsellor of Legation at London and The Hague, Delegate.

At a series of meetings held from July 1st to 9th, 1913, the Conference, having examined the questions submitted to it by paragraph 2 of Article 23 of the International Opium Convention of January 23rd, 1912 :

I. Has decided that the deposit of ratifications may now take place ;

II. Has unanimously adopted the following resolution :

Desiring to continue, in the direction indicated by the International Commission of Shanghai of 1909 and by the First Conference at The Hague in 1912, the progressive suppression of the abuse of opium, morphine and cocaine, as well as of the drugs prepared or derived from these substances, and more than ever convinced of the necessity and mutual advantage of an international agreement on this matter, the Second International Opium Conference :

(1) Resolves that the Government of the Netherlands may be pleased to inform the Governments of Austria-Hungary, Norway and Sweden that the signature, ratification, preparations of legislative measures and the enforcement of the Convention constitute four distinct stages, which allow these Powers to proceed at once to supplemental signature.

Indeed, it is provided by Articles 23 and 24 that a period of six months may elapse between the enforcement of the Convention and the preparation of Bills, regulations and other measures contemplated by the Convention. Also, the third paragraph of Article 24 allows the Contracting Powers to come to an agreement, after ratification, as to the date of the enactment of such legislative measures. Furthermore, it must be observed that the difficulties anticipated by Austria-Hungary, Norway and Sweden as regards their legislation were foreseen by the delegates of the Signatory Powers and were, indeed, the subject of thorough examination by the twelve Contracting Powers. Almost all the Signatory Powers are in the same position as the above-mentioned Powers and have not yet formulated all the measures contemplated by the Convention.

(2) Resolves that the Government of the Netherlands may be pleased to communicate to the Governments of Bulgaria, Greece, Montenegro, Peru, Roumania, Serbia, Turkey and Uruguay the following resolution :

“ The Conference regrets that certain Governments have as yet declined or failed to sign the Convention. The Conference is of the opinion that the abstention of these Powers would prejudice most seriously the humanitarian ends sought by the Convention. The Conference expresses the firm hope that these Powers will alter their negative or dilatory attitude. ”

(3) Resolves that the Government of the Netherlands may be pleased to inform the Swiss Government that it is mistaken in its belief that its co-operation will be almost valueless. Contrary to the view expressed in the letter of the Federal Council of October 25th, 1912, the Conference believes that the co-operation of Switzerland will be most useful while its abstention will jeopardise the results of the Convention. As to the consideration advanced by the Federal Council concerning the respective fields of federal and cantonal legislation, it may be observed that similar difficulties confronted the First Conference, which took them into account while drafting the text of the Convention.

(4) Invites the Signatory Governments to instruct their representatives abroad to support the above-mentioned representations of their Netherlands colleagues.

III. Has resolved as follows :

That should the signatures of all the Powers invited in accordance with paragraph 1 of Article 23 not be obtained by December 31st, 1913, the Government of the Netherlands will immediately request the Signatory Powers to appoint delegates to proceed to The Hague to examine into the possibility of putting into effect the International Opium Convention of January 23rd, 1912.

In witness whereof the delegates have attached their signatures to this Protocol.

Done at The Hague, July 9th, 1913, in one instrument, which shall be deposited in the archives of the Government of the Netherlands, and copies of which, duly certified, shall be forwarded through diplomatic channels to all the Signatory and the non-Signatory Powers.

For Germany :

F. VON MÜLLER.

For the United States of America :

HAMILTON WRIGHT.

LLOYD BRYCE.

GERRIT J. KOLLEN.

For the Argentine Republic :

FRANC. DE VEYGA.

For Belgium :

Bn. Alb. FALLON.

For the United States of Brazil :

GRAÇA ARANHA.

For Chile :

JORJE HUNEEUS.

For China :

W. W. YEN.

WU LIEN-TEH.

For Colombia :

Chr. HISCHEMÖLLER.

For Costa Rica :

Manuel M. DE PERALTA.

For Denmark :

W. DE Grevenkop CASTENSKJOLD.

For the Dominican Republic :

J. LAMARCHE.

For Ecuador :

Jorje HUNEEUS.

For Spain :

Manuel G. DE ACILU.

For France :

Marcellin PELLET.

For Great Britain :

W. G. Max MÜLLER.

William Job COLLINS.

For Haiti :

Stenio VINCENT.

For Italy :

DE BRICHANTEAU.

For Japan :

J. SHINOBU.

(Subject to the eventual approval of his Government.)

For Luxemburg :

Bn. Alb. FALLON.

For the United States of Mexico :

F. GAMBOA.

For the Netherlands :

J. T. CREMER.

C. Th. VAN DEVENTER.

A. A. DE JONGH.

J. G. SCHEURER.

For Portugal :

Antonio Maria Bartholomeu FERREIRA.

For Russia :

A. SWETCHINE.

For Siam :

Phya Sudham MAITRI.

Wm. J. ARCHER.

FINAL PROTOCOL OF THE THIRD INTERNATIONAL OPIUM CONFERENCE, 1914,

SIGNED AT THE HAGUE, JUNE 25th, 1914.

[*Translation.*]

The Third International Opium Conference, convoked by the Government of the Netherlands, in accordance with the third resolution of the Second Conference, met at The Hague, in the Hall of the Knights, on June 15th, 1914.

The Governments hereinafter enumerated participated in the Conference, for which they had appointed the following delegates :

GERMANY :

His Excellency M. Felix VON MÜLLER, Privy Councillor, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

UNITED STATES OF AMERICA :

His Excellency Mr. Henry VAN DYKE, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate ;

Mr. Charles DENBY, Consul-General at Vienna, Delegate.

ARGENTINE REPUBLIC :

Dr. François DE VEYGA, Honorary Professor at the Faculty of Medicine, Buenos Aires, Inspector-General of the Sanitary Service of the Argentine Army (S.R.), Delegate.

BELGIUM :

His Excellency Baron Albéric FALLON, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

UNITED STATES OF BRAZIL :

His Excellency M. José Pereira da Graça ARANHA, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

CHILE :

His Excellency M. Jorje HUNEEUS, Envoy Extraordinary and Minister Plenipotentiary at Brussels and at The Hague, Delegate.

CHINA :

His Excellency M. Yen HUI-CH'ING, Envoy Extraordinary and Minister Plenipotentiary at Berlin, Delegate ;

His Excellency M. T'ang TSAI-FOU, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

DENMARK :

M. J. G. de Grevenkop CASTENSKJOLD, Minister Resident at Brussels and at The Hague, Delegate.

DOMINICAN REPUBLIC :

His Excellency Dr. José LAMARCHE, Envoy Extraordinary and Minister Plenipotentiary, Delegate.

ECUADOR :

M. Miguel A. SEMINARIO, Chargé d'Affaires at Brussels, Delegate.

SPAIN :

His Excellency D. Fernando OSORIO Y ELOLA, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

FRANCE :

His Excellency M. Marcellin PELLET, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

GREAT BRITAIN :

Mr. William Grenfell Max MÜLLER, C.B., M.V.O., Councillor of Embassy, Consul-General at Budapest, Delegate ;

Sir William J. COLLINS, K.C.V.O., M.D., F.R.C.S., former Chairman of the London County Council, Delegate.

GUATEMALA :

M. José Maria LARDIZABAL, Chargé d'Affaires at Paris and The Hague, Delegate.

HAITI :

M. Stenio VINCENT, Chargé d'Affaires at The Hague, Delegate.

ITALY :

His Excellency Count Joseph SALLIER DE LA TOUR, Duke of Calvello, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

JAPAN :

His Excellency M. Aimaro SATO, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

LUXEMBURG :

His Excellency Baron Albéric FALLON, Envoy Extraordinary and Minister Plenipotentiary at Brussels and at The Hague, Delegate.

UNITED STATES OF MEXICO :

His Excellency M. Carlos PEREYRA, Envoy Extraordinary and Minister Plenipotentiary at Brussels and at The Hague, Delegate.

MONTENEGRO :

M. H. Mendes DA COSTA, Consul-General at Amsterdam, Delegate.

THE NETHERLANDS :

M. J. T. CREMER, former Minister of the Colonies, former President of the Netherlands Society of Commerce, Member of the First Chamber of the States-General, First Delegate ;

Dr. C. Th. VAN DEVENTER, Member of the Second Chamber of the States-General, Delegate ;

M. A. A. DE JONGH, former Inspector-General, Head of the Opium Monopoly in the Dutch Indies, Burgomaster of Hoorn, Delegate.

PERSIA :

Mirza MAHMOUD Khan, Chargé d'Affaires at The Hague, Delegate.

PORTUGAL :

His Excellency M. Antonio Maria Bartholomeu FERREIRA, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate ;

Major A. A. Sanches DE MIRANDA, a former Colonial Governor, Delegate of the Ministry of the Colonies.

ROUMANIA :

His Excellency M. Charles M. MITILINEU, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

RUSSIA :

His Excellency M. A. SWETCHINE, Envoy Extraordinary and Minister Plenipotentiary at The Hague, Delegate.

SIAM :

His Excellency Phya Sudham MAITRI, Envoy Extraordinary and Minister Plenipotentiary at London and The Hague, Delegate ;

Mr. William J. ARCHER, Councillor of Legation at London and The Hague, Delegate.

SWEDEN :

His Excellency M. C. F. DE KLERCKER, Envoy Extraordinary and Minister Plenipotentiary at Brussels and The Hague, Delegate.

SWITZERLAND :

His Excellency M. G. CARLIN, Envoy Extraordinary and Minister Plenipotentiary at London and The Hague, Delegate.

URUGUAY :

His Excellency M. Alberto GUANI, Envoy Extraordinary and Minister Plenipotentiary at Brussels and The Hague, Delegate.

THE UNITED STATES OF VENEZUELA :

Dr. Esteban Gil BORGES, First Secretary of Legation at Paris, Delegate.

At a series of meetings held from June 15th to 25th, 1914, the Conference, having examined the question submitted to it under the third resolution by the Second Conference:

(A) Expresses the following opinion :

- I. That it is possible to put into effect the International Opium Convention of January 23rd, 1912, notwithstanding the fact that several Powers, invited by virtue of paragraph 1 of Article 23, have not yet signed the Convention.
- II. That the coming into force of the Convention between all the Signatory Powers shall take place when the Powers which have already signed, and those which have expressed the intention to adhere, shall have ratified the Convention. The date of coming into effect of the Convention shall be that fixed by paragraph 1 of Article 24.
- III. That if all the Signatory Powers have not yet deposited their ratifications by a certain date to be fixed by the Conference, it shall be legal (*loisible*) for the Powers which at that date shall have deposited their ratifications to cause the Convention to come into force. The same faculty (*faculté*) shall be permitted to the Signatory Powers which shall successively deposit their ratifications after that date.
- IV. That the date referred to in Article III be December 31st, 1914.
- V. That it shall be open to Powers which have not yet signed to accede to the Convention.

(B) Decides :

That a protocol shall be open at The Hague by which the Signatory Powers, intending to avail themselves of the faculty provided in Article III, may declare their intention to cause the Convention to come into effect. His Excellency the Minister for Foreign Affairs of the Netherlands, in accordance with the desire unanimously expressed by the Conference, has consented to draw up this protocol, which shall remain open for signature.

(C) Adopts unanimously the following resolution :

The Conference invites His Excellency the Minister for Foreign Affairs of the Netherlands to make, in the name of the Conference, an urgent and respectful request to the Signatory Powers which have not yet ratified the Convention, nor expressed their intention to do so, to secure a declaration from them that they are ready to deposit their ratifications within a very short period in order that the Convention may come into force as soon as possible.

In witness whereof the delegates have attached their signatures to this Protocol.

Done at The Hague, June 25th, 1914, in one instrument, which shall be deposited in the archives of the Government of the Netherlands, and copies of which, duly certified, shall be forwarded through diplomatic channels to all the Signatory and the non-Signatory Powers.

For Germany :

F. VON MÜLLER.

(With reference to his votes on June 18th, 1914.)

For the United States of America :

Henry VAN DYKE.

Chas. DENBY.

For the Argentine Republic :

Franc. DE VEYGA.

For Belgium :

Bn. Alb. FALLON.

For the United States of Brazil :

Graça ARANHA.

For Chile¹ :

For China :

W. W. YÉN.

Ts. F. T'ANG.

For Denmark :

W. de Grevenkop CASTENSKJOLD.

For the Dominican Republic¹ :

For Ecuador¹ :

For Spain :

Fernando DE OSORIO.

For France :

Marcellin PELLET.

For Great Britain :

W. G. Max MÜLLER.

William Job COLLINS.

For Guatemala :

Jose M. LARDIZABAL.

For Haiti¹ :

For Italy :

S. DE LA TOUR CALVELLO.

For Japan :

Aimaro SATO.

For Luxemburg :

Bn. Alb. FALLON.

For the United States of Mexico :

Carlos PEREYRA.

For Montenegro :

H. P. Mendes DA COSTA.

For the Netherlands :

J. T. CREMER.

C. Th. VAN DEVENTER.

A. A. DE JONGH.

For Persia :

Mirza MAHMOUD Khan.

¹ Communications having been interrupted as the result of the war, it has no longer been possible to obtain this signature, which could not be affixed on the date of the closing of the Conference.

For Portugal :

Antonio Maria Bartholomeu FERREIRA.
A. A. Sanches DE MIRANDA.

For Roumania :

C. M. MITILINEU.

For Russia :

A. SWETCHINE.

For Siam :

Phya Sudham MAITRI.
Wm. J. ARCHER.

For Sweden :

F. DE KLERCKER.

For Switzerland :

CARLIN.

For Uruguay¹ :

For the United States of Venezuela :

E. Gil BORGES.

PROTOCOL RESPECTING THE PUTTING INTO FORCE
OF THE INTERNATIONAL OPIUM CONVENTION.

[*Translation.*]

The undersigned, duly authorised by their respective Governments, in virtue of the power provided under No. 3 of the Final Protocol of the Third International Opium Conference, declare that their Governments, having ratified the International Opium Convention of January 23rd, 1912, intend to put it into operation.

As regards the Powers which shall sign that Protocol before December 31st, 1914, the Convention will come into force on that date ; as regards the Powers which shall sign it after December 31st, 1914, the Convention will come into force on the date of signature.

For the United States of America :

Henry VAN DYKE, Feb. 11, 1915.

For China :

T'ANG TSAI-FOU, Feb. 11, 1915.

For the Netherlands :

J. LOUDON, Feb. 11, 1915.

For Honduras :

E. H. CRONE, April 3, 1915.

For Norway :

F. HAGERUP, Sept. 20, 1915.

¹ Communications having been interrupted as the result of the war, it has no longer been possible to obtain this signature, which could not be affixed on the date of the closing of the Conference.

For Belgium :		May 14, 1919.
Alb. FALLON,		
For Luxemburg :		May 14, 1919.
Alb. FALLON,		
For Sweden :		Jan. 13, 1921.
G. DE DARDEL,		
For Spain :		Feb. 11, 1921.
Santiago Mendez DE VIGO,		

Schedule containing the signatures of the Convention, the signatures of the Protocol of Signature of the Powers not represented at the First Opium Conference, provided for in the penultimate paragraph of Article 22 of the Convention, the ratifications of the Convention, and the signatures of the Protocol respecting the putting into force of the Convention provided under " B " of the Final Protocol of the Third International Opium Conference.

(The ratifications and signatures in accordance with Article 295 of the Peace Treaty of Versailles or in accordance with a similar article of other treaties of peace are marked*.)

States	Signature of the Convention	Signature of the Protocol of the Powers not represented at the Opium Conference	Ratifications of the Convention	Signatures of the Protocol relative to the bringing into force of the Convention (dates of the entry into force)
ALBANIA	—	Feb. 3, 1925	Feb. 3, 1925	Feb. 3, 1925
UNITED STATES OF AMERICA	Jan. 23, 1912	—	Dec. 15, 1913	Feb. 11, 1915
ARGENTINE	—	Oct. 17, 1912	—	—
AUSTRIA	—	—	July 16, 1920*	July 16, 1920*
BELGIUM ¹	—	June 18, 1912	June 16, 1914	May 14, 1919
BOLIVIA	—	June 4, 1913	Jan. 10, 1920*	Jan. 10, 1920*
BRAZIL	—	Oct. 16, 1912	Dec. 23, 1914	Jan. 10, 1920*
GREAT BRITAIN ²	Jan. 23, 1912	—	July 15, 1914	Jan. 10, 1920*
BULGARIA	—	March 2, 1914	Aug. 9, 1920*	Aug. 9, 1920*
CHILE	—	July 2, 1913	Jan. 16, 1923	May 18, 1923
CHINA	Jan. 23, 1912	—	Feb. 9, 1914	Feb. 11, 1915
COLOMBIA ³	—	Jan. 15, 1913	June 26, 1924	June 30, 1924
COSTA RICA	—	April 25, 1912	Aug. 1, 1924	July 29, 1925
CUBA	—	May 8, 1913	March 8, 1920*	March 8, 1920*
CZECHOSLOVAKIA	—	—	Jan. 10, 1920*	Jan. 10, 1920*
FREE CITY OF DANZIG	—	Nov. 8, 1921	April 18, 1922	—
DENMARK ⁴	—	Dec. 17, 1912	July 10, 1913	Oct. 21, 1921
DOMINICAN REPUBLIC	—	Nov. 12, 1912	June 7, 1923	—
ECUADOR	—	July 2, 1912	Feb. 25, 1915	Aug. 23, 1923
ESTONIA	—	Jan. 9, 1923	April 20, 1923	—
FINLAND	—	April 24, 1922	May 16, 1922	Dec. 1, 1922
FRANCE ⁵	Jan. 23, 1912	—	Jan. 10, 1920*	Jan. 10, 1920*
GERMANY	Jan. 23, 1912	—	Jan. 10, 1920*	Jan. 10, 1920*

¹ Subject to adherence or denunciation as regards Belgian Congo.

² In accordance with the following reservation :

The articles of the present Convention, if ratified by His Britannic Majesty's Government, shall apply to the Government of British India, Ceylon, the Straits Settlements, Hong-Kong, and Wei-hai-wei in every respect in the same way as they shall apply to the United Kingdom of Great Britain and Ireland ; but His Britannic Majesty's Government reserve the right of signing or denouncing separately the said Convention in the name of any Dominion, Colony, Dependency, or Protectorate of His Majesty other than those which have been specified.

In virtue of the above-mentioned reservation, Great Britain signed the Convention for the following Dominions, Colonies, Dependencies and Protectorates :

On December 17th, 1912, for Canada, Newfoundland, New Zealand, Brunei, Cyprus, the East Africa Protectorate, Falkland Islands, Malay Protectorates, Gambia, Gibraltar, Gold Coast, Jamaica, Johore, Kedah, Kelantan, Perlis, Trengganu, Malta, Northern Nigeria, Southern Borneo, Nyasaland, St. Helena, Sarawak, Seychelles, Somaliland, Southern Nigeria, Trinidad, Uganda ; on February 27th, 1913, for the Colony of Fiji ; on April 22nd, 1913, for the Colony of Sierra Leone, the Gilbert and Ellice Islands Protectorate and the Solomon Islands Protectorate ; on June 25th, 1913, for the Government of the Commonwealth of Australia ; on November 14th, 1913, for the Bahamas Islands and for the three Colonies of the Windward Islands, that is to say, Grenada, St. Lucia and St. Vincent ; on January 30th, 1914, for the Leeward Islands ; on February 11th, 1914, for British Guiana as well as for British Honduras ; on March 11th, 1914, for the Government of the Union of South Africa ; on March 28th, 1914, for Zanzibar, Southern and Northern Rhodesia, Basutoland, the Bechuanaland Protectorate and Swaziland ; on April 4th, 1914, for the Colony of Barbados ; on April 8th, 1914, for Mauritius and its dependencies ; on July 11th, 1914, for the Bermuda Islands ; on August 21st, 1924, for Palestine and, together with France, for the New Hebrides ; on October 20th, 1924, for Iraq.

³ Subject to the approval of the Colombian Parliament.

⁴ The signature of the Protocol of Signature of the Powers not represented at the Conference as well as its ratification were given by Denmark for Iceland and the Danish Antilles ; the signature of the Protocol respecting the putting into force of the Convention was given separately by Denmark and Iceland.

⁵ With the reservation that a separate and special ratification or denunciation may subsequently be obtained for the French Protectorates. France and Great Britain signed the Convention for the New Hebrides, August 21st, 1924.

States	Signature of the Convention	Signature of the Protocol of the Powers not represented at the Opium Conference	Ratifications of the Convention	Signatures of the Protocol relative to the bringing into force of the Convention (dates of the entry into force)
GREECE	—	—	March 30, 1920*	March 30, 1920*
GUATEMALA	—	June 17, 1912	Aug. 27, 1913	Jan. 10, 1920*
HAITI	—	Aug. 21, 1912	June 30, 1920*	June 30, 1920*
HONDURAS	—	July 5, 1912	Aug. 29, 1913	April 3, 1915
HUNGARY	—	—	July 26, 1921*	July 26, 1921*
ITALY	Jan. 23, 1912	—	June 28, 1914	Jan. 10, 1920*
JAPAN	Jan. 23, 1912	—	Jan. 10, 1920*	Jan. 10, 1920*
LATVIA	—	Feb. 6, 1922	March 25, 1924	—
LIBERIA	—	—	June 30, 1920*	June 30, 1920*
LITHUANIA	—	April 7, 1923	—	—
LUXEMBURG	—	June 18, 1912	Aug. 21, 1922	—
MEXICO	—	May 15, 1912	April 2, 1925	May 8, 1925
MONACO	—	May 1, 1923	Feb. 20, 1925	May 26, 1925
THE NETHERLANDS	Jan. 23, 1912	—	July 28, 1914	Feb. 11, 1915
NICARAGUA	—	July 18, 1913	Nov. 10, 1914	Nov. 3, 1920
NORWAY	—	Sept. 2, 1913	Nov. 12, 1914	Sept. 20, 1915
PANAMA	—	June 19, 1912	Nov. 25, 1920*	Nov. 25, 1920*
PARAGUAY	—	Dec. 14, 1912	—	—
PERSIA ¹	Jan. 23, 1912	—	—	—
PERU	—	July 24, 1913	Jan. 10, 1920*	Jan. 10, 1920*
POLAND	—	—	Jan. 10, 1920*	Jan. 10, 1920*
PORTUGAL	Jan. 23, 1912	—	Dec. 15, 1913	April 8, 1920*
ROUMANIA	—	Dec. 27, 1913	Sept. 14, 1920*	Sept. 14, 1920*
RUSSIA	Jan. 23, 1912	—	—	—
SALVADOR	—	July 30, 1912	Sept. 19, 1922	—
SERBS, CROATS AND SLOVENES (KINGDOM OF THE)	—	—	Feb. 10, 1920*	Feb. 10, 1920*
SIAM ²	Jan. 23, 1912	—	July 10, 1913	Jan. 10, 1920*
SPAIN	—	Oct. 23, 1912	Jan. 25, 1919	Feb. 11, 1921
SWEDEN ³	—	Aug. 27, 1913	April 17, 1914	Jan. 13, 1921
SWITZERLAND ⁴	—	Dec. 29, 1913	Jan. 15, 1925	Jan. 15, 1925
URUGUAY	—	March 9, 1914	April 3, 1916	Jan. 10, 1920*
VENEZUELA	—	Sept. 10, 1912	Oct. 28, 1913	—

ARTICLE 295 OF THE TREATY OF PEACE WITH GERMANY
OF JUNE 28TH, 1919.⁵

Those of the High Contracting Parties who have not yet signed, or who have signed, but not yet ratified, the Opium Convention signed at The Hague on January 23rd, 1912, agree to bring the said Convention into force, and for this purpose to enact the necessary legislation without delay and in any case within a period of twelve months from the coming into force of the present Treaty.

Furthermore, they agree that ratification of the present Treaty should, in the case of Powers which have not yet ratified the Opium Convention, be deemed in all respects equivalent to the ratification of that Convention and to the signature of the Special Protocol which was opened at The Hague in accordance with the resolutions adopted by the Third Opium Conference in 1914 for bringing the said Convention into force.

¹ With the reservation of Articles 15, 16, 17, 18 and 19 (Persia having no treaty with China) and paragraph (a) of Article 3.

² With the reservation of Articles 15, 16, 17, 18 and 19 (Siam having no treaty with China).

³ Subject to the following declaration: "Opium not being manufactured in Sweden, the Swedish Government will for the moment confine themselves to prohibiting the importation of prepared opium, but they declare at the same time that they are ready to take the measures indicated in Article 8 of the Convention if experience proves their expediency."

⁴ Subject to ratification and with the declaration that the Swiss Government will be unable to issue the necessary legal enactments within the terms fixed by the Convention.

⁵ Article 247 of the Treaty of Peace with Austria of September 10th, 1919; Article 174 of the Treaty of Peace with Bulgaria of November 27th, 1919; Article 230 of the Treaty of Peace with Hungary of June 4th, 1920; and Article 280 of the Treaty of Peace with Turkey of August 10th, 1920, are similarly worded.

For this purpose the Government of the French Republic will communicate to the Government of the Netherlands a certified copy of the Protocol of the Deposit of Ratifications of the present Treaty and will invite the Government of the Netherlands to accept and deposit the said certified copy as if it were a deposit of ratifications of the Opium Convention and a signature of the Additional Protocol of 1914.

LIST OF STATES WHICH HAVE SIGNED AND RATIFIED.

(1) Peace Treaty with Germany :

Great Britain, Canada, Australia, South Africa, New Zealand, India, France, Italy, Japan, Belgium, Bolivia, Brazil, Cuba, Greece, Guatemala, Haiti, Honduras, Liberia (with reserve), Nicaragua, Panama, Peru, Poland, Portugal, Roumania, Kingdom of the Serbs, Croats and Slovenes, Siam, Czechoslovakia, Uruguay, and Germany.

(2) Peace Treaty with Austria :

Great Britain, Canada, Australia, South Africa, New Zealand, India, France, Italy, Japan, Belgium, China, Cuba, Greece, Nicaragua, Siam, Czechoslovakia, and Austria. (Roumania and the Kingdom of the Serbs, Croats and Slovenes have acceded.)

(3) Peace Treaty with Bulgaria :

Great Britain, Canada, Australia, South Africa, New Zealand, India, France, Italy, Belgium, Greece, the Kingdom of the Serbs, Croats and Slovenes, Siam, Czechoslovakia, and Bulgaria. (Roumania has acceded.)

(4) Peace Treaty with Hungary :

Great Britain, Australia, Canada, South Africa, New Zealand, India, France, Italy, Japan, Belgium, Roumania, the Kingdom of the Serbs, Croats and Slovenes, Siam, Czechoslovakia and Hungary.

GENEVA, May 24th, 1923.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM

RULES OF PROCEDURE

(as amended by the Advisory Committee at its Fifth Session, May-June, 1923)

ARTICLE 1.

The Advisory Committee shall meet as the Council may direct and at least once a year at the seat of the League. The Advisory Committee shall be convened by communications addressed in the name of the Council by the Secretary-General, both to the Governments concerned and to the Members and Assessors of the Committee.

ARTICLE 2.

The Committee shall, at its spring meeting, elect a Chairman and Vice-Chairman from among its members. Unless the Committee shall direct otherwise, the term of office of the Chairman and Vice-Chairman shall begin with the spring meeting and shall continue until the opening of the spring meeting of the following year.

ARTICLE 3.

Assessors shall have the same rights as Members, except the right of voting and the right of being elected Chairman or Vice-Chairman of the Committee.

ARTICLE 4.

The Secretariat of the Committee shall be provided by the Secretary-General of the League of Nations.

ARTICLE 5

The Agenda for each session shall be prepared by the Secretariat and transmitted, three months before the opening of the Session, both to the Governments concerned, to the Members of the Committee and to the Assessors.

Any items proposed in writing to the Secretariat by a Member of the Committee or an Assessor shall be placed on the Agenda.

If, after the circulation of the Agenda, any Member proposes a new question for discussion during a session of the Committee, the Committee shall decide whether it will discuss such subject.

ARTICLE 6.

During the discussion of any question any Member may move the previous question or the adjournment. Such a motion shall have priority and shall be voted on without discussion.

ARTICLE 7.

The quorum at a sitting of the Committee shall be constituted by a majority of the Members of the Committee.

The Committee shall take all decisions by a majority of the Members present at the sitting.

GENÈVE, le 24 mai 1923.

COMMISSION CONSULTATIVE DU TRAFIC DE L'OPIMUM

RÈGLEMENT INTÉRIEUR

*(avec les amendements apportés par la Commission consultative
à sa cinquième session, mai-juin 1923)*

ARTICLE PREMIER

La Commission Consultative se réunira, suivant les instructions du Conseil, et au moins une fois par an, au siège de la Société. Elle sera convoquée au nom du Conseil par communication du Secrétaire Général adressée aux Gouvernements intéressés, ainsi qu'aux Membres et Assesseurs de la Commission.

ARTICLE 2

La Commission élira, à sa session de printemps, un président et un vice-président choisis parmi ses membres. Sauf décision contraire de la Commission, le président et le vice-président entreront en fonctions à partir de la session de printemps et continueront à exercer leurs mandats jusqu'à l'ouverture de la session de printemps de l'année suivante.

ARTICLE 3

Les Assesseurs auront les mêmes droits que les Membres, sauf le droit de vote et le droit d'être élus Président ou Vice-Président de la Commission.

ARTICLE 4

Le Secrétaire Général de la Société des Nations pourvoira au Secrétariat de la Commission.

ARTICLE 5

L'ordre du jour de chaque session sera préparé par le Secrétariat et transmis, trois mois avant l'ouverture de la session, aux Gouvernements intéressés, aux Membres de la Commission et aux Assesseurs. Toute question adressée à cette fin par écrit au Secrétariat par un Membre de la Commission ou par un Assesseur sera inscrite à l'ordre du jour. Si après communication de l'ordre du jour, un Membre de la Commission propose de discuter une nouvelle question au cours d'une session, la Commission décidera si cette discussion aura lieu.

ARTICLE 6

Dans toute discussion, tout Membre pourra poser la question préalable ou suspensive. Cette question aura la priorité et sera mise aux voix sans discussion.

ARTICLE 7

Le quorum pour chaque séance de la Commission sera constitué par la majorité des Membres de la Commission. Toutes les décisions de la Commission seront adoptées à la majorité des voix des Membres présents à la séance.

GENEVA,
June 16th, 1923.

LEAGUE OF NATIONS.

**Advisory Committee on Traffic in Opium
and other Dangerous Drugs.**

REPORT TO THE COUNCIL
ON THE WORK OF THE FIFTH SESSION

(May 24th to June 7th, 1923.)

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has the honour to submit to the Council of the League the following report on the proceedings at its fifth session, which was held from May 24th to June 7th, 1923.

This session has been particularly important in view of the proposals which were submitted to the Committee by the Delegation of the United States of America and in view of the conclusions which, as a result of its enquiries and of its previous work, the Committee has unanimously reached for the establishment of a programme of practical action. In the resolutions which it has adopted, the Committee proposes that the Council should invite the interested Governments to open negotiations in order to arrive at agreements with a view to carrying out this programme.

The wealth of information collected by the Committee has enabled it, moreover, to examine the general situation as regards the production and use of opium and other drugs.

COMPOSITION OF THE COMMITTEE.

All the members and assessors were present, but in some instances the Governments concerned had nominated new representatives, Dr. UCHINO now representing Japan, Dr. POENSGEN representing Germany, and the United States of America being represented in an advisory capacity by the Hon. Stephen G. PORTER, in association with Bishop BRENT and Surgeon-General BLUE. No answer having been received by the Secretariat from the Government of the Kingdom of the Serbs, Croats and Slovenes to the invitations issued by the Council, this Power was not represented.

The following is a list of the members present:

M. G. BOURGOIS (Chairman)	<i>France</i>
H. H. Prince CHAROON (Vice-Chairman)	<i>Siam</i>
M. CHAO-HSIN CHU	<i>China</i>
Dr. POENSGEN	<i>Germany</i>
Sir Malcolm DELEIVINGNE	<i>Great Britain</i>
Mr. John CAMPBELL	<i>India</i>
Dr. Senichi UCHINO	<i>Japan</i>
M. van WETTUM	<i>Netherlands</i>
H. E. M. FERREIRA	<i>Portugal</i>
The Hon. Stephen G. PORTER in association with Bishop BRENT and Surgeon-General BLUE	} <i>United States of America</i>

Assessors:

M. Henri BRENIER
Sir John JORDAN
Mrs. Hamilton WRIGHT

Secretary:

Dame Rachel CROWDY.

REVISION OF THE RULES OF PROCEDURE.

The Committee decided, with reference to Rule 2 of its Rules of Procedure, that the Chairman and Vice-Chairman should hold office from one spring session to another.

PUBLICITY OF MEETINGS.

The Committee noted that the Council had agreed that it should be left to the discretion of the Committee to decide what publicity should be given to its meetings.

The Committee decided that for this session all the meetings should be held in public unless the members of the Committee wished to sit in private for the discussion of any particular question.

THE PROPOSALS OF THE UNITED STATES OF AMERICA.

The Delegation of the United States of America presented the two following proposals:

- “ 1. If the purpose of the Hague Opium Convention is to be achieved according to its spirit and true intent, it must be recognised that the use of opium products for other than medicinal and scientific purposes is an abuse and not legitimate. ”
- “ 2. In order to prevent the abuse of these drugs, it is necessary to exercise the control of the production of raw opium in such a manner that there will be no surplus available for non-medicinal and non-scientific purposes. ”

These proposals were amplified by the United States representatives, who, in commenting on them, showed that they were in full accordance with both the letter and the spirit of the International Opium Convention of 1912.

The Committee very fully examined the proposals of the United States. It would be difficult in a short space to summarise the discussions which took place, but a full report of them is included in the minutes of the meetings, and reference should be made to them. After a long discussion, and on the proposal of a Drafting Committee which was appointed to prepare the final text, the Committee adopted unanimously the following resolution:

“ I. 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, the Netherlands, Portugal and Siam:

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

“ II. 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.

“ III. In bringing the American proposals to the notice of the Council and 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 medicinal 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.

“ IV. 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:

- “(a) 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 is produced for export for the purpose of such manufacture;
- “(b) 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:

- “(a) As to a limitation of the amounts of morphine, heroin or cocaine and their respective salts to be manufactured; as to a 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;
- “(b) 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 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 I:

“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 representatives of the United States of America communicated to the Advisory Committee the following reply regarding the above resolution:

“I have the honour to acknowledge the receipt of your letter of June 5th, 1923, enclosing a copy of the resolution adopted by the Advisory Committee in regard to the propositions presented by the United States representatives.

“The reservation made by the representatives of the Governments of France, Germany, Great Britain, Japan, the Netherlands, Portugal and Siam in adopting the American proposals appears to be but a reaffirmation of Chapter II of the Hague Opium Convention, and, as such, gives rise to no question. Paragraphs II and III are matters to which no exception could, it is hoped, be taken, especially as it is the earnest desire of the United States to co-operate in every possible way in the work of suppressing the abuse of narcotic drugs.

“While I am without specific instructions in regard to the subject-matter of Paragraph IV, it contains a suggestion which I shall take pleasure in submitting to my Government for favourable consideration.

(Signed) Stephen G. PORTER.”

APPLICATION OF CHAPTER II OF THE CONVENTION WITH REFERENCE TO EUROPEAN POSSESSIONS AND OTHER COUNTRIES IN THE FAR EAST.

The Advisory Committee very fully discussed the question of the use of prepared opium and examined the figures for consumption in the European Possessions and other countries in the Far East. It reached the conclusion that the general situation does not show at present the gradual reduction of the use of prepared opium which is stipulated by the terms of Chapter II of the Convention, and adopted by six votes to one, with one abstention, the following resolution proposed by the representative of Great Britain:

“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:

- “I. 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.
- “II. As a corollary of paragraph I, 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 the 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.
- “III. 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.
- “IV. 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.
- “V. 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.
- “VI. 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.
- “VII. 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.”

The Committee further unanimously decided to recommend that the minutes of its discussions on the subject should be communicated to the Governments with the resolution.

LIMITATION OF THE MANUFACTURE OF MORPHINE, OTHER OPIUM DERIVATIVES AND COCAINE.

The Advisory Committee examined such figures as had been obtainable regarding the manufacture of morphine, other opium derivatives and cocaine in the producing countries. It became apparent, during the consideration of this item of the agenda, that there was a large amount of morphine and other drugs imported to and manufactured in Japan. The Committee received explanations from the Japanese representative to the effect that, as no figures for the quantity of morphine actually remaining in stock in Japan were available, the statistics for import and manufacture combined could not be taken as representing consumption. The Committee noted that, from information supplied by the Japanese Government to the Japanese Diet on February 2nd, 1923, it appeared that the quantity of narcotic drugs required by Japan for internal consumption was far below the amount imported and manufactured.

The Japanese representative said that it might be supposed that some quantity of drugs was smuggled out of Japan without the knowledge of the Japanese Government, but he informed the Committee of new ordinances which had lately been promulgated by his Government with the object of restricting the import and export of morphine, cocaine and their respective salts and of supervising their manufacture, sale and consumption. The new laws required the permission of the Department of Home Affairs for the export and import of these drugs, and, in the case of export, the application had to be accompanied by a certificate issued by the authorities of the locality to which the shipment was destined. A manufacturer was required to notify the local authorities of the raw materials which he used, his yearly output and the whereabouts of his factory. He had further to furnish an annual report of the names of the products, the quantities which he manufactured and the sources of supply of his raw materials. The Committee was glad to receive the assurances of the Japanese representative that his Government was taking more effective measures to cope with the general situation in Japan regarding narcotics.

The Committee had before it statistics of the import of drugs into America showing that the great majority of the derivatives of opium and cocaine imported by the United States was furnished by Switzerland. The importance of obtaining the adhesion of Switzerland to the Convention and the import and export certificate system was emphasised.

The information obtained by the Committee concerning the manufacture of drugs was steadily increasing and seemed to make it possible now to form a rough estimate of the world's requirements.

Twenty-one Governments had transmitted to the Secretariat an approximate estimate of their total annual requirements for internal consumption, and the Mixed Sub-Committee appointed jointly by the Health and Opium Committees was still pursuing its investigations.

Suggestions were considered regarding the limitation of the manufacture of morphine, heroin and cocaine, and the Committee reached the conclusion that it now seemed possible for the Governments of the producing countries to approach each other with a view to reaching a general understanding.

With regard to heroin, the Advisory Committee, on the suggestion of the Portuguese representative, decided to recommend to the Council a resolution to the effect that Governments should be asked to transmit their views as to the possibility of the total suppression of the manufacture of heroin or, alternatively, the limitation of its manufacture to the minimum quantities recognised as necessary either for special cases or for prescriptions by specialists. The Portuguese representative supported his proposal by referring to certain authoritative opinions expressed in the medical world, which tended to show that the total suppression of the manufacture of heroin would not deprive the medical world of a necessary drug.

The Committee's final decision regarding the action to be recommended on the question of the limitation of the manufacture of these drugs will be found in that part of this report dealing with the proposals of the United States of America.

PROGRESS REPORT.

The Advisory Committee also had before it a progress report by the Secretariat on the work accomplished since its January session.

(a) Signature and Ratification of the Convention.

The Committee noted that fifty-one countries Members of the League had signed, and forty-two had ratified, the International Opium Convention of 1912¹ (Annex 1). Mrs. Hamilton Wright furnished the Committee with information regarding the position in Turkey. She had been officially requested by the Turkish Delegation to the Lausanne Conference to inform the Committee that the text of the Convention had been included in the Treaty at present under consideration between Turkey and Greece, that Turkey was willing to accept the Convention, to join the League of Nations and to accept the same restrictions as any other nation.

(b) Import Certificate System.

The Committee reviewed the general situation and noted that twenty States had accepted the import and export certificate system and had put it into force, and that thirteen others had accepted it in principle (Annex 2). Since the last session of the Committee, therefore, eight more countries had now put this system into effect and three had accepted it in principle.

The representatives of the United States of America explained the system of certificates in force in that country. An importer had to obtain authority from the Federal Narcotics Control Board in respect of each consignment proposed to be imported, and, if approval were given, could obtain from the Board a certificate to that effect. The Board had full power to adopt any form of certificate which it might think fit.

The Committee instructed the Secretariat to communicate the particulars of the system in force in America to all signatory States of the International Opium Convention of 1912 in order that those States might, before sanctioning exports to the United States of America, obtain the production of a certificate from the Federal Narcotics Control Board.

The Portuguese representative stated that a Bill was at the moment before the Portuguese Chamber providing for the issue of a certificate of import to all exporting countries which demanded it. The certificate would state that the quantities imported were for medicinal and scientific purposes and, further, that the drugs would not be re-exported; the certificate would apply only to European and Insular Portugal. With regard to the Portuguese Colonies, the Portuguese Government thought it preferable to make special provisions in view of the special conditions obtaining in Macao with regard to the question of opium.

Through lack of time, the further consideration of the position in regard to the import certificate system was postponed till the next session of the Committee.

The Committee was also compelled to postpone the further consideration of the resolution of the third Assembly, as the position in regard to Switzerland, Turkey and Persia was not yet cleared up.

(c) Annual Reports.

Fifteen annual reports for 1921 and eleven for 1922 have been received by the Secretariat. Several of these reports, however, are not complete. The Committee decided once more to ask the Council to urge on the Governments the importance of sending in the annual reports on the traffic in opium and other dangerous drugs in accordance with the unanimous recommendation of the Assembly, since the information which they contained was of the utmost value.

¹ The following States Members of the League have signed but not ratified the Convention: Argentine, Colombia, Costa Rica, Esthonia, Latvia, Lithuania, Paraguay, Persia and Switzerland.
Albania has neither signed nor ratified the Convention.

(d) *Traffic in Cocaine.*

The Advisory Committee noted that eighteen Governments had replied to the request to furnish information with regard to manufacture of cocaine and that twelve countries had sent in an estimate of their requirements. In addition, estimated requirements had been received from a large number of British Colonies.

The Secretariat is in correspondence with Peru and Bolivia regarding the production and export of coca leaves as well as of crude cocaine and its salts.

The Netherlands representative informed the Committee that the Minister for Foreign Affairs was willing to ask the Minister for Labour to introduce a Bill authorising the Netherlands Government to publish figures for the manufacture of cocaine the moment that the Committee had received similar figures from all other manufacturing countries. The Committee noted that, with the exception of Peru and Bolivia, the only statistics of manufacture which had not yet been obtained were those from France and the Netherlands, and the French representative informed the Committee that the French figures would be in the hands of the Secretariat in a very short time. The representative of the Netherlands requested the Secretariat to send him the French figures on their arrival in order that he might request his Government to take the action to which he had referred.

The progress report further dealt with the total annual requirements of opium and its derivatives for consumption, the discrepancies between statistics in the returns of the various countries, the co-operation between China and Japan with regard to illicit traffic. The decisions on these points will be found under different headings.

EXCHANGE OF INFORMATION WITH REGARD TO THE SEIZURES OF DRUGS.

The Advisory Committee attached the utmost importance, in connection with the suppression of the traffic, to the exchange of information between Governments of the seizures of drugs. It therefore adopted the following resolution:

“The Advisory Committee recommends the Council to draw the attention of the Governments to the extreme desirability not only of direct communication to other immediately interested Governments of the details of any seizures 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 concerned, of this information by the Secretariat both to other Governments not immediately concerned in the specific case and to the Press.”

WORLD PRODUCTION OF OPIUM.

In reviewing the general situation with regard to the world production of opium, the Advisory Committee noted the lack of accurate or detailed information for most of the producing countries. The Committee understood that the investigations which the Chinese Government undertook to make this year are being made, but that the reports of these enquiries have not yet been received. The Committee noted that, according to the latest information in its possession, the position was worse than last year.

In the course of the discussions, the French representative explained that his Government had taken steps to prevent any passage through Tonkin of opium from Yunnan destined for another province in the South of China.

The Chinese representative assured the Committee that the Government of the Republic of China would never under any circumstances legalise the production of opium in China and that the present recrudescence was due to the lack of control by the central Government in certain provinces. The rumour which had been circulated regarding the establishment of an opium monopoly by the Chinese Government was untrue; that Government would never recede from the position which it had taken up in 1917 when the final prohibition of cultivation had been carried out.

DISCREPANCIES IN STATISTICAL RETURNS AND THE POSITION OF BONDED WAREHOUSES.

The Advisory Committee had before it the replies of the Japanese, British and United States Governments on the discrepancies between British and American statistics of exports of drugs to Japan and the Japanese statistics of imports of drugs from those countries. The British representative proposed that some arrangement should be come to between the Governments for the preparation, on a uniform basis, of their statistics of the import and export of drugs, whereby uniform particulars could be given, more especially as to the countries from which the drugs were consigned, the country of destination, if possible, the countries through which the drugs passed by way of transit or transshipment, shipments out of bond and, if possible, the country of origin, that is, the country in which the goods were manufactured or produced.

During the discussion on this question, the Japanese representative informed the Committee that the former practice in his country of waiting until narcotics landed in bond were withdrawn

from bond before regarding them as imports had been discontinued. The new regulations laid down that all narcotics landed in bond would be considered as imports from the date of their landing.

The Committee eventually appointed a Sub-Committee to enquire into the possibility of establishing a system whereby uniformity in statistics could be obtained. The report of the Sub-Committee is annexed (Annex 3). The Committee approved the suggestion in the report that the statement prepared for the Sub-Committee by the Secretariat should be transmitted to all Governments with a request for their observations. The Committee also recommended that the note prepared by the British representative on the position of bonded warehouses in relation to the traffic (Annex 4) should be sent at the same time for the observations of the Governments.

ARTICLE XIV OF THE CONVENTION: MEMORANDUM ON EXEMPTIONS SUBMITTED BY THE SIAMESE REPRESENTATIVE.

The Siamese representative raised the question as to what exemption should be granted by a State to preparations which did not come within the terms of the Convention because the percentage of morphia or cocaine which they contained was less than that prescribed therein. A quantity of morphia, for instance, might be so diluted by a solvent as to bring it below 0.2 per cent and thus cause the preparation to fall outside the scope and control of the Convention.

The Advisory Committee decided to recommend that the Governments should be asked whether they had experienced any difficulties and, if so, how they had dealt with them, and to communicate to the Secretariat any information in their possession on this subject in order that the matter might be discussed at the next session of the Committee.

VOLUNTARY ORGANISATIONS.

The Committee took note of resolutions and reports submitted by the following voluntary organisations:

The Harvard International Assembly;
The International Anti-Opium Association;
The Edinburgh Anti-Opium Association;
The International Women's Suffrage Alliance;
The League of Red Cross Societies.

CO-OPERATION BETWEEN JAPAN AND CHINA WITH REGARD TO ILLICIT TRAFFIC.

The Committee noted that negotiations were in progress between Japan and China regarding co-operation between these countries in order to suppress smuggling. A joint committee was about to be set up to examine this question.

INCREASE IN PENALTIES: PROPOSAL BY THE FRENCH GOVERNMENT.

The French representative informed the Committee that the French Government attached great importance to the question of increasing the penalties for illicit traffic in drugs. By reason of the ease with which these drugs can be smuggled, it considered that, however stringent the measures taken on the frontiers of a country, it was impossible to detect more than a very small quantity of the contraband drugs passed through. During the discussion, the French representative drew attention to the advisability of instituting the penalty of imprisonment, and, if possible, of prohibition of residence (*interdiction de séjour*). He called attention to the fact that certain courts were not always ready to apply with complete strictness the penalties laid down.

Attention was also called by the British representative to a new provision which had just been adopted by Parliament in the Dangerous Drugs Act of the present year, which was to the effect that:

Any person "who, in Great Britain, aids, abets, counsels or procures a commission in any place outside Great Britain of any offence punishable under the provisions of any corresponding law in force in that place, or does any act preparatory to or in furtherance of any act which, if committed in Great Britain, would constitute an offence against this Act", shall be guilty of an offence against the Act.

The Committee adopted the following resolution:

"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."

CONCLUSION.

In submitting this report to the Council, the Committee draws attention to the importance which it attaches to the collaboration of the United States of America and expresses the hope that this collaboration will be continued.

RESOLUTIONS.

- I. 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, the Netherlands, Portugal and Siam:

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

- II. 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.
- III. In bringing the American proposals to the notice of the Council and 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 medicinal 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.
- IV. 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:
- (a) 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;
- (b) 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:
- (a) as to a limitation of the amounts of morphine, heroin or cocaine and their respective salts to be manufactured; as to a 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;
- (b) 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 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.”

2. 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:
 - I. 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.
 - II. 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.
 - III. 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.
 - IV. 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.
 - V. 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.
 - VI. 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.
 - VII. 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.
3. The Advisory Committee asks the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin or of its limitation to the minimum amount required.
4. 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.
5. The Advisory Committee recommends the Council to draw the attention of the Governments to the extreme desirability not only of direct communication to other immediately interested Governments of the details of any seizures 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 concerned, of this information by the Secretariat both to other Governments not immediately concerned in the specific case and to the Press.
6. 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.

7. 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.

(Signed) G. BOURGOIS,
Chairman.

Rachel E. CROWDY,
Secretary.

CHAROON,
Vice-Chairman.

Annex 1.

STATEMENT AS TO SIGNATURES AND RATIFICATIONS OF THE OPIUM CONVENTION OF 1912.

PARTIES TO THE CONVENTION (signed and ratified)		MEMBERS OF THE LEAGUE				NON-MEMBERS OF THE LEAGUE				
		States Parties to the Convention	States which have signed and ratified, but not signed the Protocol putting Convention into force.	States which have signed but not ratified.	Non-parties to the Convention.	States Parties to the Convention.	States which have signed and ratified but not signed the Protocol putting the Convention into force.	States which have not ratified the Convention	States non-parties to the Convention	
<ol style="list-style-type: none"> 1. Africa, S. 2. America, U. S. of 3. Australia 4. Austria 5. Belgium 6. Bolivia 7. Brazil 8. Bulgaria 9. Canada 10. Chile 11. China 12. Cuba 13. Czecho-Slovakia 14. Danzig 15. Denmark 16. Ecuador 17. Finland 18. France 19. Germany 20. Great Britain 21. Greece 22. Guatemala 23. Haiti 	<ol style="list-style-type: none"> 24. Honduras 25. Hungary 26. India 27. Italy 28. Japan 29. Liberia 30. Luxemburg 31. Netherlands 32. N. Zealand 33. Nicaragua 34. Norway 35. Panama 36. Peru 37. Poland 38. Portugal 39. Roumania 40. Salvador 41. Serbs, Croats and Slovenes, Kingdom of 42. Siam 43. Spain 44. Sweden 45. Uruguay 46. Venezuela 	<ol style="list-style-type: none"> 1. Africa, S. 2. Australia 3. Austria 4. Belgium 5. Bolivia 6. Brazil 7. Bulgaria 8. Canada 9. China 10. Cuba 11. Czecho-slovakia 12. Denmark 13. Finland 14. France 15. Gt. Britain 16. Greece 17. Guatemala 18. Haiti 19. Honduras 20. Hungary 21. India 22. Italy 23. Japan 24. Liberia 25. Luxemburg 	<ol style="list-style-type: none"> 26. Netherlands 27. New Zealand 28. Nicaragua 29. Norway 30. Panama 31. Peru 32. Poland 33. Portugal 34. Roumania 35. Serbs, Croats and Slovenes, Kingdom of 36. Siam 37. Spain 38. Sweden 39. Uruguay 40. Venezuela 41. Danzig 	<ol style="list-style-type: none"> 1. Salvador 2. Chile 3. Danzig* 	<ol style="list-style-type: none"> 1. Argentine 2. Colombia 3. Costa Rica 4. Esthonia 5. Latvia 6. Lithuania 7. Paraguay 8. Persia 9. Switzerland 	<ol style="list-style-type: none"> 1. Albania 	<ol style="list-style-type: none"> 1. America, U. S. of 2. Germany 	<ol style="list-style-type: none"> 1. Ecuador 	<ol style="list-style-type: none"> 1. Dominican Republic 2. Mexico 3. Monaco 4. Russia 	<ol style="list-style-type: none"> 1. Abyssinia 2. Afghanistan 3. Lichtenstein 4. Turkey

* Danzig is not a Member of the League but is under its special protection.

Annex 2.

IMPORT CERTIFICATE SYSTEM.

SITUATION TO DATE (*March 16th, 1923*).

The following Governments have stated that they will bring the system into force from the date mentioned in each case:

Albania.	September 1st, 1922.
Austria	September 1st, 1922.
Czechoslovakia	September 1st, 1922.
Denmark	October 1st, 1922.
Esthonia	January 1st, 1923.
Great Britain	September 1st, 1922.
Greece	September 1st, 1922.
India	January 1st, 1923.
Italy	January 1st, 1923.
Japan	January 1st, 1923.
Latvia	April 1st, 1923.
Luxemburg	April 28th, 1922.
Mexico	No date given, but already in force.
New Zealand	April 1922.
Norway	No date given, but already in force.
Panama	March 1922.
Poland	September 1st, 1922.
Siam	January 1st, 1923.
South Africa	September 28th, 1921.
Spain	November 1st, 1922.

The following Governments have accepted the system but have not, as yet, given any date on which it will be brought into force: ^{Hungary} Australia, Bulgaria, China, Cuba, Germany, Haiti, ^{Newfoundland} Lithuania, Netherlands, ^{Peru} Sweden, Switzerland.

Annex 3.

CUSTOMS CONTROL OF THE IMPORT AND EXPORT OF OPIUM AND OTHER
DANGEROUS DRUGS.

REPORT OF THE SUB-COMMITTEE.

The Sub-Committee was appointed at the instance of Sir Malcolm Delevingne (5th meeting) and included the following members:

M. BRENIER, Chairman.
Sir MALCOLM DELEVINGNE (Great Britain).
Dr. UCHINO (Japan).
Mr. NEVILLE (United States).

M. BLANCO assisted the Sub-Committee, and Mr. CHAPMAN, Customs expert of the League of Nations, drew up a most complete report, which pressure of time entirely prevented the Sub-Committee from examining before the end of the session.

The primary object was to devise some plan for the drawing up of uniform statistics (as far as possible), so as to prevent the recurrence, to give only one instance, of the enormous discrepancies which the official British and Japanese statistics, when compared, showed as to morphine.

It immediately appeared that the problem was not only one of nomenclature and figures (and tables translating them), but, fundamentally, a problem of international means of control raising again the question of the licensing system for exports.

Mr. Chapman's very thorough report contains suggestions most of which appear reasonable and effective. But some imply, not only the solution of the fundamental difficulty of a uniform system of licences or permits, but also changes in the actual practice of many countries; for instance, that the export licences should be granted by a central authority in a single bureau. The minute particulars to be given, so as to ensure a strict control — and which will naturally react very usefully on the statistics — may also raise some difficulty.

As the report recalls, the Customs treatment and the systems of trade statistics (were it only as to nomenclature) are exceedingly diverse throughout the world; it does not seem impossible to agree on some uniform method as to recording the movements of opium and dangerous drugs. But it is certainly necessary that the several Governments — especially those interested in the trade — should be consulted on this matter.

It was therefore agreed that the Secretariat should be asked to communicate Mr. Chapman's report — as embodying most useful remarks and suggestions — to the principal Governments concerned, and, in particular, to those having delegates on the Opium Advisory Committee, so as to have their advice on the subject.

The Sub-Committee — in its first and only sitting — agreed on the following essential points:

1. That the imports and exports of the drugs falling under the 1912 Convention should be recorded in a uniform manner;
2. That the statistics should, among other points, necessarily record at least the following particulars:
 - (a) the port or country of consignment, care being taken to define the word exactly, "original" consignment, as distinguished from the country of immediate, or last, receipt.
 - (b) the country of final destination.
3. That particular regard should be had to the question of transshipments, so as to avoid leakage.
4. That the system 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, is a measure which tends to remove one of the main causes of discrepancies in international statistics, and permits a better watch being kept on movements of drugs its adoption by all countries is worthy of serious consideration.

The system in question was introduced in Japan as from January 1st, 1921.
5. As to imports, that the statistics should show clearly whether the drugs were imported.
 - (a) for internal consumption;
 - (b) in bond (when released from bond for export, the drugs should be exactly recorded);
 - (c) for transshipment, transit or re-export.

The Sub-Committee would like to draw particular attention to the difficulties attending an exact record of postal parcels containing the drugs, which is none the less very necessary, as their nature (of the drugs — not of raw or prepared opium) admits of an enormous traffic by this means. There is also the new difficulty arising from air-transport of these parcels.

Annex 4.

CONSIDERATION OF THE POSITION OF BONDED WAREHOUSES IN RELATION
TO THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

NOTE BY SIR MALCOLM DELEIVINGNE, BRITISH REPRESENTATIVE

It was mentioned at the last Session of the Committee that the Netherlands Government has asked whether the question of free ports included the question of bonded warehouses, and it was decided to examine the position as regards bonded warehouses at our next meeting. The point which is of interest to the Committee is whether imports of dangerous drugs which are stored on arrival in bonded warehouses under the control of the Customs Authorities and are re-exported from bond are subject to the same control as ordinary imports into, or exports from, a country under the provisions of the Opium Convention and the system of import certificates recommended by the League of Nations. It would seem desirable that the practice of the different countries in regard to this matter should be ascertained. 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 exports is exercised. In other cases it is understood that the authorities require an export licence to be obtained before re-export out of bond can take place, but such exports do not figure in the Customs returns. It will be evident that if country A gives a licence for the export of drugs to country B on the production of an import certificate from the Government of country B, and on arrival at country B the drugs are stored in bond and can be re-exported from bond to country C without any licence from the Government of country B or the production of an import certificate from the Government of country C, the persons engaged in the illicit international traffic in the drugs will be able easily to evade the control which the League is attempting to establish in accordance with the Convention. I suggest as a matter for the consideration of the Committee whether a questionnaire should be issued to the Governments asking what their practice is in regard to re-export from bond of dangerous drugs which have been consigned to the country, and whether they would see any difficulty in requiring an export licence to be obtained and an import certificate to be produced before the re-export from bond was permitted.

It will be understood that the foregoing does not apply to consignments on through bills of lading from country A to country C which are landed in country B and stored temporarily in bond pending transshipment. In such cases an import certificate from the Government of country C should be produced to the Government of country A before the latter Government issues its licence for the export of the consignment.

LEAGUE OF NATIONS

Mixed Sub-Committee of the Health Committee and
of the Advisory Committee on Traffic in Opium.

MINUTES OF THE SECOND SESSION

FIRST MEETING

Held at Geneva, on Wednesday, September 5th, 1923, at 2.30 p.m.

LIST OF MEMBERS:

Dr. CARRIÈRE, Chairman (Health Committee).
Dr. CHODZKO (Health Committee).
Dr. ANSELMINO (Advisory Committee on Traffic in Opium).
Mr. CAMPBELL (Advisory Committee on Traffic in Opium).

Secretary: Mr. BLANCO, Member of the Opium Section of the Secretariat of the League of Nations.

The following were also present:

Dr. RAJCHMAN, Medical Director of the Health Section of the Secretariat of the League of Nations.
Professor KNAFFL-LENZ, Member of the Health Section of the Secretariat of the League of Nations.

1. Opening Speech of the Chairman.

The CHAIRMAN regretted the absence of Dr. Santoliquido.

He stated that, at its first session held in January, 1923, the Mixed Committee had studied the question of an investigation into the requirements in regard to narcotic products mentioned in the Hague Convention, and had adopted a decision concerning the principle involved to the effect that by legitimate requirements should be understood solely the amounts necessary for the practice of medicine and for certain scientific purposes.

Mr. Campbell had made reservations on the subject of this decision.

The Sub-Committee had considered the proposed methods of enquiry which had been submitted to Professor Knaffl-Lenz. The speaker thanked Professor Knaffl-Lenz for the study which he had made of these methods, and which is given in the document.

The Chairman added that he thought it well to examine, about a week before, with Dr. Chodzko and Dr. Santoliquido, the question of the agenda of the present session, and that the views set forth by the Chairman in the document are in accordance with the views of his two colleagues.

Professor Knaffl-Lenz had given in his report (Annex) a summary of the causes of the abuse of narcotics and the means adopted to combat them.

2. Approval of the Minutes of the First Session.

The Minutes of the First Session (Document C. 79. M. 33. 1923. XI) were approved.

3. Action taken by the Opium Committee on the Resolutions of the Sub-Committee.

Dr. CHODZKO asked what action had been taken on the resolutions of the Sub-Committee concerning the definition of the legitimate requirements in opium, and the methods of enquiry proposed.

Dr. ANSELMINO explained that the First Session of the Sub-Committee had been followed in January by the Fourth Session of the Opium Committee, and that the Minutes of this Fourth Session mentioned the resolutions in question. At the Fourth Session Mr. Campbell had commented upon the report of the resolutions of the Sub-Committee.

Mr. CAMPBELL confirmed Dr. Anselmino's statements. The Opium Committee had considered the report of the Sub-Committee and had declared itself in agreement with the methods of enquiry proposed by the latter. He himself, however, as well as M. van Wettum, the Netherlands Delegate, had made reservations.

The report of the Sub-Committee had also been mentioned in the Minutes of the May-June session. The speaker added that the United States Delegate and Sir John Jordan had considered that legitimate use should be regarded as strictly limited to medicinal and scientific requirements, but the Chairman of the Committee had stated that this definition would be contrary to the Hague Convention and to the decisions previously adopted by the Council and the Assembly of the League of Nations.

Mr. Campbell was of opinion that the Sub-Committee should deal only with the methods of an enquiry to determine the extent of the legitimate requirements and not with the definition of these requirements themselves. Moreover, the question of the methods themselves ought not to be solved too hastily.

The Council and the Assembly apparently considered that the use of opium in India should be regarded as legitimate and had given no final decision as regards the definition of legitimate use. This was a question which should not be considered as within the competence of the Sub-Committee or of the League of Nations in general. It was necessary, of course, to have a basis for the enquiry: the speaker did not think that the basis adopted, although it was unsatisfactory, would present serious difficulties as far as Europe and the United States were concerned.

Dr. RAJCHMAN apologised on behalf of the Secretariat because the Minutes of the Opium Committee had not been distributed to the Members of the Sub-Committee.

4. Appointment of Professor Knaffl-Lenz as Expert on the Sub-Committee.

The CHAIRMAN presented the following draft resolution:

"The Mixed Sub-Committee decides to appoint Professor Knaffl-Lenz as expert on the Sub-Committee."

5. Discussion of the Conclusions drawn from the Available Figures relating to the Determination of Annual Legitimate Requirements. Discussion of a Proposed Enquiry to obtain exact information concerning the Figures for Legitimate Consumption.

The CHAIRMAN stated that Dr. Knaffl-Lenz's investigations had resulted in the conclusions summarised in the document. It had appeared desirable, in preparing the ground, to study with Dr. Knaffl-Lenz the conclusions to which his work had led him. He would accordingly open the discussion on the question of the enquiries.

At its first session the Sub-Committee had recognised three principal forms of enquiry: The first was based on a comparison of imports and exports, but it failed to give the results required. The second was based on information obtained directly from hospitals, pharmacists, physicians, dentists and veterinary surgeons. The third rested on a different basis; it took the figures for disease in a country according to the calculations of life insurance companies and the use of narcotic drugs in certain specified hospitals, and combined these two figures so as to obtain the total consumption of a country.

There was a fourth line of enquiry which was not mentioned in the summary, namely, that based on licences granted by the manufacturing States for the import and export of narcotics. In view of the fact that the system of licences had not so far been applied in a very complete manner, it had been thought inopportune to consider more than the first three methods for the present.

Dr. KNAFFL-LENZ stated that he had investigated the first and the second methods. The second method was based on the figures furnished by the chemists, physicians and the hospitals. The figures furnished by Switzerland according to this method were not accurate; they were too high, for the following reason: the chemists had perhaps thought that the enquiry in question would lead to a rationing of opium for the pharmacies. He therefore proposed to change the method employed and suggested that Governments should be asked to require that prescriptions for narcotic drugs should be made on special forms, the colours being different in the case of opium, cocaine, etc., and that these prescriptions should be kept in the pharmacies. The pharmacist should be required to write in a corner of the prescription the quantity of morphine or of cocaine prescribed. It would then be easy to determine the figures for the legitimate amounts prescribed by physicians. The system was being studied in Switzerland and Italy. The third method, which was based on statistics of diseases, was inapplicable: a new definition of morbidity would be necessary. The speaker said that he had tried to obtain morbidity figures, but he had been informed that even in the future it would be impossible to give them. He had therefore tried to obtain from the different hospitals the amounts necessary for the patients.

Up to the present they had received information from hospitals of similar standing in Vienna, Graz, Basle and Germany. These figures were divided by departments and they showed that opium requirements varied largely according to the different diseases. The quantities of opium used per patient varied widely in different hospitals; thus, as compared with Vienna, Graz used less opium, Basle twice as much, and the German hospitals three times as much. The quantity

used depended on the gravity of the case and on the length of time it remained under treatment. They could not therefore compare the quantities employed per patient, but they could compare the average daily quantities, and it would be seen that the figures thus obtained were very similar.

The Vienna Government Officials' Insurance Fund, which had about 400,000 members, had stated the quantities of opium prescribed for its members by doctors, but these figures did not indicate the total requirements, as they did not include quantities used in the hospitals for the treatment of insured persons. These quantities could, however, be easily calculated by counting the number of insured persons treated in the hospitals and the number of days they were under treatment.

The quantities of opiates used per inhabitant, calculated on the basis of the figures supplied by the Government, ought to correspond approximately with the quantities used for insured persons. The former would be rather higher, as the official figures included the amounts used for scientific and veterinary purposes.

In any case, it was necessary to calculate the requirements in opium per diem and per head in order to obtain a basis for comparison. The total requirements of a sick person could not be compared with those of an average member of the population, as the quantity employed per patient was only spread over the period of the illness, whereas that used per head of the population referred to the whole year.

A further difficulty which arose when comparing the figures supplied was that in many cases no information was given as to requirements of codein. Thanks, however, to the complete figures supplied by some countries, the relation between the quantities of codein and opium employed could be approximately calculated, though this relation varied, because the use of codein depended on its price and on the economic situation of the country in question. Codein was more expensive, as it had to be used in larger quantities than morphine.

If, with these considerations in view, the average requirements of countries with a well-developed medical organisation were calculated, it would be found that the requirements per diem and per head amounted to about $1 \frac{1}{4}$ milligrammes.

The Vienna Insurance Funds, however, used only $\frac{1}{2}$ milligramme. Even if the economic conditions of Austria, which demanded strict economy in the use of expensive medicaments, were taken into account, this figure had to be considered as too low, and the figure of $1 \frac{1}{4}$ milligrammes quoted above could be regarded as sufficiently accurate.

The requirements per hospital patient per diem amounted to about 70-80 milligrammes. The average requirements in opium of countries with a well-developed medical organisation should therefore be 450 milligrammes of raw opium per head per annum. But this figure could not be taken as a basis in calculating the medical needs of the whole world, as countries with an undeveloped embryonic medical organisation only used a fraction of this amount, and it had to be remembered that those countries constituted the majority. If, therefore, they took half the figure quoted above as the average of the world's requirements, they would get about 350,000 kilogrammes of raw opium for medical and scientific purposes. This figure represented about $\frac{1}{10}$ th of the present world production. The latter could therefore be reduced by half in the next few years and could later undergo a further reduction of similar proportions.

The figures for raw opium had been calculated on the basis of the quantities of morphine theoretically necessary for the manufacture of codein and heroin. The fact that a certain loss occurred in the process of manufacture had to be taken into account. The resulting difference was compensated for by the fact that the quantity of raw opium had been determined on the assumption that it contained 10% of morphine, whereas Turkish and Persian opium contained at least 12%.

The requirements in cocaine were calculated in the same way. There were great differences between countries; whereas in England only about 4 milligrammes per head per annum were employed and only 8 milligrammes in Germany, the quantity employed in Denmark and Sweden amounted to about 27 milligrammes.

It should be pointed out that in surgery, cocaine could nearly always be replaced by novocain. There was therefore a relation between the consumption of cocaine and novocain, and this relation depended largely on the difference in price. When cocaine was cheaper, more of it was used, and *vice versa*. The quantities of cocaine thus utilised varied very widely. On the basis of the principles which had just been explained, they would get an average consumption of approximately 15 milligrammes per head per annum, which came to 24,000 kilogrammes for world requirements. This figure was clearly too high for medical needs, as cocaine was only indispensable for operations on the eyes and nose. In the majority of countries whose medical organisation was little developed, the use of cocaine for medical purposes was negligible.

The production of cocaine in Germany, Switzerland, Japan and the United States of America amounted to about 12,000 kilogrammes. The production in other countries such as the Netherlands, France, etc., which was not to be neglected, was not known at present. In consequence, the figures at their disposal could not serve as a basis for definite conclusions.

Mr. CAMPBELL thought that this percentage was accurate enough for the purpose of calculating the estimated requirements.

The CHAIRMAN thanked Dr. Knaffl-Lenz for his explanation and opened the discussion on his statement.

Mr. CAMPBELL pointed out that he had not yet had time to study the documents handed to him. Nevertheless, he thought that there were two omissions. The first concerned the amount of opium required for veterinary purposes; he asked if Dr. Knaffl-Lenz had taken account of these

figures. There were in India 180 million head of cattle, and in view of the climatic conditions of that country the inhabitants needed opium in considerable quantities for their animals. These same climatic conditions appeared to exist in a part of America. The speaker also pointed out that there were large firms, for example, Burroughs & Wellcome, etc., which required a large amount of opium for the preparation of drugs which could be sold and used without medical prescription. Had Dr. Knaffl-Lenz taken into consideration the amount necessary for the preparation of these drugs?

Dr. KNAFFL-LENZ replied that the figures furnished by the various Governments took into account the requirements of veterinary surgeons and the requirements for the preparation of drugs.

Mr. CAMPBELL asked whether the figures submitted by Governments generally corresponded fairly accurately with the figures worked out by Dr. Knaffl-Lenz.

Dr. KNAFFL-LENZ stated that by taking half a milligramme per day for insured persons and multiplying this figure by 365, an average was obtained which was very close the figures furnished by the Governments. The figures of the insurance societies served as a check on the figures given by hospitals.

Dr. ANSELMINO pointed out that at a previous session the annual consumption per head had been estimated at 0.9 grammes of raw opium. Dr. Knaffl-Lenz's figures showed that only half of this amount was required. The speaker therefore did not feel sure that the requirements of a country could be obtained from the average world consumption. For example, in the United States 540 milligrammes were required, whereas in Finland 300 milligrammes were sufficient. The difference was great. What was to be done with these figures? Was it intended to calculate the requirements of the whole world, or of individual countries?

The CHAIRMAN said that he thought the different questions should not be confused. Two questions were before the Sub-Committee: in order to continue the work imposed by the Convention, that is to say, to reduce the production of opium and of morphine, the Sub-Committee must first of all know the production and the requirements of the whole world. The first thing which it had to do was to establish a method of enquiry for the class known as "civilised" countries. On the basis of the results for the civilised countries, it would try to determine the requirements of the "semi-civilised" countries. On the basis of all these figures the total requirements of the entire world would be determined, and the total production would be made dependent upon these requirements.

Dr. ANSELMINO asked whether codein was included in the figures for Great Britain, that is, 540 milligrammes (opium, morphine and heroin).

The CHAIRMAN replied that codein was not included.

Mr. CAMPBELL, in reply to a question by Dr. Knaffl-Lenz, explained that in England codein was, he believed, extracted from opium, and also manufactured by synthesis from morphine.

Dr. ANSELMINO stated that, if codein and morphine converted into codein were included in the figures for Great Britain, then Austria, Canada, the United States, New Zealand and Germany had the same figures for opium, *i.e.*, about 550 milligrammes per head annually. For Germany the figure for opium, morphine and heroin was 265 milligrammes of raw opium. That figure must be increased by 100 % in calculating the consumption of raw opium in the form of codein; in this way 530 milligrammes were obtained. This was the same figure as for the countries mentioned above.

Dr. CHODZKO said that he wished to know whether the figure of 940 milligrammes for Switzerland had been given by the Government.

The CHAIRMAN replied that these figures were based on a direct enquiry among pharmacists, physicians and hospitals. Dr. Knaffl-Lenz had already explained that he considered this figure too high. It seemed to him that the agreement between the figures obtained for a certain number of countries indicated that these enquiries had a certain value.

The question to which they came back was that of an enquiry to ascertain whether the results corresponded to the actual facts. Dr. Knaffl-Lenz had explained in his memorandum the advantages and disadvantages of these enquiries. It would now be well to find out which method of enquiry the Sub-Committee wanted to adopt.

The method proposed in the first resolution was, in short, the second method, which was based on information obtained direct from pharmacists in the first place, then from physicians and hospitals, and, if necessary, from the veterinary surgeons and dentists. It was a question whether dentists ought to be included in the enquiry.

The Chairman proposed the following resolution:

"1. The Mixed Sub-Committee on Opium, after having examined the various methods recommended for the purpose of determining the "legitimate requirements" of the various countries in regard to opium, opium derivatives and cocaine, has ascertained that these methods could not furnish figures representing real needs and capable of being compared with each other.

"It considers, however, that the method based on information furnished direct by pharmacists, hospitals and physicians might give figures capable of being used, provided that narcotic drugs are prescribed on special forms issued to physicians by the State; pharmacists would keep these forms for the purpose of supervision, after indicating

on each of them the amount of medicinal opium or of cocaine contained in the drugs prescribed, and would return them periodically to the competent authority. By adding the figures for hospital consumption to the figures obtained in this way, a total amount would be obtained, which would correspond as accurately as may be required in such a matter to the legitimate requirements of the population.

"Furthermore, for the purpose of supervision, it would be desirable to determine the amount used per patient per day in the case of members of sick insurance funds treated at home or in hospital. The figures thus obtained for insured persons ought to correspond as a general rule to those obtained for the population as a whole.

"Codein is a derivative of opium, which, though very widely used, does not come under the provisions of the Hague Convention. The Mixed Sub-Committee considers that it would be indispensable to take it into account in determining legitimate requirements, and it consequently requests the persons entrusted with the conduct of the enquiries to have regard to this recommendation."

By comparing the figures thus obtained with those yielded by the general enquiry relating to physicians, pharmacists and hospitals, a second figure would be obtained which would serve as a check on the first. It would be interesting to see whether an enquiry conducted on these lines would confirm the similarity of results shown by the figures submitted by Dr. Knaffl-Lenz.

Dr. ANSELMINO thought that that was a very difficult and very expensive method. Germany, for instance, would not be able to employ it.

The CHAIRMAN pointed out that the Sub-Committee already had figures for Germany. If the German Government considered these figures as representing the facts, it was at liberty not to undertake any further enquiry.

Mr. CAMPBELL wished to read the documents before taking a decision in regard to the first resolution. The correspondence of certain figures already obtained for various countries seemed to show that a figure had been reached in practice which was not far from the truth. He thought that perhaps the Sub-Committee might be able to dispense with putting into practice the system advocated by Dr. Knaffl-Lenz. If that were so, the enquiries to be undertaken in the different countries could perhaps be limited as much as possible. There was reason to believe that the figures submitted by Great Britain, Germany and the United States in particular — and probably those for several other countries as well — were accurate enough for the present purpose.

The CHAIRMAN proposed that, in view of the desire expressed by Mr. Campbell, the Sub-Committee should postpone its decision on the question of method until its next meeting.

Dr. CHODZKO pointed out that, according to the Minutes of the Fifth Session of the Advisory Committee (page 78), Mr. Campbell had obtained an almost accurate figure as regards the opium requirements of the whole world without having had recourse to enquiries. He had estimated this maximum figure at from 10 to 12 grains. Sir John Jordan had then asked that this figure should be taken and that a limit of 15 grains per head should be established. The speaker asked whether this figure included only medicinal and scientific requirements or still other requirements.

Mr. CAMPBELL thought that it would be of the greatest advantage for the Sub-Committee to come to a decision as quickly as possible if they could in fact do so. Dr. Chodzko had pointed out that the figure of 10 grains had been accepted by Sir John Jordan, who was also prepared to agree to an addition of 50 %, bringing the amount up to 15 grains, if that would secure a universally acceptable upper limit. In suggesting 10 grains, Mr. Campbell had only wished to give the Sub-Committee an opportunity to express an opinion. Possibly the Sub-Committee might feel able to accept the figure of 15 grains, as a maximum limit, at once and to suggest that a periodical revision of this figure — every five years, for example — should be provided for.

Dr. CHODZKO said that he considered Mr. Campbell's statement of great importance; it brought the Sub-Committee nearer to its goal without necessitating further complicated and costly enquiries, which would perhaps not be carried out by all the countries.

Dr. KNAFFL-LENZ pointed out that 10 grains corresponded to 600 milligrammes. There was no country in which the requirements reached this figure: the highest was 530 milligrammes.

Mr. CAMPBELL thought that 15 grains might be fixed as a maximum; he agreed that it erred on the side of excess, but clearly a safe figure was required.

Dr. CHODZKO proposed that the examination of this question should be entrusted to a Sub-Committee composed of Dr. Knaffl-Lenz, Mr. Campbell and the Chairman. This Sub-Committee would draft its proposals, which it would then submit to the Sub-Committee.

This proposal was adopted.

6. Discussion of the Question whether it would be advisable to Suppress the Manufacture of Heroin.

The CHAIRMAN explained that the Sub-Committee here dealt with the text of the Hague Convention. At present the provisions of the Hague Convention were not applicable to preparations containing less than 0.2 % of opium and less than 0.1 % of morphine and cocaine. In proposing the above recommendation, which was not in accordance with the text of the Convention

in certain respects, the Chairman had thought that only the expression of a technical opinion was intended. He asked his colleagues whether they wished to take up the question of the prohibition of the manufacture of diacetyl-morphine.

The Sub-Committee decided to take up the question.

Dr. KNAFFL-LENZ explained that heroin had been produced because it was believed that this morphine derivative was not a drug of addiction, but after one or two years it was found that heroin was a drug of addiction like morphine, and to an even greater degree. Professors of pharmacology in Germany and in Austria had always taught their students that heroin was not necessary, that it was too toxic, more toxic even than morphine. For five or six years past heroin had been taken in the form of snuff in America, and it was stated in American publications that 50 % of the heroin addicts were also cocaine addicts. Consequently, heroin was much more dangerous than morphine. Moreover, the effect of a given amount of morphine could be produced by a third or a half of the amount of heroin. This encouraged smuggling, because it was easier to send heroin than morphine. Heroin possessed the single advantage of not causing constipation. Heroin was not necessary for the treatment of patients. From the medical point of view, it might be said that the suppression of the manufacture of heroin would produce no inconvenience to therapeutics. He therefore proposed that the production of heroin should be forbidden.

The CHAIRMAN thanked Dr. Knaffl-Lenz for his statement, which was summarised as follows in the second resolution:

"2. Heroin or diacetyl-morphine is a very dangerous drug, still more toxic than morphine, and still more dangerous as regards the forming of a drug habit. Since many pharmacologists and clinical practitioners admit that heroin can be dispensed with in therapeutics, the Mixed Sub-Committee proposes to prohibit its manufacture."

Dr. ANSELMINO considered that the recommendation proposed to the Mixed Sub-Committee went further than the third resolution of the Advisory Committee (Minutes of the Fifth Session, page 209):

"The Advisory Committee asks the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin or of its limitation to the minimum amount required."

The CHAIRMAN said that it did, in fact, go further since it omitted the second part of the recommendation. They ought to take the word of the specialists who said that heroin was not necessary. Moreover, since it was still more dangerous than morphine, its suppression seemed advisable.

Dr. CHODZKO thought that this resolution ought to be submitted to the Assembly. It would then be difficult for the Sub-Committee to change the vote of the Assembly. It would be very desirable to modify this resolution, if feasible, before it was submitted to the Assembly; but that seemed impossible at present. The Fifth Committee might be asked to modify this resolution, for it had, doubtless, the right to do so.

Dr. ANSELMINO was also of the opinion that heroin or diacetyl-morphine was more dangerous than morphine and that it should be prohibited, but the difficulty was in the Hague Convention, under the terms of which the manufacture of heroin could not be forbidden.

The CHAIRMAN said that he believed that his colleagues agreed that Governments should be asked to prohibit the manufacture of heroin, but it was evident that the Sub-Committee could not prohibit such manufacture, nor the Fifth Committee, nor even the Council. The Sub-Committee could only formulate a suggestion to be submitted to the Governments. This suggestion might be expressed as follows: "The Sub-Committee decides to ask the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin".

After a discussion, in which Dr. CHODZKO, Mr. CAMPBELL and the CHAIRMAN took part, *the Sub-Committee decided to adopt the following resolution:*

"Diacetyl-morphine is a very dangerous drug, still more toxic than morphine and still more dangerous as regards the forming of a drug habit. Since the pharmacologists and clinical practitioners admit that heroin can be dispensed with in therapeutics, the Mixed Sub-Committee recommends that the possibility of entirely forbidding its manufacture should be considered;"

and to draft the report of the Sub-Committee in the following terms:

"In view of the fact that a question is being raised as to the possibility of prohibiting the manufacture of heroin, the Sub-Committee thought it might give its opinion from the medical point of view and might state that the Mixed Sub-Committee, composed of technical experts, agrees, having regard to the small therapeutic value and the harmful effects of diacetyl-morphine, to advocate the prohibition of its manufacture".

That opinion would be a means of persuasion which might strengthen the effect of the letter to be sent to all Governments, and thus would show the latter that there already existed upon this subject a scientific opinion expressed by qualified experts of the League of Nations. This would enable them to know the opinion of experts entitled to express a scientific opinion on this question.

The CHAIRMAN and Dr. CHODZKO expressed full approval.

Dr. RAJCHMAN said that under these circumstances it seemed to him better to leave the third resolution as it then stood. The Advisory Committee on Opium could take note of the Sub-Committee's report and resolution, and could transmit them to the Council as the opinion of its experts. The Council in its turn would transmit them to the Fifth Committee, so that the latter would be acquainted with the Sub-Committee's wishes, while at the same time the administrative position of the Advisory Committee would be safeguarded.

The CHAIRMAN then asked if his colleagues wished to submit to these two bodies a suggestion for the complete suppression of the manufacture of diacetyl-morphine. If they agreed, they would take such action. It seemed to him that the second resolution for the suppression of the manufacture of heroin was, *ipso facto*, adopted.

He then asked if the members wished the second resolution to be communicated to these two bodies as drafted.

The two resolutions were adopted as drafted.

After a discussion, in which the CHAIRMAN, Dr. CHODZKO, Dr. RULOT, Dr. RAJCHMAN, Mr. CAMPBELL and the SECRETARY took part, *the Sub-Committee decided to transmit these resolutions simultaneously to the Health Committee and to the Advisory Committee.*

SECOND MEETING

Held at Geneva, on Thursday, September 6th, 1923, at 3 p.m.

Dr. CARRIÈRE, Chairman.

There were present all the Members of the Sub-Committee, and Dr. KNAFFL-LENZ as expert. Dr. RULOT, Member of the Health Section, was also present.

7. Result of the Deliberations of the Committee appointed to examine the Question of Enquiries.

The CHAIRMAN stated that the Committee appointed at the previous meeting to examine the question of enquiries had achieved the following results:

After studying the figures resulting from the enquiries made in various countries, and those collected by Dr. Knaffl-Lenz, it came to the conclusion that the legitimate requirements of a country in opium and its derivatives represented an average figure per head per annum of ten English grains (about 600 milligrammes), the term "average" being understood, however, as indicating a maximum. This figure should be communicated to the Governments to give them some indication as to the lines on which the regulation of the traffic in opium and its derivatives should be carried out. But it was evident that, if they proposed forthwith to ration the States, this figure could not be imposed on them at the outset. They ought to leave the States the option of accepting a limiting figure only after they had proceeded to such enquiries in their own country as they thought necessary.

In consequence, the Committee added a second part to the resolution to be submitted to the Advisory Committee referring to enquiries which might be made in the future. In regard to these enquiries, the Committee returned to system 2, completed by Dr. Knaffl-Lenz's proposal regarding the prescription of narcotic drugs on special forms. The text proposed by the Committee was as follows:

"(1) For the purpose of determining the legitimate needs of the various countries as regards narcotic drugs, the Mixed Sub-Committee, after having examined the figures which have been submitted to it, resulting from a certain number of enquiries conducted by various Governments, gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure representing the legitimate needs of the different countries being fixed forthwith. This figure of 600 milligrammes (10 English grains) per head per year should, however, be considered as a maximum.

"(2) However, if the States should consider it necessary to undertake new enquiries as regards their respective needs, the Mixed Sub-Committee recommends the application of a method consisting in utilising the information furnished directly by hospitals, pharmacists and practitioners, pointing out, however, that this method will give accurate results only if the narcotics are prescribed on special forms. The Sub-Committee points out again that, in view of the large quantities of codein prescribed in certain countries, it would be well to include this alkaloid in the enquiries."

Dr. CHODZKO, referring to the phrase “.....gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure being fixed forthwith.....”, asked what this figure was, and whether it referred to cocaine or opium.

The CHAIRMAN replied that the figures referred to requirements in opium and its derivatives in terms of raw opium. It would be advisable to indicate this in the text of the resolution.

Dr. KNAFFL-LENZ thought that “including codein” should be added.

Dr. CHODZKO considered that the phrase “.....representing the legitimate needs of the various countries” was of great importance. At its first meeting the Mixed Sub-Committee had clearly defined these needs. Article 9 of the Hague Convention said:

“The Contracting Powers shall enact laws to limit exclusively to medical and legitimate purposes the manufacture.....”

If the resolution used the phrase “legitimate needs” in the same sense as the Convention, it might be thought that the figure referred only to needs other than medical needs in the sense of the Convention. The words “for medical purposes” might be added to the resolution. In this way the text would be in conformity with that of the Convention.

Was codein included in the figure of 600 milligrammes ?

The CHAIRMAN replied that this figure represented opium and all its derivatives, including codein, in terms of raw opium. A further figure would, of course, have to be added for cocaine if the information already received made it possible to fix it. As regards the “legitimate purposes”, the resolution should be understood in the sense of the decision of the Sub-Committee, which regarded medical and scientific purposes only as legitimate. They might therefore say “.....representing the medical and scientific needs of the countries”. The Chairman asked Dr. Knaffl-Lenz if he thought it possible to indicate now a figure for cocaine.

Dr. KNAFFL-LENZ replied that the Secretariat had not received many figures in regard to cocaine. The figures supplied by Austria were very high, and probably inaccurate. Taking the average of the figures so far received, they would find that it amounted to 15 milligrammes per person per year. The total quantity of cocaine required to satisfy the requirements of the whole world could not, however, be calculated on the basis of these figures, since cocaine is indispensable only to ophthalmologists and laryngologists, who exist only in a limited number of countries and are lacking in by far the greater part of the world. It would be advisable to wait until further information had been received from hospitals and insurance offices.

Dr. CHODZKO pointed out that Great Britain asked for 3 milligrammes and the CHAIRMAN added that Germany asked for 6 or 7 milligrammes.

Dr. KNAFFL-LENZ pointed out that if they took the figure of 15 milligrammes they would find that the whole world production was little in excess of this figure.

The CHAIRMAN considered that in view of the inadequate information at the disposal of the Sub-Committee, it would be premature to decide immediately on a figure for the consumption of cocaine, which would perhaps be greater than the production. If Dr. Knaffl-Lenz considered that the present figures were too incomplete to allow them to come to a definite conclusion, it would be better to confine the resolution to opium and its derivatives, with perhaps an addition to the effect that it would only be possible to fix a figure for cocaine later.

Dr. ANSELMINO said that 600 milligrammes represented raw opium whatever the method of its manufacture. They should distinguish between legitimate needs in respect of raw opium and the drugs referred to in Chapter III of the Hague Convention. The draft certificate of importation made a distinction between raw opium for legitimate needs and drugs for medical and scientific needs. Raw opium was used not only for medical but for other legitimate purposes, since it was used in the preparation of opium for smoking in countries where this practice was legitimate. The 10 grains did not, therefore, constitute the maximum quantity of raw opium for legitimate purposes, but only for medical and scientific purposes. They could not interpret the word “legitimate” in any other sense than that given to it by the Hague Convention.

The CHAIRMAN considered that they could not reopen the discussion on a point which had been settled. The enquiries had been made on the basis of needs described by the Sub-Committee as “legitimate”, and they should accept this definition.

Dr. ANSELMINO said that the 600 milligrammes referred only to medical and scientific needs.

Mr. CAMPBELL said that he did not wish to complicate the discussion; he approved of the insertion of the words “medical and scientific purposes”, provided that the reservation he had previously formulated was, as far as he was concerned, read into the resolution. The Sub-Committee had adopted a resolution which was not in accordance either with the Hague Convention, the decision of the Advisory Committee, or the decision of the Assembly.

The CHAIRMAN said that Mr. Campbell’s reservation was maintained and it would, of course, be again embodied in the Sub-Committee’s report to the Advisory Committee on Opium. As regards cocaine, a third paragraph would be added stating that the data at the disposal of the Sub-Committee were too incomplete to serve as a basis for a resolution. In regard to the enquiries which might subsequently be made in certain countries to obtain exact information, they could suggest that such enquiries should be conducted according to method 2, as proposed by Dr. Knaffl-Lenz. The resolution would also have three paragraphs; the first referring to legitimate needs of opium and its derivatives, the second to cocaine, and the third to the enquiries.

8. Prohibition of Heroin.

Mr. CAMPBELL considered that the Sub-Committee had gone a little too far in saying that heroin ought to be suppressed, for the manufacture of heroin was permitted by the Hague Convention. In his opinion the result would be the same — and at the same time they would be acting more in conformity with the Convention — if the sentence were turned round. Instead of imposing a decision by making an assertion, the sentence might be put in the form of a question, since the Advisory Committee had already raised this point and was probably going to ask the Governments whether they did not consider that the manufacture of heroin should be abolished.

The CHAIRMAN said that the Sub-Committee was a technical organisation which confined itself to expressing an opinion which, in this case, was that, according to the almost unanimous view of specialists, heroin was a very dangerous drug and could be dispensed with.

The Sub-Committee used the word "should" and not "shall"; this word "should" was by no means imperative; it only implied that the question ought to be considered.

Dr. ANSELMINO considered that it was for the Health Committee to decide whether a drug was dangerous or not. The Rapporteur submitted the decision of the Sub-Committee to the Advisory Committee and added the reasons on which the Sub-Committee had based its decision. The Advisory Committee would raise no objections on the point as to whether a drug was dangerous or not, since the decision of the Members of the Health Committee was based on their special experience in this matter. The Advisory Committee would then examine in what manner the recommendation of the Mixed Sub-Committee could be applied, whether the Hague Convention supplied the means of applying it, and whether it was necessary to propose new regulations to the Governments either within the scope of the Hague Convention or otherwise. The next point to be considered would be whether the aim of such regulations should be to control the traffic only in the country itself or to control the international traffic with a view to avoiding the international danger which might result from illicit exportation and importation.

The CHAIRMAN considered that the questions which Dr. Anselmino had just raised did not come within the competence of the Sub-Committee, but rather within that of the Advisory Committee, which had already discussed them.

Mr. CAMPBELL said that he found himself in a somewhat delicate position. The Sub-Committee was about to express an opinion based solely on technical and pharmaceutical knowledge which he did not possess. He desired to emphasise that there were objections from the administrative and legal points of view, and he realised that his position was the more delicate as no attention was being paid to these difficulties. In these circumstances it was difficult for him to support the purely technical opinions of the Sub-Committee. He considered that it would have been preferable for the Advisory Committee to be represented on the Sub-Committee by a doctor rather than by himself.

Dr. CHODZKO thought that if this principle were accepted, it would usually be impossible to form mixed sub-committees, and he drew attention to the work of another Mixed Committee, the Mixed Committee on Waterways, which was composed of members of the Health Committee and the Committee on Communications and Transit.

In regard to heroin, the same opinion had been supported not only by Dr. Knaffl-Lenz but by Americans; it had also been expressed at the Fifth Session of the Advisory Committee on Opium. They could therefore be sure that the present proposal was satisfactory from the scientific and from the social point of view. The legal and technical difficulties would have to be dealt with by the Advisory Committee. If the Sub-Committee thought that heroin was a highly dangerous poison, it ought to say so in the most definite manner. If Mr. Campbell had doubts on the subject, he could make reservations, but Dr. Chodzko thought that all the members of the Sub-Committee were in agreement on the point.

Mr. CAMPBELL thought that, as far as he was concerned, the best solution would be to make certain reservations which would provide him with an opportunity of discussing the question later on when it came before the Advisory Committee. He thought it would be imprudent to commit themselves before they had received the opinions of the Governments — for which the Advisory Committee proposed to ask later — and even before they knew the opinion of the Health Committee *quâ* Health Committee, or whether new points of view would be raised at subsequent discussions.

The CHAIRMAN considered that, notwithstanding all the explanations given in the course of the discussion, Mr. Campbell was naturally entitled to make reservations, and perfectly free to do so.

9. Restriction of the Sale of Cocaine.

The CHAIRMAN explained that they would next consider the recommendations it was proposed to submit to the Governments in regard to internal regulations of the use of cocaine. They had considered it advisable to submit these recommendations to the Advisory Committee to give it an opportunity of pronouncing on the subject.

Dr. KNAFFL-LENZ stated that the Opium Section had asked whether cocaine was indispensable for therapeutics. It could be said that cocaine was still indispensable. It was certainly

necessary in some cases, for instance, for anæsthesia of the eyes, throat and nose. Cocaine would be needed as long as no other preparation could be found combining anæsthetic and amnesic properties. But cocaine was necessary only in these cases, and not for other operations. In nearly every country surgeons employed cocaine very rarely, in view of its toxic character. It could not therefore be said that the sale and production of cocaine could be suppressed at present, since it was absolutely necessary in certain cases. They could perhaps recommend that the use of cocaine should be confined to these cases, and they could ask that cocaine should not be sold to dentists or to technicians, for it was in this way that it became possible to sell the product as contraband. Another point was that there were many preparations containing cocaine, which were sold without a prescription. For instance, certain kinds of snuff contained cocaine and were a cause of the cocaine habit. It would therefore be advisable to forbid the sale of these preparations, to reserve cocaine solely for the use of doctors, and never to supply patients with any preparation containing cocaine. The drug was indispensable in a few operations only. In order to avoid contraband, it would perhaps be possible to sell cocaine in sterilised solutions, as was already done in the case of morphine and other preparations. Contraband would thereby be rendered much more difficult, and supervision would be easier.

After this statement the CHAIRMAN read the text of the following resolution, reminding the Sub-Committee once more that the question was a practical one which it seemed advisable to submit to the Governments through the Advisory Committee. The latter would deal with it as it thought fit:

"In the present stage of our knowledge of therapeutics, cocaine cannot always be replaced by its substitutes, but the Mixed Sub-Committee is of opinion that its use should be limited to those branches of medicine where it is indispensable, namely, laryngology and ophthalmology, and that in particular the possibility of its prohibition in the practice of dentistry should be considered.

"Furthermore, the Mixed Sub-Committee is of opinion that cocaine should only be available for the use of practitioners, and should never be used by the patients themselves. It also considers that the sale of patent medicines containing cocaine should be prohibited.

"Finally, in order to prevent contraband and in order to facilitate supervision, the Mixed Sub-Committee is of opinion that the sale of cocaine should only be permitted in the form of (sterilised) solutions."

The resolution was adopted.

The CHAIRMAN added that questions of some delicacy were also raised by Article 14 (b) and (c) of the Hague Convention, which provided that products containing less than 0.2 % of morphine or 0.1 % of heroin or cocaine were not subject to the Convention.

Dr. KNAFFL-LENZ pointed out in this connection that it would be sufficient to procure these products, which were usually to be had in liquid form, and to evaporate them, in order to recover considerable amounts of morphine, heroin and cocaine, which, having been put on the market under supervision, would thus escape all subsequent supervision. Dr. Knaffl-Lenz concluded that this would constitute an encouragement to contraband and illicit trade.

Dr. Knaffl-Lenz thought they might say "calls the attention of the Governments to the fact that the existence of this paragraph was liable to lead to contraband" and recommend that the Governments should draw up a regulation in order to prevent contraband.

The CHAIRMAN did not know what exactly were the intentions underlying this measure, or why the persons who had drafted the Convention had introduced it into the text. He thought that, in order not to expose the Sub-Committee to the reproach of wishing to modify the Convention, it would be sufficient to draw the attention of the Advisory Committee to the disadvantages of this provision, leaving it to that body to act on the Sub-Committee's suggestion should it think fit.

Mr. CAMPBELL said that the Advisory Committee had already submitted the question to the Governments. The relevant Article of the Convention had been drafted with a view to allowing unrestricted dealings in recognised preparations, containing any small quantities in combination with other drugs.

The CHAIRMAN observed that these products were hardly of a dangerous character for the patient. As Dr. Knaffl-Lenz had pointed out, it was only from the point of view of contraband and illicit trade that they should be considered and brought to the attention of the Advisory Committee.

Mr. CAMPBELL observed that the dangers, if any, appeared to be of a domestic character.

The CHAIRMAN said that this was why the Sub-Committee thought it advisable to draw the attention of the Advisory Committee on Opium to the matter, as that body had perhaps not foreseen this particular point and would be able to take any action which it thought fit.

Dr. ANSELMINO considered that each country should be allowed to settle this question for itself.

The CHAIRMAN said that this was the sense in which he understood the proposed resolution. It was purely a recommendation to the Advisory Committee, which would transmit it to the Governments if it thought fit and in any form which it considered suitable.

The resolution was adopted by the Sub-Committee in the following form:

"At present the provisions of the Hague Convention are not applicable to preparations containing less than 2/10ths per cent of opium and less than 1/10th per cent of morphine or cocaine.

"The Sub-Committee considers that these preparations should also be brought under the provisions of the Convention, first, in order that the legitimate needs of a country as regards narcotic drugs may be ascertained with the necessary accuracy, and, secondly, in order to preclude the possibility of these preparations being distilled when they are in solution and considerable quantities of alkaloids being recovered in this way and thus escaping all supervision. It believes that the measure referred to above constitutes an encouragement to illicit traffic by indicating a method of evading the Convention."

The last question to be dealt with was that of the list of drugs which were liable to produce the same injurious effects as morphine and heroin, and which might have to be brought under the Convention. Article 14 of the Convention lays down that its measures shall apply to all new derivatives of morphine, of cocaine, or of their respective salts, and of every other alkaloid of opium which might be shown by scientific research, generally recognised, to be liable to similar abuse and productive of like ill effects.

At the beginning of 1922, the Council of the League had adopted the following resolution on this subject:

"The Advisory Committee on Traffic in Opium should be requested to extend its investigations to include not only the drugs mentioned in the Convention of 1912, but also all dangerous drugs of whatever origin which produce similar effects, and to advise it (the Council) as to the desirability of convoking a further international conference of States which are Parties to the Convention, as well as States Members of the League of Nations, with a view to drawing up a Convention for the suppression of the abuse of such drugs."

In conformity with the resolution, the French Government has submitted to the League of Nations a list of drugs (Document O. C. 27) which, in its opinion, produce the same effects as opium, morphine and cocaine, and which ought, therefore, to be brought within the scope of the Convention.

This list had been submitted to other Governments, and the Advisory Committee on Traffic in Opium at one of its recent meetings had decided to lay the question before the Mixed Sub-Committee. The Chairman thought, therefore, that the Sub-Committee had authority to examine the value of the French Government's proposals, but he anticipated that the results of such an examination would be largely negative.

The list had already been submitted to the Governments as stated and some of them had already replied, either accepting it or formulating objections.

The Swiss Government had pointed out that, since this list had first to be submitted to the Mixed Sub-Committee, it would be desirable to await the latter's decision before pronouncing on the matter.

The Chairman proposed that the Sub-Committee should examine the list, and asked Dr. Knauff-Lenz to state the conclusions he had reached.

Dr. KNAUFF-LENZ pointed out that the list first enumerated the products which had effects similar to those of morphine (such as ethylmorphine chlorhydrate).

Among the products having effects very similar to cocaine, dionine and peronine must be mentioned. Up to the present time, there was no record of any case of abuse of these drugs. Apomorphine, on the other hand, was not a narcotic, but an emetic. The products should, therefore, not be included among the products falling under the provisions of the Convention. Artificial cocaine, however, had exactly the same action as natural cocaine.

Mr. CAMPBELL asked if artificial cocaine had the same chemical formula as natural cocaine.

Dr. KNAUFF-LENZ replied in the affirmative. Novocain and all the preparations mentioned in the list had an anæsthetic action similar to that of cocaine, but somewhat weaker; they did not act so strongly on the central nervous system and had the advantage of not leading to abuse of these drugs. Their toxicity was, indeed, of a different nature and degree from that of cocaine. Among the products mentioned in the list, artificial cocaine and its derivatives, ecgonin and its derivatives, and similar substances containing ecgonin, should be retained on that list.

Mr. CAMPBELL reminded them that the Advisory Committee on Opium had decided that, in accordance with the Convention, cocaine was defined by its chemical formula. This was a point which the Sub-Committee should examine. According to this decision, artificial cocaine already came under the Convention, as it was defined by the same chemical formula as natural cocaine.

Dr. KNAUFF-LENZ said that there were other preparations of ecgonin which had the same formula and which also produced cerebral excitation.

The CHAIRMAN, summing up the discussion, said that the question was settled as regards artificial cocaine which, owing to its chemical formula, already came under the Convention. But, in addition to artificial cocaine properly so-called, there was a whole series of products derived like it from ecgonin, which had a different formula but presented the same dangers as cocaine. It was true that these products, as Dr. Knauff-Lenz had pointed out, were not at present of great

importance, but they might become so in the future. They should therefore be brought within the scope of the Convention. As regards the other products mentioned in the French Government's list, it seemed clear that the Convention was not applicable to them.

Dr. KNAFFL-LENZ said that they were of no importance at present, but that they might acquire importance.

The CHAIRMAN proposed that the resolution should be drafted as follows:

"The Sub-Committee is of opinion that the provisions of the Convention should not be applied to these products, with the exception of those derived from ecgonin mentioned in the French Government's list."

This resolution was adopted.

Dr. CHODZKO asked if the Governments had been informed of the interpretation given by the Advisory Committee to the definition of cocaine.

Mr. CAMPBELL replied that all the Governments represented had been in agreement on the subject and that, moreover, the Minutes of the Committee had been circulated.

The CHAIRMAN said that this was a special point which had perhaps escaped the attention of the Governments. The Advisory Committee or the Secretariat of the League should draw their attention to this point. As they knew, the greater part of cocaine on the market was artificial cocaine.

Dr. ANSELMINO said that one could not know whether cocaine was artificial or natural. From a trade point of view it was simply cocaine.

The CHAIRMAN thought it would be better to warn the Governments in order to avoid difficulties.

He would submit a new draft of the resolution at the next meeting.

Dr. CHODZKO thought that mention should be made in the resolution of the fact that the Sub-Committee had acquiesced in the decision taken by the Advisory Committee.

The CHAIRMAN proposed the following wording:

"The Sub-Committee has taken note of the decision adopted by the Advisory Committee, according to which cocaine should be defined by its formula, with the result that artificial cocaine thus comes under the Convention; and it considers that the provisions of the latter should not be applied to the products mentioned in the French Government's list, with the exception of ecgonin and the derivatives of ecgonin which have the same effects as cocaine."

The Sub-Committee added a sixth resolution as follows:

"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."

Dr. KNAFFL-LENZ asked that this list should be sent to the members of the Mixed Sub-Committee, so that they should have time to consider it before the next session of that Sub-Committee.

Dr. CHODZKO supported this proposal.

A statement by Dr. Knaffl-Lenz, in which he studied the causes of the abuse of opium and of morphine and the methods which he considered suitable for combating them, had been laid before the Sub-Committee. This statement would be discussed at their next meeting.

The CHAIRMAN also asked the Sub-Committee to examine a questionnaire for the enquiries to be made in the hospitals. He reminded the Sub-Committee that at its next meeting it would also have to adopt the final text of the resolutions which it had just discussed.

THIRD MEETING

Held at Geneva, on Friday, September 7th, 1923, at 3 p.m.

Dr. H. CARRIÈRE, Chairman.

Present: The Members attending the previous meeting.

10. Final Text of the Resolutions.

The CHAIRMAN read the final text of the resolutions.

First Resolution.

"For the purpose of determining the legitimate requirements of the various countries in narcotic drugs, the Mixed Sub-Committee, after having examined the figures submitted

by the Secretariat, has ascertained that the correspondence existing between these data was marked enough to fix immediately for opium and all its derivatives, including the quantities of opium transformed into codein and other products, a preliminary approximate figure corresponding to medical and scientific requirements. This figure, 600 milligrammes (about 10 grains) of raw opium per inhabitant per year, should, however, be regarded as a maximum. In view of the variable amount of morphine contained in raw opium, this figure has been calculated by taking a content of 10 % 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 proceed to a similar determination at the present time."

This paragraph was adopted without comment.

"If the States should consider it necessary to undertake new enquiries as regards their respective requirements, the Mixed Sub-Committee recommends the application of a method consisting in utilising the information furnished direct by hospitals, pharmacists and medical practitioners. They would point out, however, that this method will give accurate results only if the narcotics are prescribed on special forms. The Mixed Sub-Committee again points out that in view of the importance of the prescription of codein in certain countries, it would be well to include this alkaloid in the enquiry and, in general, all the derivatives of opium employed in therapeutics."

The Chairman observed that this recommendation would be communicated to the States in order that they should know in what manner their enquiry should be conducted. The resolution made no reference to the enquiry regarding sickness insurance societies; this matter might be dealt with in the notes transmitting the resolutions to the Governments.

Mr. CAMPBELL thought that the word "furnished" implied that the hospitals had already given information.

The CHAIRMAN explained that the text meant "information which hospitals would be invited to give", and proposed the wording "information which the hospitals will furnish direct".

This was adopted.

The resolution was adopted with the amendment proposed by the Chairman.

Second Resolution.

The CHAIRMAN read the second resolution.

"Diacetyl-morphine (heroin) is a very dangerous drug, more toxic even than morphine, and even more dangerous as regards the forming of a drug habit. Since many pharmacologists and clinical practitioners admit that heroin can be dispensed with in therapeutics, the Mixed Sub-Committee recommends that the possibility of entirely prohibiting its manufacture should be considered."

The Chairman pointed out that this resolution had been drawn up in the widest possible terms. By recommending that "the possibility should be considered" all the objections which could be formulated were met.

The second resolution was adopted.

Third Resolution.

The CHAIRMAN explained that this was a series of recommendations regarding internal traffic in cocaine which were addressed to the various States in order to indicate the measures that it would be advisable to take in connection therewith.

"In the present state of our knowledge of therapeutics, cocaine cannot always be replaced by its substitutes, but the Sub-Committee is of opinion that its use should be restricted to those branches of medicine where it is indispensable, viz., laryngology and ophthalmology, and that the possibility of its prohibition in dental practice should be more especially considered."

The prohibition of cocaine in dental practice had only been mentioned as a possibility, since it was a matter which States should regulate as they might think best.

"The Sub-Committee is, moreover, of opinion that the use of cocaine should not be left to the patient."

This meant that when cocaine was prescribed for a patient, the medical practitioner should himself administer it.

"It also considers that the sale of patent medicines containing cocaine should only be permitted on medical prescription."

There would be difficulties in putting this recommendation into operation, but it was well to bring the suggestion to the notice of Governments.

"Finally, in order to prevent contraband and to facilitate supervision, the Mixed Sub-Committee recommends that the sale of cocaine should only be permitted in the form of (sterilised) solution."

Mr. CAMPBELL feared that the present wording might be interpreted as covering both sale within the country and sale for export. In the circumstances, he wondered whether it would not be advisable to amend the text slightly, and to say, for example, "sale within a country".

The CHAIRMAN said that the resolution was directed against retail sale. It did not apply to wholesale trade. It would perhaps be enough to say "retail sale".

After some discussion, in which the CHAIRMAN, Dr. KNAFFL-LENZ, and Mr. CAMPBELL took part, *the last paragraph of the third resolution was adopted in the following form:*

"Finally, in order to prevent contraband and illicit traffic and to facilitate supervision, the Mixed Sub-Committee recommends that the putting on sale of cocaine should only be permitted in the form of (sterilised) solutions."

The resolution was adopted as a whole.

Fourth Resolution:

"The provisions of the Hague Convention are only applicable at present to preparations containing less than 0.2 % of opium and less than 0.1 % of morphine or cocaine.

"The Mixed Sub-Committee believes that this provision may to a certain extent facilitate illicit traffic in narcotics on account of the fact that it will always be possible to distil a pure solution of one of these narcotics, and thereby to recover a considerable quantity of the drug, which would escape any measure of supervision. The Sub-Committee calls the attention of the Advisory Committee on Opium to this fact."

The CHAIRMAN explained that this resolution had been drawn up in terms of the greatest possible tact. It did not criticise the provisions of the Convention or propose any change, but it merely drew the Advisory Committee's attention to a fact which the Sub-Committee had noted in the course of its investigations.

The fourth resolution was adopted.

Fifth Resolution:

"The French Government, in accordance with the decision of the Second Assembly of the League of Nations, has submitted to the Secretariat a list of morphine and cocaine derivatives which, in its opinion, have the same harmful effects as the drugs mentioned in the Hague Convention. Having noted this communication, the Mixed Sub-Committee is of opinion that the provisions of the Convention should not be applied to these products, with the exception of those derived from ecgonin, viz.:

"ethylbenzoylecgonin or ethylic coca,
"propylbenzoylecgonin,
"butylbenzoylecgonin,
"cinnamylecocaine.

"Dionine and peronine are products not widely used which have an effect similar to that of codein and which, so far as experience has shown, do not produce the condition of euphoria which leads to the formation of a habit. There is, therefore, no reason to fear their abuse. Apomorphine and eupomorphine are not narcotics, but powerful emetics.

"As regards artificial cocaine, the Mixed Sub-Committee has taken note of the decision adopted by the Advisory Committee in the course of its third session, according to which cocaine should be defined by its chemical formula, not by its origin, with the result that artificial cocaine falls within the provisions of the Convention.

"As regards the substitutes for cocaine enumerated in the schedule, they have nothing in common with cocaine except their anæsthetic action, and do not stimulate the central nervous system and thereby lead to abuse. With the exception of novocain, which has rendered the use of cocaine for local anæsthesia almost superfluous, the other products mentioned are hardly ever used, owing to their injurious subsidiary effects on the patient."

The fifth resolution was adopted.

Sixth Resolution:

"The Mixed Sub-Committee considers it necessary that the States should forward periodically to the Secretariat of the League of Nations a schedule of the new opium and cocaine derivatives which in their opinion may have the same injurious effects as the products mentioned in the Hague Convention, and should consequently be brought within its provisions."

The CHAIRMAN explained that the object of this recommendation was to induce the States to notify without undue delay products possessing the same action as opium and cocaine. The names of these products should also be communicated to the members of the Mixed Sub-Committee and to the Secretariat.

This recommendation would be noted in the Minutes.

The sixth resolution was adopted.

Mr. CAMPBELL had no objections to raise to the resolutions of the Sub-Committee, on the understanding that he was free to discuss the questions raised and to adopt such attitude as he might deem proper when the matter came up for discussion before the Advisory Committee.

The Sub-Committee had based its resolutions solely on medical and pharmacological considerations as to which he (Mr. Campbell) was not competent to give an opinion.

The Sub-Committee noted Mr. Campbell's reservations.

Seventh Resolution:

"The Advisory Committee on Traffic in Opium and the Health Committee having appointed a Mixed Sub-Committee to investigate certain problems of a medical nature relative to narcotic drugs, it would be advantageous if this Sub-Committee should meet during the sessions of the Advisory Committee in order that the latter might be able to consult it on questions within its competence.

"The Sub-Committee therefore requests its Chairman to take the necessary steps to give effect to this recommendation."

Eighth Resolution:

"The Mixed Sub-Committee desires to appoint Professor Knaffl-Lenz to a seat on the Sub-Committee as expert."

These two resolutions were adopted.

The Sub-Committee also adopted a questionnaire addressed to the hospitals.

11. Statement by Dr. Knaffl-Lenz on the Causes of the Abuse of Narcotics.

Dr. KNAFFL-LENZ considered it essential to enquire first of all into the causes of two habits which were becoming more and more widespread, morphinomania and cocainomania. Excessive production of these drugs was not the only cause. There were others which he had traced and examined.

One of the chief causes was undoubtedly the war. During the war, patients had been treated in all the hospitals with large quantities of morphine, even considerably more than was necessary. The result was that the nurses and the patients themselves had found that morphine was very agreeable. Doctors had dispensed these drugs on a large scale, and people had come to the conclusion that they were not at all dangerous. Large numbers of patients had been treated with morphine in all countries, and many of them had remained morphinomaniacs.

There was also the bad example which morphinomaniacs set for other people.

Another cause was to be found in the fact that opiomaniacs and smugglers used all possible means to induce others to become addicts. Among the chief causes might also be mentioned the desire of certain people to experience immoral sensations, and the widespread notion among young people that morphine caused sexual excitement. This notion was only true in certain cases.

If these were actually the chief causes, there should be no delay in starting a widespread propaganda among doctors and medical students for the purpose of discouraging the use of such quantities of morphine as were administered during the war. They should be taught that morphine was extremely dangerous, and that in many cases codein or other preparations could be used as substitutes.

On the other hand, the production of heroin should be made illegal, as people were addicted to taking it as snuff, especially in America. An examination of the statistics for America would show that approximately 50 per cent of opiomaniacs took the drug as snuff.

He dwelt on the necessity for propaganda not only among doctors and medical students but also among the general public, because the public did not know what morphinomania was. Morphinomania was not only a bad habit, but a very definite disease; as long as the morphinomaniac was not cured, the only possible medicine to give him was morphine which combated the symptoms in such a way as to maintain the patient's mental and physical balance; the result was that the morphinomaniac recovered his capacity for work.

Morphinomaniacs were scarcely ever to be found in the hospitals. Medical students and doctors had very seldom any opportunity of seeing the disease or of learning how to treat it. It was nearly always treated in private sanatoria. It was absolutely essential that special departments should be established in the hospitals for the treatment of morphinomaniacs in order to enable doctors and students to make a thorough investigation of the disease, especially as the method of treating it had not yet been perfected.

Propaganda among the public was essential. People should be told that morphinomania was not invariably an evil habit, and that people addicted to it were not necessarily immoral; people who were suffering from the opium habit would then be more willing to go for treatment to a hospital or a doctor; as it was, they were frequently held back by shame. If it could be so arranged that morphinomaniacs had always to go to a doctor to obtain the dose of morphine necessary for them, illicit traffic in the drug would gradually disappear through lack of customers.

This had proved to be the case in America, at Los Angeles among other places. The morphinomaniacs had been given the necessary dose of morphine at a hospital, and after three or four months there were no more smugglers in the town, as they had no longer enough customers. Such a method was practical.

Dr. RULOT stated that he wished to support what Dr. Knaffl-Lenz had just said with regard to this mentality and to smugglers. In Belgium doctors had been permitted to prescribe anti-venereal medicaments, and quack doctors who had previously treated venereal diseases with

various kinds of remedies had disappeared, as the patients could obtain medicaments, such as salvarsan, free of charge.

Dr. CHODZKO thought that that was a somewhat different matter.

The CHAIRMAN remarked that the principle was the same: to suppress illicit traffic by giving people sufficient quantities to meet their requirements.

Dr. CHODZKO said that in that case it would be necessary to register all morphinomaniacs, for if morphine was to be dispensed indiscriminately, non-morphinomaniacs would also apply for it on the pretext that they were morphinomaniacs.

Dr. KNAFFL-LENZ observed that it was possible to distinguish whether a subject was a morphinomaniac or not by injecting morphine. The reaction in the case of a morphinomaniac was quite different from that produced on a healthy subject.

Mr. CAMPBELL enquired what kind of reaction such injections produced.

Dr. KNAFFL-LENZ explained that the reaction took the form of a slight inflammation if an intracutaneous injection was made. Inflammation was only produced in a healthy subject and not in a morphinomaniac. It was possible to distinguish by means of administering varying doses whether a subject was addicted to morphine or not. This method had only been discovered two or three years previously and had not yet been perfected. It was still the subject of research.

The CHAIRMAN did not consider that this reaction established definite proof, but it was interesting to know that there was a specific reaction for this disease.

Dr. KNAFFL-LENZ gave some explanations regarding the introduction of special forms to be used in prescribing opium and its derivatives. Doctors would dislike using special forms for these prescriptions, and this led one to the conclusion that doctors would rather prescribe other preparations for which special forms were not essential.

For the purpose of compiling statistics it might, at the outset, be made compulsory that codein should also be prescribed on special forms, but this measure would be quite unnecessary if statistics already existed.

The CHAIRMAN considered that this measure should be introduced with great caution, to avoid opposition from the medical profession.

Dr. KNAFFL-LENZ added that, as an alternative method, the annual production of opium and cocaine could be restricted, but this could not be done suddenly; it would be necessary to reduce the production from 10 per cent to 20 per cent per annum until only such quantities as were strictly essential to medical requirements were being produced.

He considered it advisable to organise the propaganda in the form of newspaper articles. Experts might be invited to write popular articles and to send them to different countries. Possibly the Information Section of the League of Nations might be able to centralise this service.

The CHAIRMAN thanked Dr. Knaffl-Lenz for his interesting statement. He considered that it would be difficult to discuss it in detail, and suggested that the members of the Sub-Committee might give their general views on the practical value of the ideas which it contained and intimate whether they considered it advisable to take further action with regard to this matter; for example, by communicating the statement to the Advisory Committee on the Traffic in Opium and to the Health Committee.

Dr. CHODZKO thought that as Dr. Knaffl-Lenz's work was to be given a certain amount of publicity, there was still a somewhat important gap to be bridged. No mention had been made of opium dens. Dr. Knaffl-Lenz had only considered Europe and the United States of America, and had not dealt with the important question of Asia. As the League of Nations was a world organisation, the memorandum should, in addition, emphasise the danger of opium dens in Asia and suggest suitable methods of combating such abuses. Dr. Knaffl-Lenz would find useful material in the Minutes of the Advisory Committee on Traffic in Opium. For example, in China and Japan (Minutes of the Fifth Meeting), in Formosa there were approximately 3,000,000 inhabitants. Licences were only granted to opium dens; there was a system by which the individual smokers could obtain licences, each smoker being registered. Thus 50,000 licences had been issued in Formosa, and M. Uchino had stated that the mortality amongst smokers amounted to 4,000 per annum, that is, 80 per 1,000, whereas the ordinary mortality of the country did not exceed 20 or 25 per 1,000. It was for this reason that Dr. Chodzko requested that this memorandum should not be considered in detail until it had been completed.

Dr. KNAFFL-LENZ explained that he had drawn up this memorandum, not with the intention of publishing it, but purely for the purposes of the Sub-Committee.

The CHAIRMAN stated that it would accordingly be assumed that the memorandum was not to be published except as an annex to the Minutes, but he considered it would be advisable to communicate it to the Health Committee so that the Committee might examine it and express its opinion upon it. Should the Health Committee desire the work to be completed, it could ask Dr. Knaffl-Lenz or some other person to undertake the task.

The Chairman asked his colleagues whether they approved on the whole of the ideas expressed by Dr. Knaffl-Lenz in his memorandum. It included suggestions upon which action might be taken almost immediately, for example, those concerning the question of propaganda. He recalled the opinion expressed by one of the members of the Sub-Committee, Dr. Santoliquido, who had considered that the question of propaganda was the most important matter, and that no coercive measures could be effective unless they were accompanied or preceded by intelligent propaganda.

M. ANSELMINO stated that German experts were of opinion that official propaganda against morphine had the effect of spreading the abuse of morphine.

Mr. CAMPBELL added that there was evidence to show that in Oriental countries official propaganda or propaganda officially inspired was usually unsuccessful in other fields of action. When, for example, the true cause of plague was discovered and certain measures were advocated, the population persisted in refusing to adopt them.

The CHAIRMAN was of opinion that it should not be assumed that this line of argument always held good. For example, in the matter of tuberculosis, which for a long time was looked upon as a disgrace, the prejudices which had opposed the campaign against tuberculosis had been dispelled by intelligent propaganda. The same applied to venereal diseases. Less than 20 years ago, no one would have dared to mention venereal diseases even in a small Sub-Committee like theirs, which was not entirely composed of medical men; now they were freely spoken of, and the public readily submitted to any measures which were prescribed against them. The same probably applied to opiomania and morphinomania.

Dr. RULOT was of opinion that intelligent propaganda such as the Chairman had just mentioned confirmed what Drs. Knaffl-Lenz and Anselmino had said, namely, that official propaganda had a bad effect. Propaganda from a specific group alone could produce any useful result. That was the essential point on which Dr. Knaffl-Lenz would do well to insist when speaking on the question of propaganda.

Mr. CAMPBELL wondered whether propaganda by unofficial associations published at the instigation of the Governments would produce the same effect.

Dr. RULOT thought that propaganda should come from some special organisation.

The CHAIRMAN shared the opinion that propaganda should come from a strictly private source as apart from public enterprise.

In the propaganda against alcoholism, venereal diseases and tuberculosis, the Swiss authorities, to take a concrete example, had remained perfectly neutral. They had sometimes granted funds to support the movement but they had never interfered directly. The same procedure should be adopted in the matter of propaganda against narcotics. But clearly the propaganda would have to be adopted to the mentality and customs of the country concerned.

The Chairman was of opinion that Dr. Knaffl-Lenz's suggestion regarding propaganda should be discussed.

The Chairman was requested to submit Dr. Knaffl-Lenz's memorandum to the Health Committee.

Dr. Anselmino was appointed Rapporteur, and it was decided that his report should be submitted to the Health Committee and to the Advisory Committee.

The CHAIRMAN thanked the members of the Sub-Committee and especially Dr. Knaffl-Lenz, who was returning to Vienna. His work, which he had carried out with remarkable competence and praiseworthy conscientiousness, had been very much appreciated by the Sub-Committee, which was glad to think that it could rely on his further co-operation.

Annex.

THE THERAPEUTIC VALUE OF HEROIN

by

Dr. KNAFFL-LENZ.

In estimating the value of morphine derivatives, the chief question to consider is to what extent they create a desire for habitual use analogous to that produced by morphine and which of the therapeutically important properties are developed in a specially high degree.

The most important effect of small doses of morphine is the reduction of sensibility to pain and the simultaneous suppression of other unpleasant feelings, such as fatigue, hunger and physical discomfort. This cerebral action produces a eupheric condition and provides the incitement to the abuse of morphine. In addition to this reduction of the sensibility to pain, morphia exercises a tranquillising action upon the breathing which is of the greatest importance in treating pulmonary diseases. The calming of the intestines is an undesirable subsidiary effect when morphia is employed for the suppression of pain or of coughing, since it leads to constipation.

Attempts were made by the pharmaceutical industry to manufacture morphine derivatives in which these pacific cerebral actions, which provide the incitement to abuse and which can lead to chronic disease, should give way to the other effects. One of these preparations, diacetylmorphine or heroin, which was first manufactured in 1898, appeared in the first instance to satisfy these requirements, since it calmed the breathing centre when given in much smaller doses than morphia and exercised no paralysing action upon the intestines.

Experimental research showed, however, that it is also incomparably more poisonous than morphia and that the therapeutic dose is not appreciably smaller than the toxic dose. For this reason, German pharmacologists warned persons from the beginning against the use of this medicament and pronounced it to be not indispensable.

A few years' practical experience has proved that heroin causes euphoria just in the same way as morphia and is therefore suitable for abuse; its prolonged use can lead to chronic heroinism, which produces physical collapse more rapidly than morphinism. Heroin has therefore never been employed on a large scale in Germany and Austria. It is hardly used at all in nursing-homes and public hospitals.

It may be concluded from these facts that heroin is not an irreplaceable medicament and that it can be dispensed with without harm to sick persons. The use of heroin by practising doctors cannot be regarded as evidence of its value, since practising doctors must often have regard to the wishes of patients and can seldom observe the action of a remedy in the same way as hospital doctors.

The apparent advantages of heroin, which consist in its having no constipating effect and in the fact that even very small doses exercise a tranquillising influence on the breathing, are counterbalanced both by the higher degree of poisonousness which it possesses and more especially by the fact that it is much more suitable for abuse than morphine and is chiefly used by young persons.

Heroin causes cheerful excitement even in small doses, which morphine does not do. Moreover, unlike morphine, it is absorbed by the mucous membrane of the nose and therefore does not require to be injected but can be sniffed like cocaine. It is also effective in much smaller quantities — a matter of considerable importance from the point of view of smuggling — and the quantity does not need to be increased to the same extent as in the case of morphine. The employment of heroin as snuff also leads very easily to the use of cocaine, as is shown by some American statistics, according to which 50 % of heroin addicts are also cocaine addicts.

To sum up, it may be stated that heroin does not possess any of the more valuable therapeutic properties of morphine and can certainly be dispensed with as a medicinal remedy, but that, on account of its stronger action and consequently of the fact that it can be sniffed, it is much more suitable for abuse and much more dangerous than morphine.

If the manufacture of diacetylmorphine or heroin were prohibited, suffering humanity would not be deprived of any valuable and irreplaceable medicament, but a drug would be got rid of which leads in consequence of abuse to grave and chronic disorders.

Therapeutic Uses of Cocaine.

The importance of cocaine in practical medicine lies in the fact that it possesses two valuable properties:

1. The property when applied locally of paralysing the sensitive nerve endings and, consequently, of producing complete insensibility of the tissues.
2. The property of causing the blood-vessels to contract and, consequently, of causing anæmia of the tissues — a matter of the greatest importance in operations on the nose and eye.

Apart from these valuable therapeutic properties, cocaine, when it passes into the circulation, exercises a stimulating action on the central nervous system, which in the case of high doses becomes a cause of paralysis and death.

This undesirable subsidiary action which makes cocaine suitable for misuse as a means of enjoyment is the reason why the pharmaceutical industry has for many years manufactured preparations which do not contain the toxic property in question.

Success has so far only been partially attained. A number of preparations exist, of which novocain is the most valuable. While its toxic strength is only one-thirtieth part of the toxic strength of cocaine, its anæsthetic action is equal to one-fourth. By combination with adrenalin, its action can be so strengthened that it constitutes a perfectly good substitute for cocaine for purposes of local anæsthesia. It is therefore used more or less exclusively by surgeons in practically all countries.

Novocain, however, in common with the other substitute preparations, exercises no vaso-constrictor action; many of the preparations indeed dilate the vessels. They are therefore not suited for the anæsthetisation of the mucous membrane of the nose as a measure preparatory to operations, since it is often only possible to carry out an operation when anæmia and contraction of the tissues have been established.

To sum up, it may be said that cocaine can be replaced by novocain in all cases of anæsthesia by infiltration, but that it cannot yet be dispensed with for purposes of rhinology and ophthalmology. In any case the use of cocaine in dentistry, which still prevails to a large extent, is quite unnecessary.

If the use of cocaine were only permitted in the future for purposes of rhinology and ophthalmology, no prejudice would be caused to therapeutics so far as other diseases are concerned.

Since doctors in all countries are free to use every poison according to their own scientific views, it is impossible at present, without passing special laws, to prohibit the use of cocaine for other than the above-mentioned purposes.

As cocaine is never used in its natural state as a powder, but only in the form of a solution, it might be considered whether the sale of cocaine by the manufacturers should not be prohibited except in the form of sterile solutions. By this means, smuggling could at any rate be kept within narrower limits.

The gradual decomposition of cocaine when in the form of a liquid solution can be considerably checked by the addition of certain harmless substances. Before any regulation is issued whereby cocaine would only be allowed to be sold in the form of a solution, further experiments should be carried out to see how far the decomposition can be prevented.

In conclusion, it should be realised that the use of cocaine, even in the restricted limits referred to above, cannot be finally abolished until such time as a substitute preparation is obtained having not only the strong anæsthetic action of cocaine, but *also* its valuable vaso-constrictor action.

June 27th, 1923.



LEAGUE OF NATIONS.

Geneva,
September 26th, 1923.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY.

(Rapporteur: M^{lle} BONNEVIE, Delegate of Norway.)

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has now been at work for two years. Last year it laid before the Assembly a report of the preparatory work already performed, and of its plans for further progress. This year we have before us again two reports showing how these plans are working, and proving also the necessity of proposing further steps to be taken by the Council as well as by the Governments in order to bring about the full co-operation between all nations without which, as expressed by the Advisory Committee (Document C. 37. M. 91. 1923): "its efforts must be nullified and the Convention must break down".

The two sessions held by the Advisory Committee this year have been of particular importance, in view of the fact that the Government of the United States of America had, on the invitation of the Council, sent a special Delegation to co-operate with the Committee. The following proposals have, by this delegation, been submitted to the Advisory Committee:

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

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

These proposals were, after a very full examination, accepted by the Committee and recommended to the League of Nations as embodying the general principles on which the International Convention of 1912 is based and by which the Governments should be guided in dealing with the abuse of dangerous drugs.

In accepting these proposals, the representatives of the Governments of France, Germany, Great Britain, Japan, the Netherlands, Portugal and Siam, made the following reservation:

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

The representative of the Government of India also accepted the American proposals, with the following reservation:

"The use of raw opium, according to the established practice in India, and its production for such use, are not illegitimate under the Convention".

India concurs also in the reservation made by the other countries mentioned above.

In this connection may also be mentioned the declaration made by Lord Hardinge, Delegate of India, at the twelfth meeting of the Fifth Committee with regard to the control of the sale and consumption of opium in India:

"In consequence of observations that have reached me in connection with my remarks the other day on the subject of opium, I would like to make the following statement:

"My words on that occasion were: 'Opium is now, and has for three years been, a matter dealt with by the Provincial Governments and in all Provinces, except Assam, it is administered by Indian Ministers'".

"I would like to amplify that statement by saying that the administration of the control of opium in all but one province is in the hands of an Indian Minister and the power to deal with the question rests with bodies which contain an effective majority of members elected by the people. If, therefore, popular demand exists for a modification of the policy hitherto followed, and if a Provincial Council wishes to restrict still further the sale of opium for eating in India or to prohibit the sale of opium except for medical and scientific purposes, it is, in all provinces but one, open to the Indian Minister to initiate legislation in that sense. In Assam, the one province referred to, I understand that the Government has concerted, in consultation with Indian Members of the Legislature, a scheme for further progressive restrictions.

"I would further add that, in the event of any such legislation being initiated in any province, it would undoubtedly receive support from the Government of India."

The co-operation with the United States was continued also in the Fifth Committee, where the same Delegation, as consultative members of the Committee, have taken an interested part in our discussions. This co-operation will, I am sure, be welcomed by all Governments as being of great importance for the success of our fight against the abuse of narcotic drugs.

The Fifth Committee, after having examined the two reports laid before it by the Advisory Committee, considering all the valuable facts therein contained and all the interesting resolutions forming together a practical programme of further action, proposes to the Assembly to express its deep appreciation of the work performed by the Advisory Committee and to adopt its report and resolutions, requesting the Council to take the necessary steps to put these resolutions into effect. (Resolution 1.)

The Fifth Committee has, however, also found it necessary to emphasise some points of great importance for the whole work and in a series of resolutions to propose a special action to be taken:

(a) With regard to the ratification of the Opium Convention of 1912, progress—even if slow—can be reported among the States Members of the League.

A further step forward of great importance is the fact that, by the Treaty of Lausanne, Turkey has now undertaken to adhere to the Convention. In view of the great importance of Turkey as an opium-producing country, the Committee has considered it desirable to recommend that Turkey should be invited by the Council, as soon as she has actually ratified the Convention and put it into force, to send a representative to the Advisory Committee. (Resolution 2.)

(b) The Fifth Committee has learnt from the reports of the Advisory Committee that it is still waiting for the ratification of the Convention¹ by Switzerland which had been expected in consequence of the declaration made last year by M. Ador on behalf of the Swiss Government and mentioned in the report of this Committee to the Assembly. The same is the case also with Persia, although the Persian Delegation has repeatedly recommended to the Government to withdraw its reservation.

The urgent importance to the whole work of such ratification was emphasised in the Fifth Committee by several Delegates, while on the other hand the Delegates of Switzerland and of Persia have both explained, in declarations annexed to the Minutes of the Committee, the reasons which until now have made it difficult for their Governments to ratify the Convention of 1912. In Switzerland the question of ratification of the Opium Convention has raised problems partly juridical and partly economic. The juridical problem concerning the power of the Federal Government in relation to the sovereignty of the cantons has, however, already been solved, while the economic side of the question is still under discussion. In Persia the greatest difficulty consists in finding some lucrative cultivation for the peasants which might replace the cultivation of the poppy. Persia would welcome the calling of an economic conference to study such practical difficulties. Both Delegates have again confirmed the interest and endeavours of their Governments in overcoming such difficulties, and the declaration of M. Ador finishes with an assurance that "the Federal Council is still faithful to the principle expressed in the declaration of last year" and that "its active co-operation in the great task undertaken by the League of Nations in the field of dangerous drugs" will, it is hoped, soon be established.

The importance of ratifications by countries so deeply interested in the production of and trade in opium and other drugs as those just mentioned is clearly evident, the endeavours of the Advisory Committee to bring about a control of production and limit of abuse being more or less hopeless so long as a full co-operation between interested Powers has not been attained. The adherence even of countries which can be counted neither among producers nor among manufacturers of opium, etc., is also of great importance, such countries easily becoming centres of illicit traffic².

The Fifth Committee therefore recommends that the Council should, once more, make an appeal to the Governments concerned. (Resolution 3.)

(c) With regard to the system of import certificates, unanimously approved by the Assembly in 1921 and again recommended in 1922, the information has been given that at present twenty States have adopted this system and put it into force, while thirteen other States have accepted the principle. The Advisory Committee regrets, however, that a number of States Members of the League, and Parties to the Opium Convention, have not yet signified their adoption of this system³.

A resolution was passed by the Assembly last year, asking the Advisory Committee to examine the question of the measures to be taken towards countries not adopting⁴ the import certificate system. The complicated and technical character of the issues involved in the resolution mentioned was examined by the Advisory Committee at its extraordinary meeting in January this year.

As, however, the adherence of the three important countries, Switzerland, Persia and Turkey, would make the solution of the whole question much easier, and as these countries had all given hopes of their ratification of the Convention at an early date, Switzerland having declared itself willing to adopt also the import certificate system, the Advisory Committee resolved to postpone a final decision in regard to the Assembly's resolution.

¹ The following countries Members of the League have not yet ratified the Opium Convention; *Albania, Argentine, Colombia, Costa Rica, Lithuania, Paraguay, Persia, Switzerland.*

² Amongst such States are; *France, Roumania, Kingdom of the Serbs, Croats and Slovenes.*

In view of the urgency of this matter, the Fifth Committee proposes to the Assembly a resolution in which the Advisory Committee is requested to proceed with its investigations of the question and to report specially to the next Assembly on the whole situation. (Resolution 4.)

(d) During the past year the Advisory Committee has further been engaged in this work of investigating the question of the world's needs of the manufactured drugs for medicinal and scientific uses with a view to the eventual limitation of the productions of those drugs. Much valuable material has been sent to the Committee in annual reports and otherwise; a series of documents now exists for the first time regarding the cultivation of opium in the world (Document O. C. 109), its production in China (Document O. C. 117), the quantities of narcotic drugs considered as necessary by the Governments (Document O. C. 115), the world's requirements of such drugs (Document O. C. 116).

The Committee is, however, still without the statistics of the production of the drugs in France and Holland, and a number of countries have failed to supply the Committee with estimates of the amount of the drugs required for the internal consumption of their countries, as recommended by the third resolution of the Assembly last year. The failure to supply this information creates a great difficulty for the Advisory Committee.

The Delegate of the Netherlands has reminded the Fifth Committee of the declaration, made at an earlier date also by the Netherlands delegate before the Advisory Committee, with regard to the reasons which make it impossible for the Government of that country to publish the statistics of manufacture of morphine and cocaine, so long as other countries parties to the Convention are not yet co-operating in the same manner.

The Delegate of France, on his side, declared that, as soon as possible, the statistics would be sent to the Advisory Committee by the French Government.

(e) A few words must be said as to the position in the Far East. It is satisfactory to note that the efforts made to stop the illicit traffic in the drugs in this part of the world has not been without result and that large seizures have been made by the authorities. The situation appears, however, to remain very grave. In China, the cultivation and sale of opium have increased and it would appear from the latest reports that they are now being carried on to an enormous extent. The smuggling of the manufactured drugs also continues, in spite of the measures taken by the Japanese and other Governments. It will be seen from the fifth report of the Advisory Committee that new and more stringent regulations have been brought into force in Japan and we may perhaps express a hope that the Japanese Government will be able, even in the terrible catastrophe which has fallen upon that country, to maintain the efforts which it has begun to stop this evil.

In accordance with a recommendation made last year by the Advisory Committee with the approval of the Council (July 21st, 1922), the authorities of Japan and China have now, as communicated to the Fifth Committee by the Japanese delegate, entered into negotiations with a view to establishing a mixed Commission of Control of the traffic in opium and other drugs.

(f) The Fifth Committee has learned from the reports of the Advisory Committee that it has found the time ripe for taking measures towards a more effective application of Chapter II of the Opium Convention concerning the "gradual suppression" of the use of prepared opium in territories where such use has not yet been prohibited, as well as to a reduction of the quantity of raw opium imported into these territories for the purpose of smoking.

Basing itself on a resolution passed by the Advisory Committee, the Fifth Committee proposes that a Conference should be called for this purpose (Resolution 5).

This resolution was passed in the Fifth Committee by a majority, a division of opinion having been expressed with regard to the question of the composition of the Conference, as well as to the words "for the purpose of smoking".

The American Delegation, while agreeing with the resolution as carried, made, with regard to the meaning of these words, the following reservation, with which the French delegate associated himself:

"The representative of the United States of America desires to place on record that the term 'opium for smoking' appearing in Resolution 2, does not occur in Chapter II of the Hague Convention of 1912, which refers only to prepared opium, and that the use of the said term 'opium for smoking' is not to be construed as an interpretation of the Convention."

(g) With great satisfaction, we read in the report that the Advisory Committee, in reviewing the work carried out during the past two years, has found that the information now available makes it possible to take steps towards a limitation of the production of the drugs. It has proposed that the Governments concerned in such production should enter into immediate negotiations to consider whether an agreement could be reached on this point.

The Fifth Committee recommends a resolution to be passed to the effect that a conference should be called also for this purpose, suggesting at the same time, 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 adhesion to the principles that may be embodied in any Agreement arrived at. (Resolution 6.)

With regard to this suggestion, the Delegate of the Netherlands declared that, although in full sympathy with the object of the proposed conference, the reasons for its extension did not appear

in any way conclusive. It was to be feared, for instance, that the countries where at present the drug was not manufactured would stand aside when the new agreement was ratified on the plea that no such manufacture existed in their territory.

It was by the Fifth Committee considered as urgent that both Conferences should be held as soon as possible, the more limited Conference concerning the Far East to be held first, while the other should follow, if possible, immediately after the former.

In accordance with the above considerations, the Fifth Committee recommends the Assembly to pass the following resolutions:

Resolution 1. — The Assembly expresses its deep appreciation of the very valuable work done by the Advisory Committee on Traffic in Opium and other Dangerous Drugs, adopts its report and resolutions, taking note of the reservations contained therein, and asks the Council to take the necessary steps to put these resolutions into effect.

Resolution 2. — The Assembly, in view of Turkey having agreed, by the Treaty of Lausanne, to adopt and to enforce the International Opium Convention of 1912, and in view of its importance as an opium-producing country, expresses the wish that the Turkish Government — on its ratification of the Convention and signature of the final Protocol of 1914 — be invited to nominate a representative to serve on the Advisory Committee.

Resolution 3. — The Assembly asks the Council to repeat its request to the Governments of Albania, Argentine, Colombia, Costa Rica, Lithuania, Paraguay, Persia and Switzerland, that they should take all possible measures with a view to the prompt ratification and application of the Opium Convention.

Resolution 4. — The Assembly, taking note with regret of the fact that a number of countries have not yet adopted the import certificate system as recommended by the Assembly in 1921 and 1922, reiterates the opinion expressed by the Assembly in 1922, that this system is the most practical method yet suggested for controlling the import and export of the drugs in accordance with the provisions of the International Opium Convention and that its success depends on its adoption by all countries engaged in importing or exporting the drugs: and in view of the serious difficulties created by the non-adoption, up to the present, of the system by several important countries, requests that the Advisory Committee may be instructed to proceed with the consideration of the suggestion contained in the second resolution adopted by the Assembly in 1922, and to report specially to the next Assembly on the whole situation.

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 those Governments to send representatives with plenipotentiary powers, to a conference for the purpose and to report to the Council at the earliest possible date.

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 to the policy which the League, on the recommendation of the Advisory Committee, has adopted, to invite the Governments concerned to send representatives with plenipotentiary powers to a conference for this purpose, to be held, if possible, immediately after the conference mentioned in Resolution 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.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM & OTHER DANGEROUS DRUGS

Geneva, August 16th, 1924.

Note by the Secretary-General

The attached documents (A.32(a) and A.32(b)) form part of the Report of the Advisory Committee on Traffic in Opium to the Council.

They are, at the wish of the Advisory Committee, forwarded immediately to all Governments invited to the Second International Conference on Opium and Other Dangerous Drugs in order that they may have sufficient time to study their contents before the Conference meets in November.

LEAGUE OF NATIONS.

Geneva,

August 15th, 1924.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS
DRUGS.

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, " " " " " heroin
- (e) Cocaine, " " " " " cocaine.

2. Each Government undertakes to refuse to authorise the
importation into its territory of any of the substances mentioned
in Article 1 beyond the quantities specified in the estimates
furnished by it in pursuance of Article 1. The foregoing provision
shall not prevent the Government of a country in which the use of
opium for smoking purposes is still temporarily permitted under
Chapter 2 of the Hague Convention from authorising the importation
of raw opium in conformity with the provisions of Chapter 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 manufacture 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 2 bis) 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 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?).

(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 prescription 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 to 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 persons 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 ~~been~~ 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 $\frac{1}{2}$) A consignment of any of the substances covered by the Convention, as amended by this agreement, which is landed in any country and placed in 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.

LEAGUE OF NATIONS

A.32 (b) 1924 XI,
(O.C.222)

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER
DANGEROUS DRUGS

Note-Explanatory of the proposals contained
in Document A.32. a) 1924 XI. (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 exports 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 (para.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 stabilize the manufacture of, and trade in, the drugs.

The second part contains a number of provisions designed to strength^{en} 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 been 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 licences 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 those 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.

GENEVA,
August 16th. 1924.

LEAGUE OF NATIONS.

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS.**

MEASURES SUGGESTED BY THE ADVISORY COMMITTEE AS A BASIS FOR THE
DELIBERATIONS OF THE SECOND CONFERENCE, NOVEMBER 1924.

PART I.

1. That each country shall furnish an estimate of its annual import requirements for medical and scientific purposes, whether for domestic consumption, manufacture or commerce, of

- (a) Raw opium.
- (b) Coca leaves.
- (c) Morphine, its salts, and preparations containing morphine.
- (d) Heroin, its salts, and preparations containing heroin.
- (e) Cocaine, its salts, and preparations containing cocaine.

2. Each Government undertakes to refuse to authorise the importation into its territory of any of the substances mentioned in Article 1 beyond the quantities specified in the estimates furnished by it in pursuance of Article 1. The foregoing provision shall not prevent the Government of a country, in which the use of opium for smoking purposes is still temporarily permitted under Chapter 2 of the Hague Convention, from authorising the importation of raw opium, in conformity with the provisions of Chapter 2 of the Convention, until such time as the use of opium for smoking purposes shall have been definitely prohibited.

3. A permanent Central Board, composed of experts, shall be constituted by the Council of the League on the advice of the Opium Advisory Committee.

4. The Governments agree to send to the Central Board:

- (a) Their estimates of their annual import requirements in pursuance of Article 1.
- (b) Within three months after the end of each quarter, statistics of their imports from each country and of their exports or re-exports to each country during that quarter and, within three months after the end of each half-year, statistics of their manufactures during that half-year and, if possible, the stocks in the hands of the wholesale dealers at the end of the half-year, of each of the substances mentioned in Article 1.
- (c) Within three months after the end of each year, the total quantity of each of the substances mentioned in Article 1, consumed as such in the country during the year.

The Central Board will communicate periodically to all Governments the position as regards the exports and re-exports to each country.

Should it appear that the imports of any of the substances mentioned in Article 1 already received in any country during the current year have exceeded the amounts specified in the estimate furnished by that country, the Central Board shall call the attention of the Governments specially to the fact. Each Government undertakes not to export any further consignment of the substance in question to the said country during the same year, unless a revised estimate of its requirements shall have been furnished by the country.

5. If any country furnishes no estimate of its requirements in pursuance of Article 1 or furnishes an estimate which appears to the Central Board to be greatly in excess of the reasonable requirements of the country and to be likely to be used in part for the illicit traffic, the Board shall fix the amounts of the reasonable requirements of that country after taking into account its population, climatic and hygienic conditions and all other factors which appear to the Board to be relevant, as well as any other special circumstances which the said country will be at liberty to submit to the Board. The Board shall notify the amount so fixed to all Governments. Each Government agrees not to allow the export to that country of amounts which, taken in conjunction with the exports from other countries, will exceed the amounts fixed by the Board.

6. If any Government of any country which has commercial relations, in the matter of the substances mentioned in Article 1, with a country for which an amount has been fixed by the Board in pursuance of Article 5 or Article 7, paragraph XIII, considers that it is undesirable to limit exports to the latter country to the amount so fixed, it shall have the right to demand that a special conference of all the countries which have such relations with the said country shall be summoned to consider whether such limitation or any other measure should be put into force.

PART II.

7. The provisions of the Hague Convention of 1912 shall be amended as follows:

(I) Article 2 shall be extended to apply to coca leaves.

(II) The following article (numbered *2bis*) shall be added to the Convention:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of raw opium or coca leaves. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(III) Article 3 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of raw opium or coca leaves. The Contracting Power, before issuing such licence, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence. The licence may allow the exportation of the amounts for which the licence is given in one or more consignments within a period to be specified in the licence. Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the importing country. The Government of the importing country, when the importation has been effected, shall return the export licence with an endorsement to that effect to the Government of the exporting country.

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

(IV) Article 5 shall be omitted.

(V) The definition of cocaine in Chapter III shall be modified as follows: “By cocaine is understood the principal alkaloid of the leaves of *erythroxylon coca* having the formula $C_{17}H_{21}NO_4$, whether extracted from the leaves of *erythroxylon coca* or produced by chemical synthesis.” (Ecgonine also to be included?)

(VI) In Article 10 the words “The Contracting Powers shall control” shall be substituted for “The Contracting Powers shall use their best endeavours to control or to cause to be controlled”, and the words “The Contracting Parties shall adopt” shall be substituted for “The Contracting Powers shall use their best endeavours to adopt or cause to be adopted.”

The words “or shall make to the competent authorities an official declaration that they are so engaged” shall be omitted.

The words “This rule shall not necessarily apply to medical prescriptions and to sales by duly authorised chemists” shall be omitted.

(VII) Article 12 shall be replaced by the following article:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of any of the substances of which Chapter III applies. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(VIII) Article 13 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of any of the substances to which Chapter III applies. The Contracting Power, before issuing such licences, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence.

“The licence may allow the exportation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.

“Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the country of importation.

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

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

(IX) For the purpose of ensuring the full application and enforcement of the provisions of the Hague Convention, as amended by this agreement, in free ports and free zones, the Governments undertake to apply in free ports and free zones situated within their territories

the same laws and regulations, and to exercise the same supervision and control in respect of the substances covered by the Convention, as amended by this agreement, as in other parts of their territories.

(X) In the case of a consignment of any of the substances covered by the Convention as amended by this agreement exported from one country to another country, which passes through the territory of a third country without being removed from the ship or conveyance in which it is being conveyed except for the purpose of being transferred to another conveyance under the supervision of the authorities of the country of transit, a declaration shall be made to the authorities of the country of transit of the contents of the consignment and the country for which it is destined. If no declaration is made or a false declaration is made, the consignment shall be liable to confiscation by the authorities of the country of transit and the person making such false declaration shall be guilty of an offence.

(XI) No transshipment of a consignment of any of the substances covered by the Convention as amended by this agreement shall be allowed unless the consignment is accompanied by an official copy of the export licence, issued by the authorities of the country of export, or by an official copy of the import certificate, issued by the authorities of the importing country. It shall be made illegal for anyone in the country of transshipment to divert, or attempt to divert, the consignment to any destination other than that named in the official copy of the export licence or import certificate above mentioned, without an export licence from the authorities of the country of transshipment.

(XII) A consignment of any of the substances covered by the Convention, as amended by this agreement, which is landed in any country and placed on a bonded warehouse, shall not be allowed by the Government of that country to be withdrawn from the bonded warehouse to be sent out to another country unless an import certificate, issued by the Government of the country of destination and certifying that the importation is approved, is produced to the authorities of the former country. A special certificate shall be issued by the Government in respect of each consignment so withdrawn and shall take the place of the export licence for the purpose of the preceding provisions of this agreement.

(XIII) In the case of a country which is not a party to this agreement, the Governments undertake not to allow the export to such a country of any of the substances covered by the Convention as amended by this agreement except such amounts as may be fixed by the Central Board as being reasonably required for the medical and scientific needs of the country.

PART III.

The Conference makes the following recommendations:

1. That each Government should forbid any person within its jurisdiction from procuring or assisting the commission, in any place outside its jurisdiction, of any offence against the laws in force in such place for controlling or regulating the manufacture, sale, use, export or import of any of the substances covered by the Convention as amended by this agreement, and that any person knowingly violating such prohibition shall be liable to punishment.

2. That each Government should forbid the conveyance in any ship sailing under its flag of any consignment of the substances covered by the Convention as amended by this agreement:

(1) Unless an export licence has been issued in respect of such consignment in accordance with the provisions of the Convention so amended and the consignment is accompanied by an official copy of such licence;

(2) To any destination other than the destination mentioned in the licence.

GENEVA,
August 16th, 1924.

LEAGUE OF NATIONS.

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS.**

**Report to the Council on the Work of the Sixth Session.
August 4th to 14th, 1924.**

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has the honour to submit to the Council of the League of Nations the following report on the proceedings of its sixth session, which was held at Geneva from August 4th to 14th, 1924.

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

COMPOSITION OF THE COMMITTEE.

All the members and assessors were present, but in some instances the Governments concerned had nominated new representatives. For the first time, also, the Government of the Kingdom of the Serbs, Croats and Slovenes was represented.

The following is a list of the members present:

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

Assessors:

M. BRENIER
Sir John JORDAN
Mrs. Hamilton WRIGHT

Secretary:

Dame Rachel CROWDY.

PUBLICITY OF MEETINGS.

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

PROGRESS REPORT BY THE SECRETARY.

The report was discussed *seriatim*.

Heroin.

Some of the Governments seemed to have misunderstood the meaning of the resolution which had been adopted by the Committee last year. The question involved was the possibility

of dispensing with the use of heroin in medical practice. The Committee had wished to know whether the medical authorities in the various countries considered it possible and desirable to dispense with heroin in medicines or to restrict its use.

It was decided that the Secretariat should refer the matter back to the Governments concerned and ask them for information on this point.

Signature and Ratification of the Convention and Adoption of the Import Certificate System.

It was noted that, since the last session of the Advisory Committee, six countries have ratified the Convention, and three have signed the Protocol respecting the putting into force of the Convention. Ten countries have accepted and put into force the Import Certificate System.

REPORT OF THE PREPARATORY COMMITTEE.

It was decided that the report of the Preparatory Committee should be discussed in public. In view of the fact that the Preparatory Committee had not been able to present one general plan for the consideration of the second Conference, it was decided, on the proposal of Mrs. Hamilton WRIGHT, that a Sub-Committee, consisting of the members of the Preparatory Committee who were also members of the Advisory Committee and Dr. Anselmino and Mr. Campbell, should try once more to prepare a draft programme for that Conference.

The result of the work of the Sub-Committee, in its final form, will be found as an annex to the present report, together with an explanatory memorandum (Annexes 1 and 2).

The Committee finally adopted the following resolution:

“The Advisory Committee decides to transmit to the Council and to the Governments summoned to the Second International Conference, as a supplement to the report of the Preparatory Committee, the series of measures attached hereto (Annexes 1 and 2), which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement.”

On M. BOURGOIS' proposal, *it was decided* that the representatives of

Bolivia,	Russia,
Greece,	Switzerland,
Persia,	Turkey
Peru,	

should be invited to Geneva to attend the meetings of the Advisory Committee during the discussion of the measures proposed by the Sub-Committee. Only the representatives of Greece and Bolivia were able to attend the meeting. The representative of Greece agreed with the measures in question, but the representative of Bolivia was not able to express any opinion for the moment.

ISSUE OF IMPORT CERTIFICATES BY TELEGRAPHIC INSTRUCTIONS.

On the proposal of the CHAIRMAN, *the Committee decided* that, under the import certificate system, it would be legitimate for these certificates to be issued, on telegraphic instructions from his Government, by a diplomatic or consular officer of the importing country, stationed in the exporting country. This decision meets several objections which have been raised against the system in many quarters.

CONTROL OF THE DRUG TRADE CARRIED ON BY NATIONALS OF THE POWERS POSSESSING EXTRA-TERRITORIAL RIGHTS IN CHINA.

On the proposal of Sir Malcolm DELEVINGNE, the Committee adopted the following resolution:

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

SITUATION IN CHINA.

In 1922 the Advisory Committee suggested that, having regard to the situation in China as outlined in the report of the Committee on the work of its second session, the Chinese Government should be asked:

- (1) To make more thorough enquiries as regards the cultivation of the poppy in China, so as to be able to supply the League with a more reliable report than had been forthcoming that year;
- (2) To include in the Commissions of Investigation representatives of organisations such as Chambers of Commerce and educational associations;
- (3) To associate with the Commissions of Investigation a representative of the International Anti-Opium Association in Peking and to authorise this representative to transmit, through the medium of the Chinese Government, a report to the League in addition to the general report of the Commissions of Investigation.

The Council approved this suggestion, which had already received the consent of the Chinese Government.

The Committee regrets to state that, after a lapse of two years, it is only in possession of the reports of some of the High Commissioners for the investigation into the poppy cultivation in certain Chinese provinces (Annex 3) and that these reports are not satisfactory, even in the opinion of the Chinese Government itself.

The Committee has no information as to whether the Chinese Commissioners were accompanied by representatives of independent organisations as above mentioned, but it is inclined to think that such was not the case. In the course of the Committee's discussions, Sir John Jordan pointed out the discrepancies between the Chinese official reports and the report of the International Anti-Opium Association, Peking (Annex 4). These observations are corroborated by official information received from British consular agents in China in the possession of the British Government. The Chinese representative accepted these criticisms.

It would appear from the report of the International Anti-Opium Association that the production of opium in China amounts to not less than 15,000 tons yearly, which, according to the estimate of the member for India on the Committee, would represent about nine-tenths of the total annual world production. This enormous production hampers in a high degree the control of the opium traffic throughout the Far East.

In view of these facts, the Advisory Committee, considering that all measures at its disposal to deal with the situation had been exhausted, agreed to refer the question to the Council. On the proposal of Sir John JORDAN, amended by Sir Malcolm 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 (Annex 5) without expressing any opinion upon them.

The Advisory Committee decided that it would not renew the appointment of its two delegates to the Mixed Sub-Committee.

SIMPLIFICATION OF STATISTICS.

On the proposal of the CHAIRMAN, *it was decided* to make the statistics as simple as possible, uniform and comparable. In order to obtain these results, the Secretariat was instructed to do the preliminary work, which, before any further action was taken, would have to be submitted to the Advisory Committee.

PROPOSAL OF DR. ANSELMINO WITH REGARD TO THE PRO RATA BASIS OF MANUFACTURE.

On the proposal of Sir Malcolm 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.

Annex 1.

A. 32 (a) 1924. XI.
O. C. 216 (5).

GENEVA, August 15th, 1924.

MEASURES SUGGESTED BY THE ADVISORY COMMITTEE AS A BASIS FOR THE
DELIBERATIONS OF THE SECOND CONFERENCE, NOVEMBER 1924.

PART I.

1. That each country shall furnish an estimate of its annual import requirements for medical and scientific purposes, whether for domestic consumption, manufacture or commerce, of

- (a) Raw opium.
- (b) Coca leaves.
- (c) Morphine, its salts, and preparations containing morphine.
- (d) Heroin, its salts, and preparations containing heroin.
- (e) Cocaine, its salts, and preparations containing cocaine.

2. Each Government undertakes to refuse to authorise the importation into its territory of any of the substances mentioned in Article 1 beyond the quantities specified in the estimates furnished by it in pursuance of Article 1. The foregoing provision shall not prevent the Government of a country, in which the use of opium for smoking purposes is still temporarily permitted under Chapter 2 of the Hague Convention, from authorising the importation of raw opium, in conformity with the provisions of Chapter 2 of the Convention, until such time as the use of opium for smoking purposes shall have been definitely prohibited.

3. A permanent Central Board, composed of experts, shall be constituted by the Council of the League on the advice of the Opium Advisory Committee.

4. The Governments agree to send to the Central Board:

- (a) Their estimates of their annual import requirements in pursuance of Article 1.
- (b) Within three months after the end of each quarter, statistics of their imports from each country and of their exports or re-exports to each country during that quarter and, within three months after the end of each half-year, statistics of their manufactures during that half-year and, if possible, the stocks in the hands of the wholesale dealers at the end of the half-year, of each of the substances mentioned in Article 1.
- (c) Within three months after the end of each year, the total quantity of each of the substances mentioned in Article 1, consumed as such in the country during the year.

The Central Board will communicate periodically to all Governments the position as regards the exports and re-exports to each country.

Should it appear that the imports of any of the substances mentioned in Article 1 already received in any country during the current year have exceeded the amounts specified in the estimate furnished by that country, the Central Board shall call the attention of the Governments specially to the fact. Each Government undertakes not to export any further consignment of the substance in question to the said country during the same year, unless a revised estimate of its requirements shall have been furnished by the country.

5. If any country furnishes no estimate of its requirements in pursuance of Article 1 or furnishes an estimate which appears to the Central Board to be greatly in excess of the reasonable requirements of the country and to be likely to be used in part for the illicit traffic, the Board shall fix the amounts of the reasonable requirements of that country after taking into account its population, climatic and hygienic conditions and all other factors which appear to the Board to be relevant, as well as any other special circumstances which the said country will be at liberty to submit to the Board. The Board shall notify the amount so fixed to all Governments. Each Government agrees not to allow the export to that country of amounts which, taken in conjunction with the exports from other countries, will exceed the amounts fixed by the Board.

6. If any Government of any country which has commercial relations, in the matter of the substances mentioned in Article 1, with a country for which an amount has been fixed by the Board in pursuance of Article 5 or Article 7, paragraph XIII, considers that it is undesirable to limit exports to the latter country to the amount so fixed, it shall have the right to demand that a special conference of all the countries which have such relations with the said country shall be summoned to consider whether such limitation or any other measure should be put into force.

PART II.

7. The provisions of the Hague Convention of 1912 shall be amended as follows:

(I) Article 2 shall be extended to apply to coca leaves.

(II) The following article (numbered *2bis*) shall be added to the Convention:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of raw opium or coca leaves. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(III) Article 3 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of raw opium or coca leaves. The Contracting Power, before issuing such licence, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence. The licence may allow the exportation of the amounts for which the licence is given in one or more consignments within a period to be specified in the licence. Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the importing country. The Government of the importing country, when the importation has been effected, shall return the export licence with an endorsement to that effect to the Government of the exporting country.

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

(IV) Article 5 shall be omitted.

(V) The definition of cocaine in Chapter III shall be modified as follows: “By cocaine is understood the principal alkaloid of the leaves of *erythroxylon coca* having the formula $C_{17}H_{21}NO_4$, whether extracted from the leaves of *erythroxylon coca* or produced by chemical synthesis.” (Ecgonine also to be included?)

(VI) In Article 10 the words “The Contracting Powers shall control” shall be substituted for “The Contracting Powers shall use their best endeavours to control or to cause to be controlled”, and the words “The Contracting Parties shall adopt” shall be substituted for “The Contracting Powers shall use their best endeavours to adopt or cause to be adopted.”

The words “or shall make to the competent authorities an official declaration that they are so engaged” shall be omitted.

The words “This rule shall not necessarily apply to medical prescriptions and to sales by duly authorised chemists” shall be omitted.

(VII) Article 12 shall be replaced by the following article:

“Each Contracting Power shall require that a separate import licence must be obtained for each importation of any of the substances of which Chapter III applies. The licence may allow the importation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.”

(VIII) Article 13 shall be replaced by the following article:

“Each Contracting Power shall require that a separate export licence must be obtained for each exportation of any of the substances to which Chapter III applies. The Contracting Power, before issuing such licences, shall require an import certificate, issued by the Government of the importing country and certifying that the importation is approved, to be produced by the person applying for the licence.

“The licence may allow the exportation of the amount for which the licence is given in one or more consignments within a period to be specified in the licence.

“Unless a copy of the export licence accompanies the consignment, the Government issuing the export licence shall send a copy to the Government of the country of importation.

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

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

(IX) For the purpose of ensuring the full application and enforcement of the provisions of the Hague Convention, as amended by this agreement, in free ports and free zones, the Governments undertake to apply in free ports and free zones situated within their territories

the same laws and regulations, and to exercise the same supervision and control in respect of the substances covered by the Convention, as amended by this agreement, as in other parts of their territories.

(X) In the case of a consignment of any of the substances covered by the Convention as amended by this agreement exported from one country to another country, which passes through the territory of a third country without being removed from the ship or conveyance in which it is being conveyed except for the purpose of being transferred to another conveyance under the supervision of the authorities of the country of transit, a declaration shall be made to the authorities of the country of transit of the contents of the consignment and the country for which it is destined. If no declaration is made or a false declaration is made, the consignment shall be liable to confiscation by the authorities of the country of transit and the person making such false declaration shall be guilty of an offence.

(XI) No transshipment of a consignment of any of the substances covered by the Convention as amended by this agreement shall be allowed unless the consignment is accompanied by an official copy of the export licence, issued by the authorities of the country of export, or by an official copy of the import certificate, issued by the authorities of the importing country. It shall be made illegal for anyone in the country of transshipment to divert, or attempt to divert, the consignment to any destination other than that named in the official copy of the export licence or import certificate above mentioned, without an export licence from the authorities of the country of transshipment.

(XII) A consignment of any of the substances covered by the Convention, as amended by this agreement, which is landed in any country and placed on a bonded warehouse, shall not be allowed by the Government of that country to be withdrawn from the bonded warehouse to be sent out to another country unless an import certificate, issued by the Government of the country of destination and certifying that the importation is approved, is produced to the authorities of the former country. A special certificate shall be issued by the Government in respect of each consignment so withdrawn and shall take the place of the export licence for the purpose of the preceding provisions of this agreement.

(XIII) In the case of a country which is not a party to this agreement, the Governments undertake not to allow the export to such a country of any of the substances covered by the Convention as amended by this agreement except such amounts as may be fixed by the Central Board as being reasonably required for the medical and scientific needs of the country.

PART III.

The Conference makes the following recommendations:

1. That each Government should forbid any person within its jurisdiction from procuring or assisting the commission, in any place outside its jurisdiction, of any offence against the laws in force in such place for controlling or regulating the manufacture, sale, use, export or import of any of the substances covered by the Convention as amended by this agreement, and that any person knowingly violating such prohibition shall be liable to punishment.

2. That each Government should forbid the conveyance in any ship sailing under its flag of any consignment of the substances covered by the Convention as amended by this agreement:

(1) Unless an export licence has been issued in respect of such consignment in accordance with the provisions of the Convention so amended and the consignment is accompanied by an official copy of such licence;

(2) To any destination other than the destination mentioned in the licence.

Annex 2.

A. 32 (b) 1924. XI.
O. C. 222.

NOTE-EXPLANATORY OF THE PROPOSALS CONTAINED IN DOCUMENT O.C.216 (5).

The measures suggested as a basis for discussion consist of two parts. The first part consisting of Articles 1 to 6 contains a scheme the object of which is to limit the export and imports of the drugs and of the raw materials from which they are manufactured to the amounts required for medical and scientific purposes. It has not been thought necessary at the present stage to work out the scheme in full detail, but the essential features are set out in Articles 1 to 6, and Article 7, paragraph XIII. Each country which becomes a party to the agreement will prepare at, or shortly before, the commencement of each calendar year an estimate of the amounts of each of the raw materials or of the manufactured drugs which it will require to import during the year:

- (a) For consumption in the country for medical and scientific purposes;
- (b) For the manufacture of the drugs or of other medical preparations;
- (c) For the export trade.

Each country will undertake that it will not import more of the raw materials or of the manufactured drugs than it specifies in its estimates.

The estimates will be sent to a Central Board established in the manner proposed in the scheme.

The Governments will also send periodically to the Central Board statistics of their imports and exports, their manufactures, and their consumption of the raw materials and of the drugs.

These statistics will enable the Central Board to follow the course of the international traffic, so that whenever it appears that the exports to or imports into any country have exceeded the amounts of the estimates furnished by that country, it will be in a position to notify the Government of that country, and the Governments of other countries, of that fact.

It is intended that the scheme should be worked in as elastic a manner as possible. In the first place, it is not expected that in the early years it will be possible to give exact estimates. At first, the estimates will in many cases necessarily be approximate only, and some margin will have to be allowed for errors in estimation. As experience is gained, the estimates will become more and more precise. In the second place, the estimates furnished by a Government at the commencement of a year will not necessarily be the final estimates for the year. If the estimates should be found by the Government in the course of the year to be insufficient, it will be open to the Government to furnish revised estimates to the Central Board. Or, again, the production of the raw materials will vary from year to year according to the state of the crops. In a year of abundant crops, when prices are low, the manufacturing countries will desire to take advantage of the state of the market and lay in supplies for the future. It will, again, be open to the Governments of such countries to revise their estimates of the supplies of the raw material required during the current year, a corresponding reduction being made in the estimates of the following year.

The experience of the Advisory Committee shows that it has to be anticipated that some countries will not become parties to the agreement, at any rate, not at first, or that they will neglect or declare themselves unable to frame any estimates of their requirements. It may be also that in some cases supplies will be demanded which are greatly in excess of the legitimate requirements of the country and which might serve to supply the illicit trade in the drugs.

It is therefore provided (Articles 5 and 7, paragraph XIII) that in such cases the Central Board shall have the power to fix the amounts which are reasonably required for the medical and scientific needs of the country, after taking into account all proper considerations, such as population, climate, etc., and any special circumstances which the country in question may desire to submit to the Board. The amounts so fixed will be notified to all Governments by the Central Board and the Governments will undertake to limit their exports to that country so that the amounts fixed by the Board shall not be exceeded. As explained above, Governments will be informed by the Central Board when the amounts fixed have been reached.

It has been suggested that political considerations may sometimes make it undesirable for a particular Government or Governments to limit its exports to a country in a case of this kind. To meet this difficulty, it is provided in the scheme that such a Government or Governments may ask for a special conference of the countries trading in the drugs with the country in question to consider whether the limitation should be enforced or some other measures taken.

It will be noticed that Article 1 provides only for estimates of *imports* being furnished. Some countries, however, provide themselves with their requirements of the drugs from their own manufactures, and the estimates furnished in pursuance of Article 1 will, therefore, not give the total requirements of the amounts needed for medical and scientific purposes. It is desirable, however, that the total requirements should be known. If the total requirements of all countries are known, it will be possible to compare the estimates of one country with those of another and so to reach some kind of standard for countries having similar conditions. The total amount of the drugs required to be manufactured to meet the world's medical and scientific needs, and the total amount of raw materials required to be produced, will also be known, and this knowledge should help to stabilise the manufacture of and trade in the drugs.

The second part contains a number of provisions designed to strengthen and give greater precision to the provisions of the Hague Convention, and, in particular, those which relate to the

control over the exports and imports of the substances to which the Convention applies. Experience during the three years which have elapsed since the Convention came into force has shown that there are loopholes in the existing provisions by which persons engaged in illicit traffic can evade the control over the national and international trade in the materials and drugs which was the object of the Convention, and that a stricter control must be established if that object is to be secured effectively.

It is accordingly proposed: (1) that a separate licence from the Government shall be required for each consignment imported or exported; (2) that an export licence shall only be issued by the Government of the exporting country on the production of a certificate from the Government of the importing country that the importation of the consignment is approved (to avoid unnecessary interference with trade, this certificate can be given on telegraphic instructions from his Government by a diplomatic or consular officer of the importing country stationed in the exporting country); (3) that a copy of the export licence shall either accompany the consignment or be sent by the Government of the exporting country to the Government of the importing country, and that when the importation has been effected this copy shall be returned, with an endorsement to the effect that the importation has been effected, to the Government of the exporting country.

The first two of these proposals are already being enforced by many Governments. The third is intended as a preventive against diversion of the consignment *en route* for illicit purposes.

Provisions are also proposed to ensure that materials or drugs which are brought into free ports or free zones do not escape control, and that transshipment facilities are not utilised for the purpose of diverting consignments, without authority, to a destination other than that for which the export licence has been issued. Special arrangements are suggested for safeguarding the "entrepôt" trade as carried on by means of bonded warehouses.

Other proposals are that the coca leaf, which is the raw material of cocaine, shall be brought within the Convention, and that the definition of cocaine shall be extended to cover artificial cocaine produced by chemical synthesis.

Finally, the Advisory Committee has appended two recommendations for the consideration of Governments.

The first of these is based on a provision in the British law which has been found extremely useful in dealing with illicit traffickers, who, while residing in one country, organise or arrange for illicit transactions in another country.

The second is intended to meet a very serious difficulty which is caused at present by the lack of any control over the exports from certain producing countries. Large consignments of raw opium without any restriction are being exported to the Far East under false declarations of destination for the purposes of the illicit traffic, and are being smuggled into China and elsewhere. It is accordingly proposed that Governments should exercise a control over the conveyance of opium or the other materials or drugs in ships sailing under their flag.

Annex 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.

Annex 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 Hung-chang and Yungshui districts. Popular feeling is decidedly against opium. Provincial constitution

adopted a short time ago forbids the use of opium, nevertheless every form of Chinese and foreign drotest is ignored. Absolute freedom of import, sale and export is permitted so long as the opium bears the tax-stamp of the military authorities. A military monopoly recently established by General Chao Heng-ti, appears under the name of "Revenue Regulations", and stamps have been distributed to all districts for opium taxing purposes.

Hungchiang. Hungchiang is the distributing centre for almost the whole of Hunan. Whole fleets, each of several hundreds of Miao boats, are bringing the drug down from Kweichow. These transports are under strong military escorts. From the duty levied on the opium here, the General pays his soldiers. I have been travelling much of late in the district, but have not seen much opium cultivated. Only here right next door to the barracks are some fields with poppy. The price of the opium is about one dollar an ounce. This place with about 60,000 inhabitants has more than 200 opium dens, so that you can see that opium smoking is not confined to the well-to-do classes. The Pao-shang Chu takes 100 cash a lamp for one day. It seems to me that more opium smoking is going on than at any previous time. Nothing is being done to prevent men from acquiring the habit.

Yungshui. We are in the thick of the opium here. Our property has it growing on three sides adjoining. All through Yungshui hsien wherever the Chinese are living, they are growing opium. All through Paoting, Lungshan and Chiencheng it is being grown in larger quantities than ever known before. Now, dry opium is being sold from \$9 a ching (between twenty-one and twenty-two ounces) upward, depending on the quality. Amongst the better classes it is used in most homes as a welcome to guests. So far as the officials are concerned everything possible is being done to help people acquire the habit. You can smell opium in front of almost every house as you go through the street. The people will tell you the terrible effects of the drug while they continue to puff away at the opium pipe. We are on the overland route from Kweichow to Hankow. All winter and spring frequent "trains" of opium went through here, always well guarded by heavily armed soldiers. Three times, I remember there were respectively 150, 240 and 204 carriers. There is a very ready sale for all of it.

Kuangtung.

Very little poppy is cultivated in this province. The reasons are twofold, first, the people have never given serious attention to the cultivation. Consequently, the quality of Kuangtung opium is poor. Secondly, the surrounding provinces of Fukien, Kueichow and Yunnan produce such enormous quantities that it is easier to buy than cultivate. There is one notable exception, namely, Swatow (North Kuangtung) and its district, which with the neighbouring districts around Amoy produce a high quality opium grown from India opium seeds. A missionary, writing from Swatow (Dec. 1923), says: "During my thirty odd years in China, I have not seen the cultivation of poppy so extensive as during the present season. Not only are the farmers encouraged to grow poppy by the free supply of seeds, but are threatened with penalties if they refuse. The reason assigned is the need of money to carry on their war.

"Western Kuangtung: There is no poppy planted in this district, though I have rumours of it further south. Large quantities are carried over land from Kueichow and Yunnan. Opium smoking has increased in the past two years, and opium is about half the price of a year ago. Public smoking dens are licensed by the military who also do an extensive business in selling raw opium.

"Central Kuangtung: No poppy cultivation whatever. Hainan Island farmers are growing to some extent. Opium is smuggled in from the mainland in considerable quantities and soldiers in market towns compel the local merchants to buy it.

"South Kuangtung: Pakhoi: No poppy in this vicinity, but some near Kuangsi border. Extensive traffic of Kuangsi opium through this port. Local officials have established a special bureau for the management of local and exports sales. Opium smoking is unrestricted.

"In January 1924, a Government opium monopoly was established by the Canton Government, aiming at control and ultimate prohibition. The Monopoly Board is composed of half military and half civil high officials. All opium in the province will be bought up by the monopoly, or seized if not declared. All smokers must be registered, and their amount of opium gradually reduced. All smoking dens are prohibited. All purchases of opium must be through the monopoly agents at a fixed price. No poppy may be cultivated throughout the province, and no anti-opium remedies sold except such as have the approval of the monopoly, for which a certificate will be given. Severe penalties are attached to breaches of the 22 articles promulgated by the Government Monopoly Bureau."

Kwangsi.

Kwangsi has four opium societies formed to solve the problem of taxation. Between ten and twenty men in each. They are at Nanning, Poseh, Wuchow and K'ingyuen. The controllers of the trade are: (i) Lu Wing-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 $\frac{1}{3}$ 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 catties. It was not being 'smuggled', but carried with the knowledge of the officials and under a military guard.

"If conditions in other parts of China are the same as in this province, the special commission appointed to investigate into the sale and use of opium in China might save their time for something else. There is no more need to investigate as to whether or not opium is used and sold, any more than to investigate whether or not Chinese eat rice. The opium traffic is not being carried on 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 T'ungling of the Gendarmes, and others as assistant directors. Branches are

formed in all the Fu districts, and a commissioner appointed for each country. Taxes are imposed upon planting, selling and smoking. \$30,000 is the average estimated tax, fixed for each branch, and the total for the province is over \$5,000,000 per annum, of which \$3,000,000 will go to the military authorities and \$2,000,000 to the civil authorities, gentry, politicians and merchants. Each opium den, of which there are 800 in the Hsun Chow, pays a daily tax of \$1 for every five lamps. This is probably the most efficient organised monopoly in China. Its regulations cover ten pages; its officers are all named; its organisation reaches to the corners of the province, and is replete with every contrivance for centralising and effectively securing revenue. As a result of recent deputations sent to the President and the Prime Minister by Kiangsi societies in Peking, the Press has given wide publicity to this monopoly. Similar deputations have frequently called on the International Anti-Opium Association, and at their request we brought the matter to the notice of the Chinese Foreign Office. We were favoured by the Foreign Office with a copy of the Civil Governor's reply to their telegraphic enquiry, in which he states that "he is doing his utmost to put down opium, and that the newspaper reports are untrue." The facts are all against him.

Kiangsu.

Kiangsu does not grow opium. The use of opium is, however, general and restriction non-existent. A correspondent from a small city in the province says: "Although there are over 80 shops in this city where opium is sold, yet the conditions are better than twenty years ago. Public sentiment against opium is stronger now than then." This province, however, contains cities, such as Shanghai, Soochow, and Nanking, and its status depends on conditions in these large centres.

Nanking is a centre of extensive morphia-pill traffic, whilst Shanghai is the premier city in China for wholesale smuggling and traffic in opium and narcotics. It is estimated that the maritime Customs, native Customs, and police authorities seize about \$10,000,000 worth of narcotics and opium yearly. Four furnaces are built at Pootung for the destruction of these drugs. The value of a recent burning in January 1924 amounted to a million dollars, and at the furnaces could be seen Persian, Indian, Siberian, Fukien, Yunnan and Szechuan opium, as well as anti-opium pills, opium mixtures, opium in balls, slabs, packages and boxes; also morphia, heroin and cocaine. In the morphia heaps were the pound boxes and 50 gramme bottles from Switzerland and Germany; bottles, tins and bags from Japan; and, most prominent of all, one hundred five-pounds tins of morphia from Wink & Co., London. This latter had probably been shipped to Europe before June 1923, at which time this company had its licence to manufacture cancelled by the British Home Office.

Smuggling is rampant, whether in magnificent liners, dirty tramp steamers or Chinese junks. With huge profits on every shipment landed, smugglers have formed combines with millions of dollars available for financing ventures and buying brains to outwit the authorities.

The undesirables of every nation are attracted to Shanghai to participate in opium-dealing, and every conceivable crime arises out of it.

Hupeh.

There are no reports of any extensive opium cultivation in this province, the reason being that imported opium is so cheap and abundant. The opium traffic on the river from Szechuan, and by road, rail and river from Yunnan and Kueichow, has increased tenfold. Opium monopolies under combined military and civil administrations have been formed at Ichang, Shasi and Hankow and, provided the taxes are paid, opium sale is free and open. Two of these organisations bear the name of "The Army Joint Office for General Control of Investigation" and "The Transport Company for the Succour of Ichang."

Ichang: The "Customs" find it impossible to cope with the traffic, which being under the "Army Joint Office" is also decidedly dangerous. A few items of seizures during 1923 will give a faint idea of the traffic if multiplied twenty-fold.

1. 40 premises raided and 150 to 200 lbs. of opium confiscated by the military, not for destruction but sale.
2. The lighter Wu Sheng No. 1 from Itu had 150 coolie loads of opium, the general commanding the troops accompanying the stuff with an escort. Total weight between 6 and 7 tons. It was being transported to Wuchang to pay for military stores.
3. A few steamer seizures made in June 1923:

S.S. <i>Wanshien</i>	1,021 lbs
S.S. <i>Hsin Hsiling</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 Tschun of Kueichow province. An officer and military escort were at the station to receive it.

On October 14th, 1923, fifty boxes of opium were seized, labelled "useless bullets from the 4th Headquarters Yunnan Troops."

On October 17th, 1923, according to Press reports, 200 boxes containing 900,000 ounces of opium entered Hankow under military escort from Yunnan.

On February 27th, 1924, 150 chests of opium containing 1,000 ounces each were seized on S.S. *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 Mahommedan General Ma, is entirely free, and here the people have peace and plenty.

A correspondent from the North-East writes: "Prices of foodstuffs have advanced fifty per cent. during the past few months. Chungwei valley is almost one great opium field this year (1923). As far as the eye can reach, looking in all directions as one travels through the valley, one sees only the white blossoms of the poppy fields just now. The opium harvest has already begun. The crop is so extensive that men enough to harvest it are not available. Every other sort of employment is being abandoned because of the big wages offered in the opium fields. In ordinary years the fields now in opium have borne large crops of rice, wheat, millet, beans and potatoes. This year there will be very little of these necessary food crops."

A correspondent writing from Lanchow, January 1924, says: "We are greatly amused at the report of the Government Opium Investigating Commissioner, in which he states that *Kansu and Shensi had done well in their prohibition of poppy-planting this year*. The Government recommended that the Commissioner be thanked for his hard work. To tell the truth, the Commissioner was not allowed to enter the province until after the opium harvest had been reaped. Wheat is three times the normal price, and the cost of all foods and commodities is doubled. The poor are in great distress and the prospects bad, unless more wheat is grown this year."

The tales of oppression one hears are terrible. Soldiers demanded the land taxes twice and in some cases three times, and in scores of cases farmers had to pay more in taxes than the opium realised. The worst danger is in the evident desire of all in authority to repeat extensive cultivation this year (1924). Open orders not to plant and secret orders to send funds to the war lords neutralise all efforts for prohibition. The price of opium is down to 50 cents an ounce."

Anhuei.

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 Anhwei. 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.

Shensi.

There is no evidence of improvement in this province, which for years has been noted as one of the most delinquent provinces in China. Foreign evidence is absolutely contradictory to that supplied by the recent Government Investigating Commissioner who declared "not a poppy root could be found in the province." The explanation of this latter statement is that it was made after the opium harvest had been reaped. A correspondent writing in 1923: "Through 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 *via* 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, Chang Chun and Mukden.

The Vladivostok Opium Monopoly of 1922 has been closed, and the present Russian Government have prohibited the cultivation of poppy in Russian territory, but opium and narcotics find an easy entrance through that port. The amount of opium used in the three provinces of Manchuria is not all grown locally; much is smuggled in.

A recent petition to the Chinese Government from Kirin (March 1924) divided the areas of opium growing in Manchuria into two kinds; namely, those along the Russian borders under the protection of the military and those of private cultivation. The petition gave a long list of named districts cultivated in 1923.

It is almost impossible to accept the Chinese Press reports concerning the extensive use of opium and narcotics in these three Eastern provinces, they are so appalling. Yet when a province like Manchuria flourishing commercially has no restriction whatever placed upon its vices, the tendency is to excess. A very reliable Chinese report commences at Harbin in the North and names every town of any size right through the three provinces, and in each town opium dens and morphia shops are tabulated by hundreds. Harbin is credited with 2,000. It simply means that throughout Manchuria there is no attempt at any kind of control either by military or civil authorities, but an absolutely free trade. Opium and narcotics are commodities which are supplied upon demand as easily as food, and the supply seems as unlimited. Through Manchurian towns and ports comes the amazing quantity of morphia, heroin and cocaine, which is later smuggled into Northern China.

Chihli.

There is no opium grown in the metropolitan province, and from outward appearance the big cities do not openly parade their opium traffic. In Peking, Tientsin and Paotingfu opium can be bought quite easily, and its use is extensive, but considerably less than in the old days.

Opium is cheap, therefore its use is not confined to the wealthy classes. The modern student class is exceptionally free from opium smoking, while the official classes who indulge are not so numerous as formerly, nevertheless the Chinese Press openly names and accuses as opium addicts many officials of the higher offices. The ease with which opium is obtained has restored its old usages in all kinds of ailments. The extent of the traffic cannot be rightly estimated, because it is not open, but judging by the seizures made by railway and city police it cannot be small.

The opium used is mostly Chinese, which finds its way into this province from every opium-growing province of China.

The traffic in narcotics and cocaine must be extensive, judging from the amounts seized in Tientsin and Peking. During 1923, 808 ounces of narcotics were seized in Tientsin, as well as over 25,000 ampoules of morphia for hypodermic use. The Japanese authorities in Tientsin burnt in 1923 \$300,000 worth of narcotics which had been seized by them during the two preceding years.

The narcotic destruction at Peking in January 1924 amounted to over 14,000 ounces of morphia and morphia composition for making pills.

The Peking Press recently gave full details of the seizure by the police of 180 pounds of morphia at a large drug store in Peking. Undesirables of many nationalities conduct an extensive traffic in heroin and cocaine amongst the habitués of third-rate foreign and semi-foreign hotels. "Coke" and "dope" are on sale in all the brothels of Peking which cater for foreign patronage.

The narcotics come almost exclusively from Harbin and Mukden, and the deduction is that they enter through Vladivostok and Dairen. Tientsin participates in a smaller degree.

Jehol.

This northern frontier district has long been a source from which opium comes to Peking. Jehol opium in Peking is the cheapest variety. The valleys of this mountainous district are very fertile, and owing to its remoteness and brigands nothing has interfered with cultivation. The harvest for 1923 was exceedingly good and, owing to the large number of troops in the locality, the military authorities assisted quite materially in the buying up, or seizing of opium, and having it sent to Peking under military escort. The Chinese Press gave the names of the military and civil officials engaged in this combine and asserted that at least 100,000 ounces of opium were prepared for transport. The detective police of Peking seized 7,000 ounces on one occasion, when members of the bodyguard of a Jehol general were endeavouring to enter by the Western Gate.

In April 1924 the International Anti-Opium Association made reports to the Chinese Government of more extensive planting than in 1923. In the words of a correspondent: "the people are mad to grow opium," hoping to make up for a diminished harvest in 1923, as the result of drought. Land under poppy cultivation has been carefully measured and registered for taxation by a combined board of civil and military officials. No notices of prohibition had been issued to the farmers and that despite the presidential mandate and the proximity of Jehol to Peking.

Suiyuan.

Not much poppy is cultivated in this district, but an extensive importation of opium takes place from the neighbouring provinces of Shensi and Kansu, and the equivalent of a monopoly has been established by the Tutung. The headquarters office is called the "San Chin" (The Three Suppressions) Office, *i.e.*, suppression of cultivation, smuggling and smoking. This office taxes opium at thirty cents an ounce. All opium not stamped by the office is confiscated and the owner fined. The office imports opium and distributes it for sale. It is estimated that \$500,000 in taxes were realised by the Suppression Office in 1923. A correspondent writes: "The opium traffic is controlled by the Tutung. Opium selling is an open business, and the increase in opium smoking amongst all classes is phenomenal. Opium taxes and smoking-den taxes are all used for military purposes."

The International Anti-Opium Association has copies of the opium tax stamps used in Suiyuan, which are as follows:

- 1 oz. opium stamp, tax value 30 cents, stamp colour purple,
- 10 oz. opium stamp, tax value \$3, stamp colour green,
- 30 oz. opium stamp, tax value \$9, stamp colour blue.

Sinkiang.

A correspondent writes: "With the coming of 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.

Annex 5.

MIXED SUB-COMMITTEE OF THE HEALTH COMMITTEE AND OF THE ADVISORY
COMMITTEE ON TRAFFIC IN OPIUM.

RESOLUTIONS.

I. For the purpose of determining the legitimate needs of the various countries as regards narcotic drugs, the Mixed Sub-Committee, after having examined the figures forwarded by the Secretariat, gives it as its opinion that the correspondence existing between these data was sufficiently close to allow of a preliminary approximate figure representing medicinal and scientific needs being fixed forthwith in regard to opium and all its derivatives, including the quantities of opium converted into codein and other products. This figure of 600 milligrammes (about 10 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.

LEAGUE OF NATIONS

Geneva, September 15th, 1924.

TRAFFIC IN OPIUM

REPORT OF THE FIFTH COMMITTEE TO THE ASSEMBLY.

Rapporteur : Mlle. BONNEVIE (Norway).

The Advisory Committee on Traffic in Opium and other Dangerous Drugs has submitted to the Council of the League of Nations its report (Document A. 32. 1924) on the work of its sixth session, which was held at Geneva in August this year. This report, approved by the Council (see Document A. 45) at its meeting on August 29th, was laid before the Fifth Committee.

The Report of the Advisory Committee proves that the past year has been of special importance to the opium question. As a result of resolutions passed by the Fourth Assembly on September 27th, 1923, the Council, on December 13th, 1923, decided that two international Conferences should be held in November of this year. The first Conference, which will deal especially with the Far Eastern territories, will open on the first Monday in November, while the second and more general Conference, to which all Members of the League and Parties to the Convention of 1912 have been invited, will meet two weeks later.

The Council also appointed a Preparatory Committee to work out a draft programme for the Second Conference.

The Preparatory Committee had presented a report without, however, having been able to agree upon one general plan. The question of a draft programme for the Second Conference was therefore again examined by the Advisory Committee with the very satisfactory result that the Committee succeeded in reaching an agreement, deciding to transmit to the Council and to the Governments concerned, as a supplement to the report of the Preparatory Committee, "a series of measures which, in the opinion of the Advisory Committee, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement". These "measures" are specified in Annex 1 of Document A. 32, while Annex 2 contains an explanatory note on the document.

The Fifth Committee did not feel competent to examine these measures; they will all be thoroughly treated by the experts of the Conference. It could only congratulate the Advisory Committee on having reached such an agreement, adopt its report and join in the hope expressed in the conclusion of its report that the result of the work of the Advisory Committee will lead to the solution of the great and difficult problems which the International Conferences will be called upon to consider (Resolutions 1 and 2).

Our Committee also agreed to the resolution of the Advisory Committee to postpone until next year, when the Second International Conference has finished its work, the further consideration of the second resolution adopted by the Assembly of 1922, with regard to an extension of the import certificate system.

The report of the Advisory Committee deals with many other matters of great interest and touches upon some serious difficulties lying in the way of its work.

The report in several points bears witness to the *general progress* of the application of the Opium Convention; the Advisory Committee has had, for instance, during its last session, for the first time the benefit of the active assistance of a representative of the *Kingdom of the Serbs, Croats and Slovenes*.

During the last year six countries have *ratified* the Convention, while three have signed the Protocol respecting the putting it into force.

In *Switzerland*, in full agreement with the intention expressed by the Swiss delegation before the Assembly last year, a law agreeing to ratification of the Convention was passed in the spring of 1924 by the National Council and by the Council of States. A Federal Law on drugs for the purpose of enforcing the Convention in Switzerland has been discussed in both Councils and the final vote will be passed very soon. The deposit of the instruments of ratification may therefore be expected to follow shortly.

The Fifth Committee has congratulated the Swiss delegation on the step which has now been taken and the Advisory Committee on thereby securing the co-operation of one of the most important manufacturing countries. On the initiative of the British delegate, a resolution was passed, expressing the hope that the Council of the League would invite the Federal Council to nominate a representative to sit on the Advisory Committee as soon as the Opium Convention has been ratified and put into actual effect (Resolution 3).

During the last year, the *Import Certificate System* has been accepted and put into force by ten more countries. In order to facilitate the application of this system, the Advisory Committee has decided that it would be legitimate for these certificates to be issued, on

telegraphic instructions from his Government, by a diplomatic or consular officer of the importing country stationed in the exporting country. This decision meets several objections which have been raised against the certificate system.

It has also been decided by the Advisory Committee to make the *statistics* as simple and uniform as possible, and the Secretariat has been instructed to do the preliminary work of obtaining this result.

Under the heading of general progress should be mentioned also the communication made to the Fifth Committee by the Persian delegate that measures have recently been taken by the Persian Government to control and gradually reduce the cultivation of opium in that country, and that his Government was prepared to ratify the Hague Convention subject to certain conditions, which would be stated before the forthcoming International Conference.

The Advisory Committee, referring to a proposal of the Union of South Africa, has adopted a resolution recommending that an investigation should be instituted with regard to the production, use, etc. of *Indian Hemp* (*Cannabis indica* or *Cannabis sativa*), and as to whether it should be treated as one of the habit-forming drugs, and that this question should be considered at the annual session of the Advisory Committee to be held in 1925.

The campaign against opium cultivation and against the abuse of narcotic drugs in the *Far East* meets, especially in *China*, with very serious difficulties.

In order to suppress the clandestine traffic, the Advisory Committee recommends that "Powers having extra-territorial rights in *China* should, if they have not already done so, make regulations, the breach of which shall be punishable by adequate penalties, to control the carrying out by their nationals in *China* of any trade in the drugs to which Chapter III of the Convention applies", and also "that copies of such regulations be communicated to the Secretariat of the League".

The general situation in *China* was considered by the Advisory Committee as being very grave, the cultivation of opium having in many provinces increased to an enormous extent. The enquiry undertaken by the Chinese Government on the recommendation of the Advisory Committee in 1922 has given no satisfactory results, and the production of opium in *China* is now hampering in a high degree the control of the opium traffic throughout the *Far East*.

The Advisory Committee, considering that all measures at its disposal to deal with the situation have been exhausted, agreed to refer this question to the Council. It decided to recommend that special steps should be taken by the appropriate department of the Secretariat of the League to secure a full publication, especially in the *Far Eastern Press*, of the discussion which had taken place in the Committee on this matter, with a view to bringing the influence of world public opinion to bear upon the Chinese authorities in the provinces and to stimulating public opinion in *China* itself.

The Fifth Committee has read with great concern the documents laid before it in Annexes 3 and 4 of the report of the Advisory Committee, and on the initiative of the South African delegate, passed a resolution emphasising its sense of the gravity of the situation (Resolution 4).

The Polish delegate drew attention to the importance of suppressing not only the production of, but also the demand for, narcotic drugs. Where there was a demand there would always be a supply, and therefore the illicit traffic ought to be met by a suitable propaganda to instruct the population in the terrible consequences of the abuse.

A similar method had been proposed in 1922 for his country by the Persian delegate, and the Fifth Committee has unanimously passed a resolution asking the Advisory Committee to consider the desirability of, and the measures required for, a general propaganda against the abuse of narcotic drugs (Resolution 5).

A proposal by the delegate of Uruguay offering the assistance of Latin-American nations to the work of the Advisory Committee was, by a majority of 23 votes to 3, passed by the Fifth Committee.

The Fifth Committee invites the Assembly to adopt the following resolutions :

Resolutions.

" 1. The Assembly expresses its deep appreciation of the very valuable work done by the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and adopts its report together with the resolutions embodied therein.

" 2. The Assembly expresses its satisfaction that the Advisory Committee has been able to work out a series of measures which, although they have not each of them received the approval of all of its members, were considered by the Committee to furnish a satisfactory basis for the work of the Second International Conference, and to prepare the way for a final agreement, and expresses the hope that the result of the work of the International Conferences will lead to a solution of the great and difficult problems which each Conference, according to the resolutions of the Fourth Assembly, will be called upon to consider.

" 3. The Assembly, taking note of the measures adopted by the Federal Council and legislative powers for ratifying and giving effect to the provisions of the Hague Convention, and bearing in mind the importance of Switzerland as a manufacturer of the drugs to which Chapter III of the Convention applies, expresses the hope that, as soon as the necessary steps have been taken to put into actual

effect in Switzerland the provisions of the Convention, the Council will invite the Federal Council to nominate a representative to take part in the work of the Advisory Committee.

“ 4. The Assembly regrets to note that the more thorough investigations which the Chinese Government undertook in 1922 to carry out with regard to the cultivation of the poppy in China have not, even in the opinion of the Chinese Government itself, yielded adequate and satisfactory reports ; and views with the utmost concern the continued production of opium which is now going on in China. The Assembly records its sense of the unsatisfactory character of the official investigations which have been made and of the official reports which have been furnished to the League, and approves of the recommendation of the Advisory Committee that the aid of public opinion should be enlisted through the medium of the Far Eastern Press in an endeavour to solve this grave problem.

“ 5. The Assembly requests the Council to be good enough to ask the Advisory Committee on Traffic in Opium whether it considers it desirable and expedient that the work undertaken by the League of Nations in connection with the Traffic in Opium, under Article 23 of the Covenant, should be completed by the preparation of a scheme of propaganda to acquaint the masses with the terrible consequences resulting from the use of dangerous drugs, and thereby to restrict the consumption of such drugs. Should the Advisory Committee be of opinion that it is desirable and expedient to prepare such a scheme, the Assembly of the League of Nations requests the Council to submit the scheme to it at its next session, and to indicate what measures are required in order to carry it into effect.

“ 6. The Assembly, in the interest of the work of the Advisory Committee on the Traffic in Opium and in order to make this work more effective, expresses a wish that the Council may take the necessary steps to ensure that a member belonging to one of the Latin-American countries be appointed to this Committee.”

GENEVA, August 29th, 1925. ✓

LEAGUE OF NATIONS.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS.

REPORT TO THE COUNCIL

ON THE

WORK OF THE SEVENTH SESSION,

Geneva, August 24th to 31st, 1925.

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 seventh session. The questions of policy which have engaged much of the time of the Committee at its previous sessions, particularly the question of the strengthening of the provisions of the Hague Convention of 1912, have now been disposed of for the time being by the two International Conferences which were held at Geneva from November 1924 to February 1925, and the work of the Committee at its present session has been mainly concerned with questions of an administrative character, more particularly the measures for the prevention of the illicit traffic in opium and dangerous drugs.

All the members of the Committee and the assessors were present, except the representatives of China and Bolivia. The representative of China had received instructions from his Government not to attend the meeting, and the representative of Bolivia was detained by illness in his family.

The Committee had the pleasure of welcoming for the first time the attendance of a representative of Switzerland and also of Mr. Pinkney Tuck, the Consul of the United States of America at Geneva, who was appointed by his Government to attend in an unofficial capacity. The following is a full list of those present:

Sir Malcolm DELEVINGNE, K.C.B. (<i>Chairman</i>)	Great Britain
Dr. ANSELMINO (<i>Vice-Chairman</i>)	Germany
M. BOURGOIS	France
Sir John CAMPBELL, C.S.I., O.B.E.	India
Dr. TSURUMI	Japan
M. VAN WETTUM	Netherlands
M. FERREIRA	Portugal
M. PETROVITCH	Kingdom of the Serbs, Croats and Slovenes
Luang SRI VISARVAJA	Siam
Dr. CARRIÈRE	Switzerland

Mr. Pinkney TUCK	United States of America
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Assessors:

M. Henri BRENIER
Sir John JORDAN, G.C.I.E., K.C.B., K.C.M.G.
Mrs. HAMILTON WRIGHT

After the election of the Chairman and Vice-Chairman and the adoption of the agenda, the meetings of the Committee were held in public with the exception of two private sessions, at which the Committee considered the measures for dealing with the illicit traffic and the question referred to it by the Council as to the qualifications required in future for the assessors to be appointed on the Committee.

ANNUAL REPORTS FURNISHED BY THE GOVERNMENTS.

The consideration of the annual reports received from the Governments is one of the most important parts of the work of the Committee, and the Committee devoted some time to it. It regrets that reports had not been received from a number of Governments for either 1923 or 1924.

and it would ask the Council to urge upon all Governments the great importance of sending their reports to the League, for the consideration of its Advisory Committee, at the earliest possible date. A list of the countries Members of the League or parties to the Convention, showing what reports have been furnished by them, is appended to this report.

At a previous session, the Committee recommended that in the case of the European and nearer countries the report should be despatched not later than July 1st of the year following the year to which the report relates, and in the case of far-distant countries not later than October 1st. It was agreed by all the representatives of the Governments present that there should be no difficulty in sending in the reports by these dates.

A summary of the reports, which has been prepared by the Secretariat, is appended to the Minutes of the proceedings. The Committee has considered the form in which this summary should be prepared in future and has made certain suggestions to the Secretariat for its improvement.

A useful discussion took place on various points arising on the reports. Further information was promised by the representatives concerned in regard to the export of the drugs to certain countries, and in regard to the manufacture of the drugs in quantities which appeared to be excessive.

The representative of India informed the Committee that the Indian Government had decided to stop any exports of opium to Persia and to Macao.

PROPAGANDA.

The Committee has considered this question, which was referred to it by the Council in consequence of the resolution adopted by the Assembly of the League at its session last year. That resolution was as follows:

“The Assembly requests the Council to be good enough to ask the Advisory Committee on Traffic in Opium and other Dangerous Drugs whether it considers it desirable and expedient that the work undertaken by the League of Nations in connection with the traffic in opium, under Article 23 of the Covenant, should be completed by the preparation of a scheme of propaganda to acquaint the masses with the terrible consequences resulting from the use of dangerous drugs, and thereby to restrict the consumption of such drugs. Should the Advisory Committee be of opinion that it is desirable and expedient to prepare such a scheme, the Assembly of the League of Nations requests the Council to submit the scheme to it at its next session, and to indicate what measures are required in order to carry it into effect.”

The Committee had before it a report on the subject by the Health Committee of the League. The Health Committee expressed the opinion that propaganda directed against the use of dangerous drugs, such as cocaine and morphine, would be likely to arouse curiosity and to do more harm than good and advised that such propaganda should be addressed only to medical practitioners and students. The Advisory Committee were informed that this view was shared by the medical authorities of various Governments and the Committee decided unanimously to adopt it. It therefore recommends that the League should not undertake the preparation of any scheme of general propaganda.

CHINA.

In view of the fact that the situation in China was fully discussed at the First International Opium Conference last November, unfortunately without reaching any definite result, and in view also of the present situation in China, the Committee has not further considered the subject. It desires, however, to reaffirm the resolution adopted by it at its meeting last year, which was to the following effect:

“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.”

The Progress Report submitted by the Secretary of the Committee, which is published as an annex to the Minutes of the proceedings, shows the present situation in regard to this matter referred to in that resolution.

The Committee also suggests that each year a summary of all the available information in regard to the situation in China should be prepared by the Secretariat and submitted to the Committee for publication with the report and Minutes of its proceedings, being of opinion that an important part of its work would be incomplete and a misleading view of the opium situation would be given, if no information were supplied in regard to the country which is, in fact, at present the chief producer of raw opium.

EXPORTS OF OPIUM FROM THE PERSIAN GULF.

The export of opium from the Persian Gulf to the Far East is, next to the production of opium in China, the most important factor in the illicit traffic in opium which is being carried on in the Far East. The Committee had before it particulars (see memoranda appended to this report) which showed that during the period from May 9th, 1924, to May 25th, 1925, 6,456 cases containing approximately 460 tons of opium were known to have been exported from the port of Bushire. Of this amount, 4,489 cases, or approximately 346 tons, were declared at the port of export as destined for Vladivostock; 506 cases, or approximately 36 tons, for Dairen; 371 cases, or approximately 26 tons, for Keelung; and 350 cases, or approximately 25 tons, for Macao.

Apart from the quantities required for Formosa and the leased territory of Kwantung, it may be stated positively that nearly the whole of these exports were destined for the illicit traffic. Only a very trifling amount of the huge quantity declared as destined for Vladivostock is known to have reached that port. It should be mentioned that the latest information received by the British Government from its mission at Vladivostock is to the effect that the Soviet authorities appear to be doing their best to prevent the illicit traffic in narcotics there.

Persia has not yet ratified the Opium Convention of 1912 or adopted the Import Certificate System recommended by the League, and exports from the Persian Gulf are not controlled by any system of export licences or authorisations. The Committee considers that measures for the effective control of this traffic are of the first importance. Complete control can only be secured by the adoption and enforcement on the part of the Persian Government of the system of export licences and import certificates, and it recommends to the Council and to the Assembly that urgent representations should be addressed to the Persian Government, requesting them to come into line with the other Powers in this respect. It also desires to draw attention to certain subsidiary measures which it would recommend should be put into force as soon as possible by other Powers.

I. The Committee's attention has been called to regulations which have been made by the British Government for the control of the conveyance of opium on British ships from the Persian Gulf and which came into force on January 1st of this year. The regulations are in the following terms:

"1. The Master of any British ship sailing from the Persian Gulf with opium on board shall, before obtaining clearance, be required:

"(a) To make an affidavit stating the real destination of the opium;

"(b) In the case of exports to countries that have adopted the Importation Certificate System recommended by the League of Nations or entered into a similar agreement with His Majesty's Government, to produce a certificate of the Government of the country of destination authorising the import of the opium; and

"(c) To enter into a bond for the delivery of the opium at that destination."

It will be seen on reference to the memoranda referred to above, which are appended to this report, that ships of other nationalities are engaged in this traffic and also that there is a tendency to evade the restrictions which are imposed by the British Regulations, by transferring a vessel from the British to some other flag. The Committee suggests that the Council should ask all Governments whose flag is carried by ships trading to the Persian Gulf to consider the possibility of adopting the same regulations, or other regulations suited to the circumstances of the individual country, which would effectively control the carriage of opium on ships bearing their flag and prevent its diversion to the illicit traffic. A recommendation in general terms to this effect was made by the Second International Opium Conference and appears as Resolution 2 in the Final Act appended to the Convention.

II. The fact that the Persian Gulf is distant from the Far East and that consequently the traffic from the Persian Gulf to the Far East can only be carried on in large vessels makes it necessary in many cases for the distribution of the opium to the various illicit destinations for which it is intended to be effected by means of transshipment into smaller vessels at various ports *en route*. In the Convention concluded by the Second International Opium Conference last February, a provision is inserted (Article 15) for the control of transshipment of opium or drugs *en route*. The Committee would suggest that that provision should be put into force immediately by any Power at whose ports transshipment of opium from the Persian Gulf at present takes place, without waiting for the Convention to come into operation.

Reference has been made above to the transfer of vessels from the British flag to the flag of some other country which has not imposed similar restrictions. The Committee is not aware under what conditions such transfer is allowed by the countries in question, nor has it sufficient information to enable it to consider whether any useful suggestions could be made to meet the difficulty. It would suggest that the question might be referred by the Council to the Advisory and Technical Committee for Communications and Transit of the League of Nations.

ILLICIT TRAFFIC.

A large amount of information on the subject of the illicit traffic has accumulated during the year which has elapsed since the last meeting of the Committee. A number of important

seizures have been made in Europe, in the Far East and in America which have thrown a great deal of light on the extent of the illicit traffic, the people who are engaged in it and the methods by which it is carried on. Particulars of one or two of the most important of these seizures will be found in the memoranda appended to this report. The information which has been obtained has disclosed the names of a number of firms and persons engaged in this traffic, some of whom had previously come under the notice of the Committee, and others were brought to light for the first time. The information also throws a great deal of light on the manner in which the traffic is organised, the huge financial resources at the back of it and the world-wide connections of the persons engaged. The Committee considered it desirable to discuss in private session the measures which had been taken by the various Governments for the purpose of discovering traffickers and their operations and the sources from which their supplies are obtained, and the other measures which should be taken for dealing with the situation. The Committee has framed a resolution indicating in general terms the action which, in its opinion, should be taken by the Governments. This resolution is appended to the report. The Committee would emphasise in particular its view that any manufacturer or dealer possessing the licence or authorisation of his Government to manufacture, deal in or be in possession of the drugs, who is discovered to be knowingly supplying drugs or procuring them for the purpose of the illicit traffic, should be dealt with, whether criminal proceedings are taken against him or not, by the withdrawal of his licence or authorisation.

The Committee is aware that the provisions of the new Convention, if ratified and enforced by all the Powers, will provide a much more effective means for preventing the illicit traffic than exists at present, but it considers the existing situation to be so serious that it thinks that the League should urge upon all its members to adopt and put into force immediately — if they have not already done so — the administrative measures which are indicated in the Committee's resolution.

As the Committee has stated in its previous reports, the illicit traffic can never be entirely prevented so long as the drugs continue to be manufactured in quantities greatly in excess of the quantities required for the scientific and medical needs of the world. The limitation of the manufacture of the drugs to the amounts so required is essential, and the Committee hope that the provisions of the new Convention will eventually lead to that result. Some time must elapse, however, before the Convention produces its full effect and, in the meantime, and even afterwards, the most vigorous action on the part of the Governments for the control of the traffic in drugs, both national and international, will be necessary.

MISCELLANEOUS QUESTIONS.

At its meeting last year, the Committee decided that, in view of the fact that the question of the international control of the traffic was to be considered by the International Conferences to be held in the autumn, it would be better to postpone until the present year the further consideration of the second resolution adopted by the Assembly in 1922. That resolution reads as follows:

“The Assembly inclines to the view that the Governments which are Parties to the International Opium Convention should be asked to agree not to issue licences for the import of opium, or the other drugs to which the Convention applies, from any country which has not yet ratified and put into force the Convention, and adopted the system for the control of exports and imports approved by the Second Assembly in paragraph 1 (3) of the resolution adopted on September 30th, 1921, and previously approved by the Council on June 28th, 1921. The Assembly considers this question important and urgent, but, recognising the complicated and technical character of the issues involved, it is of opinion that the matter should be examined in detail by the Advisory Committee on Traffic in Opium before any definite action is taken. It therefore requests the Council to convene a meeting of the Advisory Committee, as soon as possible, to study the question, and should that Committee report in favour of the proposal, the Council is asked to act at the earliest possible date on the recommendations of the Advisory Committee in the form approved by the Council, and without further reference to the Assembly if the Council considers such reference unnecessary.”

The question of the action to be taken by the Powers towards a country which does not apply the provisions of the Hague Convention, or the new Convention in regard to the control of the international trade, was considered by the Second International Conference. The Conference did not recommend the adoption of the measures suggested in the resolution of the Assembly, but provided in Article 18 of the Convention that:

“If any Contracting Party finds it impossible to apply any provisions of this Chapter to trade with another country by reason of the fact that such country is not a party to the present Convention, such Contracting Party will only be bound to apply the provisions of this Chapter so far as the circumstances permit.”

and in Article 26 that:

“In the case of a country which is not a party to the present Convention, the Central Board may take the same measures as are specified in Article 24”, etc.

In view of this decision on the part of the Conference, the Committee did not consider that it would be desirable at this time to reopen the question raised by the resolution of the Assembly

and that its further consideration should be postponed indefinitely. When the provisions of the new Convention have been in operation for some time and it is seen whether any substantial difficulties arise or not in connection with countries which stand outside the Convention, the question can be brought up again for further consideration if it should be found necessary.

The Committee had under consideration a suggestion from the British Government as to the manner in which the obligation which will arise under Article 13 of the new Convention to transmit a copy of any export authorisation to the Government of the importing country, and the similar obligation in respect of diversion certificates under Article 15, can best be carried out. The British Government called attention to the importance of avoiding delay in the transmission of the documents in question and suggested that the most satisfactory method to ensure this would be by direct communication between the actual officers who issue and receive such documents in each country. This would be in accordance with the view expressed in the report of the Sub-Committee of the Second Conference on whose recommendations the proposals in Chapter V of the Convention were adopted, that

“A copy should be sent direct from the competent authorities in the one country to the competent authorities in the other and not through the diplomatic channels.”

This procedure, which was in line with the procedure recommended by the Advisory Committee for the communication of information in regard to the illicit traffic, is recommended by the Committee for general adoption when the Convention comes into force. It was pointed out, however, that in some cases the Government might find it more convenient to transmit the documents to its consular officer in the importing country and the Committee think that this might be agreed to when desired.

The attention of the Committee was drawn to a treaty which had been recently concluded between His Britannic Majesty, on behalf of the Dominion of Canada, and the United States of America, concerning the extradition of offenders against the laws relating to opium and dangerous drugs. The Committee was also informed that the question of extending the existing extradition treaty between Great Britain and the United States of America to those offences was also under consideration. The Committee, in view of the gravity of many of the offences committed in connection with the traffic in opium and drugs, adopted the resolution which is appended to this report.

APPOINTMENT OF ASSESSORS.

The Committee was asked by the Council to consider what special qualifications would be required in future for the appointment of assessors, in order to secure the most effective assistance possible for the Committee in carrying on its work.

The Committee desires to place on record its sense of the great value of the assistance which has been given to it during the past five years by the present assessors, more particularly in connection with the difficult questions which have arisen in connection with the situation in the Far East and also in connection with the commercial aspect of the many questions relating to the general control of the international traffic.

The Committee has carefully considered, as desired by the Council, the nature of the expert assistance which would be of the most value to it in the future for the efficient conduct of its work. It recognises that the situation has changed to some extent since the first appointment of the assessors in 1921. The Committee has been enlarged to include representatives of other States and a number of questions which came before it for consideration in the earlier years have now been definitely settled, more particularly by the new Agreement and Convention adopted by the International Opium Conferences in 1924-25. The creation of a Permanent Central Board provided for in Chapter VI of the Convention will also, when that Convention comes into operation affect to a considerable extent the duties of the Advisory Committee. How far the creation of the Central Board will affect these duties cannot at present be clearly foreseen and the suggestions, therefore, that the Committee has to make in regard to the appointment of assessors should be regarded as provisional only. The qualifications which the Committee, on a careful review of its work, considers as essential are, to state them very briefly, the following:

1. Knowledge of conditions generally in the Far East.
2. Knowledge of the commercial side of the questions which arise in connection with the control of the international traffic, Customs practice, trade statistics, etc.
3. Knowledge of what may be called the “police” side of the administration of the laws in regard to opium and dangerous drugs, more particularly in regard to the international control of the traffic, the measures adopted for tracking the operations of illicit traffickers, the sources from which the supplies are drawn and so on.

DATE OF THE ANNUAL MEETING OF THE COMMITTEE.

The Committee has referred above to the importance of that part of its work which consists in the examination at its annual meeting of the reports received from the various Governments. As its annual meetings have hitherto been mostly held in the spring or summer, it has only had before it for examination the reports relating to the year but one preceding the year in which the meeting was held and in some cases only the reports for a still earlier year. Consequently,

the information which it has had to consider has been to a large extent out of date. As it is impossible for the reports of the more distant countries to reach the Secretariat before the latter months of the year and some time is also required by the Secretariat for the circulation of the reports and the preparation of a summary of their contents, the Committee has considered whether it would not be desirable to alter the date of its annual meeting. It has decided that, starting from 1927, the annual meeting should be held some time during the month of January. This will reduce the interval between the end of the year to which the reports relate and their examination by the Committee to about twelve months. Even this interval is long, but it seems impossible to shorten it.

RESOLUTIONS.

- I. (i) The Committee desires to call the attention of the Council and the Assembly to the prevalence of the illicit traffic in the drugs at the present time, its organised character and the large financial resources behind it, as indicated by the documents laid before the Committee and appended to its report.
 - (ii) Its examination of these reports and of the action taken by various Governments as indicated in the reports leads the Committee to urge, in amplification of its previous recommendations on the subject,
 - (a) That in all cases in which illicit transactions are discovered or suspected the most energetic steps should be taken by the Government to follow up every clue which may lead to the discovery of the persons engaged in the traffic.
 - (b) That any information pointing to the complicity of any person or persons in another country should be *immediately* communicated to the Government of that country with a view to similar investigations being made. (The recommendations made by the Committee in 1922 and 1923 have, in many cases, not been acted upon by the Governments.) A report of the results of the investigations should be sent to the Government communicating the information (and to the Secretariat of the League in any case in which the communication is made through the Secretariat.)
 - (c) That the particulars so communicated should be as full as possible and should include in particular, if known, a description of the packages and the *marks* on the packages, the names and addresses of the consigner and consignee, the names and addresses of any agents through whom the goods have passed, the place from which the goods were despatched, the date on which they were despatched, the name of the ship (or description of the route) by which they were despatched, etc., etc. Specimens of the containers and labels should also be sent.
 - (iii) The Committee would also lay great stress on the importance of discovering the sources from which the supplies are obtained by the illicit traffickers and of dealing severely with firms of licensed manufacturers and dealers who are found to be knowingly supplying drugs for the illicit traffic. In the opinion of the Committee, the most effective method of dealing with such manufacturers and dealers is to deprive them of their licence or authorisation to manufacture, deal in or be in possession of the drugs, and it recommends that this course should be considered by the Government in each case.
 - (iv) The Committee would also draw attention to the fact that, in some of the most important cases mentioned in the documents before it, it has not been possible for the Governments to take any action for the punishment of the persons engaged, for the reason that no offence against the laws of the country had been committed, and it would point out that this fact strongly emphasises the importance of the provisions in Article 29 of the Convention adopted by the Second International Opium Conference in February 1925.
- II. The Committee desires to call the attention of the Council to the large illicit traffic in opium which is being carried on between the Persian Gulf and the Far East and it suggests:
 - (a) That the Persian Government should be urged to put into force *without delay* an effective system of control over exports of opium from Persian ports, more particularly by the adoption of the system of export authorisations and import certificates in respect of each consignment;
 - (b) That Powers whose flag is carried by ships engaged in trade with the Persian Gulf should be recommended to adopt measures to control the conveyance of opium from the Persian Gulf on such ships and to prevent its diversion into the illicit traffic;
 - (c) That Powers at whose ports vessels conveying opium from the Persian Gulf call should be recommended to put in force at once the measures contained in Chapter V of the Convention concluded by the Second International Opium Conference for the control of transshipment of consignments of opium and dangerous drugs.
- III. The Committee asks the Council to represent to the States Members of the League or Parties to the Convention the importance for the work of the Committee of the annual reports

relating to the traffic in opium and dangerous drugs being despatched in no case later than October 1st following the year to which the reports relate in the case of the Far Eastern States, or than July 1st in the case of other States.

- IV. The Committee is of the opinion that it is not desirable that any scheme of propaganda for the purpose of acquainting the general public with the consequences resulting from the abuse of dangerous drugs should be prepared or recommended by the League.
- V. The Committee, having had its attention called to the extradition treaty recently concluded between the United States and Canada in respect of offenders against the laws relating to opium and dangerous drugs and being impressed with the gravity of many of the offences against those laws, suggests to the Council that the attention of the Governments Members of the League or parties to the Convention might be called to the conclusion of this treaty, and that they might be asked to examine the question, with a view to the possible conclusion of similar treaties.
- VI. The Committee, having considered the method by which the provisions in Article 13 and 15 of the Convention adopted by the Second International Opium Conference (that a copy of any export authorisation or diversion certificate shall be sent to the Government of the importing country) can be best carried into effect, recommends that the copies should be sent direct by the authority which issues the certificate to the corresponding authority in the importing country, and that, on the Convention coming into operation, a list of the authorities in the different countries charged with the issue and reception of such certificates should be issued by the Council to all the signatory States.
Alternatively, a copy might be sent, if preferred, through the consular or diplomatic officer in the importing country.
- VII. The Committee, having had its attention called to a statement in certain official statistics circulated by the Secretariat that an import of "prepared opium" had been made from another country (an import which would be contrary to the provisions of the Hague Convention), considers that in such a case where there is *prima facie* reason for questioning the correctness of the statement, the Secretariat should, as a general rule, before circulating the document to other Governments, make enquiry, officially or unofficially, of the Government supplying it as to the correctness of the statement.

Annex 1.

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM GOVERNMENTS MEMBERS OF THE LEAGUE AND PARTIES TO THE OPIUM CONVENTION OF 1921.

× denotes that a Report has been sent.
— denotes that no Report has been sent.

	1921	1922	1923	1924
ABYSSINIA ¹				Letter despatched to the Secretariat on October 23rd, 1924. No manufacture, consumption or traffic. Small quantities imported for medicinal purposes.
ALBANIA				Letter despatched to Secretariat on March 10th, 1923. Cannot answer questions in Annual Report form. Dangerous drugs only used for medicinal purposes.
ARGENTINE	—	—	—	—
AUSTRALIA	×	—	×	—
AUSTRIA	—	×	×	—
BELGIUM	×	×	×	—
BOLIVIA ²	×	×	—	—
BRAZIL ³	—	×	—	—
BULGARIA ¹	—	—	×	—

¹ In these cases, statistics were sent in reply to a request made by the Opium Preparatory Committee for the information of the Conferences.

² Cocaine statistics only sent.

³ Imports only.

	1921	1922	1923	1924
CANADA	—	X	X	X
CHILE ²	X	X	X	—
* CHINA	—	X	—	—
COLOMBIA	—	—	—	—
COSTA RICA	—	—	—	—
CUBA ²	X ¹	X ¹	X	—
CZECHOSLOVAKIA	—	—	X	X
DANZIG	—	—	X	—
DENMARK	—	X	X	X
DOMINICAN REPUBLIC	—	—	—	—
	Letter despatched to the Secretariat on January 10th, 1924. No manufacture. Imports chiefly from France and U.S.A.			
ECUADOR	—	—	— ²	—
ESTHONIA	X	X	X ²	—
FINLAND	—	—	X	X
FRANCE	—	—	X	X
GERMANY	X	—	—	—
GREAT BRITAIN	X	X	X	X
GREECE ¹	X	X	X	—
GUATEMALA ²	X	X	—	—
HAITI ³	—	—	—	—
	Letter despatched to the Secretariat on January 8th, 1924. No year stated, but annual imports, exports and consumption given.			
HONDURAS	—	—	—	—
HUNGARY ¹	X	X	X	X
ICELAND	—	—	—	—
*INDIA	X	X	X	—
IRISH FREE STATE	—	—	—	—
ITALY	—	X	—	—
*JAPAN	X	X	X	—
LATVIA	—	—	—	—
LIBERIA	—	—	—	—
	Letters despatched May 8th, 1923 and February 20th, 1924. No traffic in the country.			
LITHUANIA	—	—	—	—
LUXEMBURG	—	—	—	—
MEXICO	—	—	—	—
MONACO	—	—	—	—
	Letter despatched on November 8th, 1923. No year given.			
NETHERLANDS	X	X	X	—
NEW ZEALAND	X	X	X	X
NICARAGUA ¹	—	—	—	—
NORWAY ⁴	—	X	X	—
PANAMA	—	—	—	—
	Letter despatched on March 26th, 1923, saying that details were sent in reply to questionnaire of 1921.			
PARAGUAY	—	—	—	—
PERSIA ¹	X	X	—	—
PERU	—	—	—	—
POLAND	X	X	X	—
PORTUGAL	—	—	—	—
ROUMANIA ⁵	X	X ¹	X ¹	—
SALVADOR	—	—	—	—
	No year given. General information despatched to the Secretariat on June 20th, 1923.			
KINGDOM OF THE SERBS, CROATS AND SLOVENES	—	—	—	—
*SIAM	X	X	X	X ¹
SPAIN ⁴	—	—	X	X ¹
	(1st 3 months only)			
SWEDEN	—	X	X	X
SWITZERLAND	—	—	—	—
	Statistics for 1921, 1922 and 1923 were forwarded by Dr. Carrière (Document O.C. 206).			
UNION OF SOUTH AFRICA	X	X	X	X
UNITED STATES OF AMERICA	X	X	X	—
URUGUAY	—	—	—	—
VENEZUELA	X	—	—	—

¹ In these cases, statistics were sent in reply to a request made by the Opium Preparatory Committee for the information of the Conference.

² Imports only.

³ Imports and exports.

⁴ Imports and consumption.

⁵ Consumption figures.

* The asterisks denote that the reports are not yet due from those States against which they are placed, as the date for the despatch of reports from Far-Eastern States is October 1st.

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM THE MORE
IMPORTANT COLONIES, POSSESSIONS OR TERRITORIES BELONGING TO
STATES MEMBERS OF THE LEAGUE.

× denotes that a report has been sent in.
— denotes that no report has been sent in.

	1921	1922	1923	1924
<i>British</i>				
CEYLON	×	×	×	×
HONG-KONG	—	×	×	×
STRAITS SETTLEMENTS	×	×	×	—
<i>French</i>				
INDO-CHINA	×	×	×	—
<i>Japanese</i>				
CHOSEN	×	×	×	—
FORMOSA	×	×	×	—
KWANTUNG	×	×	×	—
<i>Netherlands</i>				
NETHERLANDS				
EAST INDIES	×	×	×	—
<i>Portuguese</i>				
MACAO	—	×	—	×

Annex 2.

IMPORT CERTIFICATES SYSTEM.

States which
have accepted
system and
put it into force.

ALBANIA.
AUSTRALIA.
AUSTRIA.
BELGIUM.
BULGARIA.
CANADA.
CUBA.
CZECHOSLOVAKIA.
DENMARK.
FINLAND.
GERMANY.
GREAT BRITAIN.
GREECE.
GUATEMALA.
HAITI.
HUNGARY.
INDIA.
IRISH FREE STATE.
JAPAN.
LATVIA.
MEXICO.
NEW ZEALAND.
NORWAY.
PANAMA.
POLAND.
SIAM.
SPAIN.
SWEDEN.
SWITZERLAND.
UNION OF SOUTH AFRICA.
UNITED STATES OF AMERICA.

States which have
accepted system,
but have not yet
put it into force.

NETHERLANDS.

States which have
accepted system but
have not intimated
whether it is in
force or not.

BRAZIL.
DANZIG.
LITHUANIA.

Additional Information.

ARGENTINE	No communication has been received from this Government, but a copy of a decree on the subject was forwarded to the Secretariat by Sir Malcolm Delevingne.
ESTHONIA.	Accepted the system in 1922, but has since written to say that there are no regulations in existence in Esthonia by which such certificates could be authorised. With the exception of substances which, in view of public safety or health, are only admitted on the authorisation of the Ministry of the Interior, importation is entirely free.
ICELAND.	States that it is ready to adopt the system, but that a further communication will be sent on the subject.
LUXEMBURG.	In 1922 accepted the principle of the system and stated that a certificate was already in use, which would be modified to bring it into conformity with League system. According to copies of a certificate sent in 1923, this does not conform to the League system.
PERU.	In 1921 accepted the principle of the system, but on receipt of a later letter from the Secretariat in December 1922, a reply was received stating that the Government was still considering the advisability of adopting the system.

Annex 3.

MEMORANDUM ON INFORMATION RECEIVED WITH REGARD TO ILLICIT SHIPMENT OF DANGEROUS DRUGS.

I.

In May 1925 the British Government received information of a series of illicit shipments of dangerous drugs, which had been made by a Russian named Jacob Midler of Rue Broughel 38, Antwerp, on behalf of a Russian named David Samsonovitch, to Cuba and to destinations in the Far East.

As a result, the following seizures were effected.

Ex. s.s. *Antiochia*. The consignment consisted of 9 cases containing iron safes consigned to Havana. The Cuban Government on May 27th seized 600 kilos of opium concealed in the walls of the safes.

Ex. s.s. *Peru*. The consignment consisted of 7 cases declared to contain woollen goods and chemicals consigned to Dalny. On May 30th the Government of Hong-Kong seized 50 kilos of morphia in cubes concealed in the cases.

Later in June the authorities at Dairen seized 55 lbs. morphin concealed in another case of this consignment.

Ex. s.s. *Haruna Maru*. The consignment consisted of 8 cases containing carbolic acid crystals consigned to Dalny via Kobe. On May 31st the Government of Singapore seized 63 lbs. of morphia concealed in the casks.

Another consignment of eight casks carbolic acid despatched from Antwerp on this vessel was found by the authorities at Dairen to contain 32 kilos of morphia.

Ex. s.s. *Amazon Maru*. The consignment consisted of 25 casks of carbolic acid consigned to "B. James, of Yohohama, who will arrange about delivery at Dalny". On May 31st the Government of Singapore seized 139 lbs. of morphia concealed in the casks.

Ex. s.s. *Glentara*. The consignment consisted of 16 cases of iron bedsteads consigned to Shanghai. On June 16th the Government of Hong-Kong seized 2,622 ozs. of heroin concealed in the hollow legs of the bedsteads.

Ex. s.s. *Havestein*. The consignment consisted of 5 cases declared to contain various harmless chemicals consigned to Dalny direct, or via Kobe. On June 29th the authorities of Singapore seized 110 lbs. of morphine packed in tins concealed in the cases.

With the possible exception of the consignment of bedsteads on the s.s. *Glentara* and the second consignment of carbolic acid on the s.s. *Haruna Maru* seized at Dalny, all the consignments had been despatched, in the first instance, from Basle by the firm of Macdonald & Co.

In this connection, reference may be made to the seizure effected by the Netherlands Government at Rotterdam about the same time of 540 kilos of opium concealed in 12 cases of iron safes. These cases had also been despatched by Macdonald & Co., at Basle and shipped from Antwerp to Rotterdam at the order of Jacob Midler. Midler was arrested in Holland, but subsequently released as apparently he had not committed any offence against the opium law of the Netherlands.

A point of interest with regard to this series of seizures is the skilful methods employed by the traffickers to conceal the drugs, which must have entailed considerable expense and preparation on their part. They emphasise the extent of expert experience which is required to detect the concealed drugs, and the consequent desirability of subjecting consignments coming from any suspected source to a very thorough search.

In order to discover the opium concealed in the safes, for instance, the Customs authorities in Cuba had to drill through the bottom of the safes, and it was found necessary to break up the safes in order to obtain it.

The heroin in the bedsteads seized at Hong-Kong was packed in tin tubes specially made to fit in the hollow legs of the iron bedsteads. The bedsteads themselves appear to have been adapted to the purpose, there being, above the castors, which were made to screw off, plugs which, after the heroin had been inserted, were soldered into place.

II.

In February 1925, the Authorities at Hong-Kong seized 111 lbs. morphine ex the s.s. *Gemma* in seven cases declared to contain gelatine. The cases had been shipped by the firm of H.C.H. Hoffmann at Bremen, and bore railway labels which indicated that they were originally despatched from Frankfort-on-Main. This information was at once sent to the German Government, who, on July 4th, reported that the morphine confiscated at Hong-Kong had been sold and despatched by Messrs. Rudolph Osk Raebel at Frankfort-on-Main to Messrs. Uda & Company, of Shanghai, that Messrs. Raebel held a permit for export trade in narcotics, and that the consignment had been exported for China on September 11th, 1924, under export permits issued by the Ministry of Health of the Reich. It was ascertained that the morphine had been packed together with 299 kilos of gelatine in seven cases which had been declared as gelatine, and the explanation of this which was offered by Messrs. Raebel was that it had been done in accordance with the custom of the trade in order to protect the consignment from the danger of theft. The German authorities state that they do not consider this course to be admissible, but that the German Opium Law of December 30th, 1920, gave no ground for a criminal prosecution.

Subsequent to the communication made to the German Government, but prior to the receipt of their report of July 4th, a full account of the investigations following the seizure which was made by the Government of Hong-Kong was received by the British Government. As a result, it was discovered that the seven cases comprised one of a series of shipments which had been made by Heinrich Hoffmann, of Bremen, to a Japanese named T. Uda; that Hoffmann had sent bills of lading to Uda in Kobe and that Uda had forwarded them to Hong-Kong; that five other cases of drugs had been on board the s.s. *Gemma* consigned to Shanghai and that Uda had gone from Kobe to Shanghai to meet this consignment.

This further information was forwarded to the German Government, the result of whose investigations have not yet been received.

Extracts from letters addressed by Heinrich Hoffmann, of 27 Schelfmühle, Bremen. Cable address: Yamato. Telephone: Roland 7580. To T. Uda, c/o H. Parsonage & Co., No. 3, Hachimandori 3-chome, Kobe.

I. Date: January 3rd, 1925.

“I have received your three letters of 19th and 22nd November which I have read with much interest. I am very sorry that our mutual efforts to do business in *Dark Brown* have not been successful so far; but I trust that we shall come to some positive result when you come to Germany again this summer. I note that you will leave there in April with one of your partners and an expert. . . . hope to be successful in my efforts to obtain prices which are not so much out of the way as those quoted recently. The price of course will always be a delicate point, as it is very difficult or impossible to compete against such people as S. S. & Co., During the present month I shall go to Frankfurt to discuss all points with Mr. Th. . . . For transportation I believe a motorship will be the most suitable, because it requires no coal, so that it will not be necessary to call at any port, which is a very important point. . . . I regret to hear that you found your profit in this business too small. I was under the impression that you shared in the whole profit, but now I understand that that was only the case with the Chiat Sing party. . . . It is peculiar that your friends want powder, whereas I am informed that other importers always ask for cubes.

“*Risk of seizure.* — With reference to my letter of 19th November, I regret that it was impossible to cover risk of confiscation, and therefore the amount of £185 is due to you which I propose to deduct from the next order.”

II. Date January 10th, 1925.

“ Regarding the risk of seizure I must say that I am feeling rather uneasy about this insurance, because I had formerly written you that I could cover the risk. But suddenly the Insurance Companies stopped to accept it, so that in spite of my efforts I could not cover the risk. I assure you that I am feeling very sorry about it. The decision of the insurance companies came quite unexpectedly and could not be foreseen by me. . . . Sooner or later the insurance companies may resume the business again, but kindly understand that I can never guarantee that the risk will actually and finally be accepted by them. On the whole I have not much confidence in this insurance, as I already wrote you in previous letters; but if your partners wish to insure the risk when it is possible, I shall always do my best with the above understanding. But I think it is best to persuade them that it is advisable not to rely on insurance and to drop the whole question as it will always be an uncertain matter. ”

III. Dated January 17th, 1925.

“ I have read with much interest what you say about future business and am very glad to learn that you have succeeded in bringing your former competitors under your control. Such being the case, I have no doubt that further orders in white will follow in due course before you leave for Europe in April, as advised. I know the Hamburg people with whom your competitors have been doing business.

“*Establishment of Godown Company.* — No doubt it is very smart of your party to establish their own godown company which will considerably facilitate the delivery of the goods.

“*Steamship Company.* — [Writer proceeds to discuss at length the price of old and new tonnage, quoting four steamers in particular. He states that motor tonnage is dearer, but that vessels of 700 to 800 tons are hard to get as they are generally built for special purposes.]

“As to motor ships Motor sailers (*i.e.*, sailing ships with motor engines) which are being used here frequently, especially for the trade with America, are comparatively easy to get. . . . I think such sailing with motor engines are the most suitable for the trade.

“[The writer then discusses at length the establishment of a shipping office for which he offers his services as an expert, and states that registration can be made either in his personal name or that of a neutral.] The four prescriptions have been passed on to the factory. Your telegram of yesterday's date has duly come to hand reading as follows: 'Read from Condenser. Want lowest possible quotations cubes. Exact quantity cannot be determined at present. Dimensions.' The last code word must have been slightly mutilated (dunog instead of dunug). The matter is being attended to now, and I shall reply as soon as possible. I am informed that C. I. & Co. are doing the same business. ”

III.

NOTE ON THE OPERATIONS OF A SYNDICATE FOR IMPORTING OPIUM AND NARCOTICS, AS DISCLOSED BY THE SEIZURE OF DOCUMENTS AT 51, CANTON ROAD, SHANGHAI, IN JANUARY 1925.

This case arose from a complaint lodged before the Mixed Court at Shanghai by G. Dodou-nashvili and N. E. B. Ezra that Tih Chang Woo, C. K. Yap and Zung Taz-Moo disposed of certain stolen opium contrary to the provisions of the Chinese Criminal Code. At the same time, a petition in Civil action was brought before the Court against the same persons and Gwanho and Co. and Ting Liang and Co., it being alleged that 180 cases of opium which had been shipped from Constantinople for Vladivostock on a bill of lading jointly owned by the plaintiffs had been feloniously removed from the ship by the defendants and sold by them at Shanghai. A search warrant and warrant of arrest were issued, and, as a result of the discoveries made upon the execution of the search warrant, the Municipal Police charged the defendants, together with other Chinese found on the premises of 51, Canton Road, with various offences in connection with the illicit importation, sale and possession of opium. These charges were heard before the Mixed Court and Yih Ching-Woo was sentenced to imprisonment for 18 months and a fine of \$500; Tung Taz-Moo to nine months' imprisonment and a fine of \$500. C. K. Yap fled from justice.

The papers seized in Shanghai do not disclose in what way the syndicate came to be formed; it is evident, however, that the actual organisation was in the hands of a member of Gwanho & Company of Shanghai. The syndicate was financed by a Japanese in Kobe named M. Kanako, to whom was handed, on October 20th, 1924, "the whole account of your concerned". Beyond this, nothing is known of M. Kanako.

From the accounts presented to M. Maneko, it is possible to reconstruct the arrangements made. The syndicate got into touch with a merchant captain named H. Yamasaki. In October, November or December (the accounts give different dates) he received large payments in dollars, pounds and yen, either through or on behalf of the firm of H. M. H. Nemazee. H. M. H. Nemazee and Co. are a large firm of brokers in the Far East, whose dealings in opium between the Persian Gulf and China are notorious. This firm has a branch in Shanghai. Although, as will be seen,

Yamasaki got into trouble in Japan, he seems to have made a very good thing out of the voyage and to have received large and continuous sums of money from Shanghai.

The s.s. *Kamagata Maru* (owners, Kahafute Kisen Kaisha, at Nishinomyia) was chartered through the firm of Y. Sate and Co., of Naniwa-Nachi, Kobe, in October 1923, and the vessel left Wakamatau on or about December 4th, 1923. On January 24th the ship arrived at Genoa, where she took on board 26 cases of drugs, which were shipped by Burckhardt Walter & Co., and consigned to S. O. Ebralidze, at Vladivostock. The seized documents show that these drugs came from Basle. Enquiries have been made of the Italian Government as to the origin of these cases¹. As will be seen later, the syndicate had been in frequent communication with two firms in Basle, from either of whom the drugs may have been obtained. The *Kamagata Maru* proceeded to Constantinople via Smyrna, where she arrived on February 24th.

According to the Danish Vice-Consul at Constantinople, who is responsible for the protection of Chinese subjects in Turkey, C. K. Yap, evidently acting as super-cargo, was accompanied by C. Huang, his secretary and interpreter, and a Russian Jew who was fraudulently in possession of a Chinese passport. The Russian Jew may have been either G. Leonoff or Grigori Alexeevitch Dodounashvili (Dadanashvilli), referred to below. C. K. Yap seems to be a man of superior intelligence, for amongst the papers discovered at Shanghai was found a well-written, descriptive and statistical study of the production of opium in Turkey, of which he was the author.

On November 1st, 1923 (*i.e.*, some months previous to the arrival of the *Kamagata Maru* in Constantinople), Dodounashvili contracted to buy from Vahaboff et Frères, Stamboul Dilziz, Zade Khan No. 12, 10,000 kilos of Anatolian opium, the opium to contain not less than 10 per cent morphia — £4,993 to be paid by Dodounashvili as earnest money through the Constantinople Branch of the Banque Hollandaise pour la Méditerranée. This contract is the only paper seized which refers to Dodounashvili. As will be seen later, he appears in Shanghai with N. N. B. Ezra as a claimant against the syndicate for misappropriation of the opium. It is evident, however, that Dodounashvili purchased the opium on behalf of the syndicate, for all subsequent communications with regard to the opium were made direct to Vahaboff by Gwanho and Co. from Shanghai.

The *Kamagata Maru* loaded with 2,200 tons of salt at Smyrna, and 180 cases of opium at Constantinople. The papers seized at Shanghai tell us little about the return journey of the *Kamagata Maru*. It is known, however, that she arrived at Sabang in April 1924, where, upon search, she was found to contain 180 cases of raw opium hidden behind a wooden screen in one of the holds, together with 26 cases of drugs. Both the drugs and the opium were consigned to S. O. Ebralidze at Vladivostock. S. Ebralidze appears to be a Caucasian, resident at Vladivostock, who has for years past been engaged in the opium trade. In 1921-22, when the trade was legal in Vladivostock, he was in partnership with one Eugene Mende, a naturalised British subject of Swiss origin. The practice of the partnership was to obtain licences to import opium, which were used as a cover to obtain opium abroad. The opium was never imported into Vladivostock, but transhipped into junks and clandestinely conveyed to China. The partnership also exported locally-grown opium. Ebralidze bought from the Soviet Government the rights of an opium monopoly, which, however, was peremptorily stopped by the Central Government in Moscow.

For his failure to report the cargo of opium, Yamasaki was fined 2,000 guilders, but as there was no evidence that the opium was intended for smuggling into Dutch territory, the ship was allowed to sail from Sabang with the opium and drugs on board on April 3rd. It is a matter of surmise where the *Kamagata Maru* went to between April 13th, when she was heard calling up Manila by wireless, and May 3rd, when she arrived at Kobe, or whether, indeed, she touched at any point between Sabang and Kobe. It is not possible, from the documents, to ascertain definitely whether the opium and drugs were discharged from the *Kamagata Maru* before or after she arrived at Kobe.

The account to Kanako written in Kobe shows that part of the opium was sold in small lots, day by day, commencing on June 6th, and ending with October 10th, the remaining 138,708 taels in stock being handed over to the "partnership". As the opium was sold in Shanghai, it is clear that it reached that port before June 6th. The s.s. *Kamagata Maru*, according to *Lloyd's Weekly Shipping Summary* of July 9th left Kobe on May 10th, ostensibly for Vladivostock. She had not arrived at that port by August 15th, if she ever did. Of the 180 cases of opium, 124 cases were transported to Shanghai and 56 to Swatow. The cost of this transport (the accounts use the term "carry-hire") was \$148,880 for the opium to Shanghai, and \$67,200 for the opium to Swatow.

Large sums were also paid for the "carry-hire" of the morphia and heroin.

From an article in the *Japan Chronicle* dated May 15th, it appears that the Water Police at Kobe, upon information obtained abroad, searched the *Kamagata Maru* four days after her arrival, and took many of the crew into custody, but that they were subsequently released, Yamasaki alone being detained.

Payments were made for food to Yamasaki whilst in gaol from May 26th to May 30th, when he appears to have been released. The crew of the *Kamagata Maru* were entertained at the Kobe Gin Shati Restaurant on June 16th. The *Japan Chronicle* reports the Kobe Shimbun as stating that Yamasaki distributed a large sum of money as a reward to the crew on May 7th, and as implying that in consequence no evidence could be obtained from any member of the crew.

Wherever the *Kamagata Maru* discharged her cargo of opium, it is clear how it was brought into Shanghai. By an Agreement dated November 20th, 1924, between the Phoo-Li Co. and the Dzienkyih Co. (*i.e.*, Yih Ching Woo), it was agreed that the Phoo-Li Co. should receive, transport, store and despatch with guard, opium belonging to the Szien-kyih Co. The Phoo-Li Co. undertook to transport opium from ships outside the Port of Woosung to Kautshaungmiau, or any part of the Kiang Su Province. "Kautshaungmiau" is the Chinese name of the arsenal,

¹ For reply from the Italian Government, see Appendix.

and the arsenal was under the direct control of the Defence Commissioner, the highest military official in Shanghai. The cost of transportation of the cases of opium varied according to whether it was Turkish, Persian, or Chinese.

From the accounts presented to Kaneko, it would appear that the whole venture of the *Kamagata Maru* resulted in a loss of \$86,126. This loss could be partially explained by the fact that 32 kilos of drugs (if heroin, at £42 10s. a kilo) were unaccounted for, and entered as "lost", and a very large sum was spent by individuals of the Syndicate in travelling expenses, and in payments to Customs officials, cablegrams, and the like; but it is also probable that the Japanese was being defrauded by his Chinese associates.

The occasion of the discovery by the Settlement Authorities of Shanghai of the operations of the Gwanho Company was the civil proceedings commenced in the Mixed Court by Dodounashvili and a person named N. E. B. Ezra. Dodounashvili was, according to the documents seized, the actual purchaser of the opium from Vahaboff Frères. There is no indication as to the part played in the affair by Ezra. According to the Press reports of the case, he is a resident of Shanghai who originally claimed British citizenship, but in 1911, the year in which an agreement was made between the Chinese and British Governments by which the import of opium into China was restricted (and ultimately abolished in 1912), he registered as a Spanish protégé.

Dodounashvili and Ezra claimed that the cargo of the *Kamagata Maru* had been wrongfully diverted by Gwanho & Company from Vladivostock to Shanghai. No information has come to hand as to the result of the case, as a dispute arose as to the Assessor, the British or the Spanish, before whom the case should be tried, but it is quite evident that the opium was never intended for Vladivostock.

Besides the 180 cases of opium on board the *Kamagata Maru*, Gwanho & Company had purchased further cases from Vahaboff Frères, but as the purchase money could not be raised in time they were not despatched on the *Kamagata Maru*. Many attempts were made during 1924 to get Vahaboff Frères to release these cases without payment.

Leonoff, during this period, was acting for Gwanho & Company in Constantinople, and at one time was arrested at the instigation of Vahaboff. Gwanho & Company then agreed with Hoffman-La-Roche, of Basle, for the latter to deposit in a bank the balance owed to Vahaboff Frères, in return for the bills of lading of 33 cases of opium. Vahaboff, however, refused to have dealings with Hoffman-La Roche, and threatened to obtain the assistance of the Japanese Ambassador to cause the opium to be shipped to Vladivostock by a Japanese steamer.

What was the eventual result with regard to these negotiations is not known, nor whether Vahaboff was behind the civil proceedings taken in Shanghai in January 1925 by Dodounashvili and N. E. B. Ezra. Now is the part played by Leonoff very clear. Leonoff, in his cables to Gwanho, made piteous appeals for his expenses. He seems to have been very hardly treated, and on one occasion Gwanho were informed by a telegram despatched from Pera and signed "Feldman", that Leonoff's condition was terrible. This was probably when he was arrested. In any event, Leonoff was released and received £200 from Gwanho & Company, on December 12th, 1924. The money was sent through a London Bank to Leonoff, c/o Chimipharma, Vernier, Geneva, which may be the address of "Mr. Roman" referred to later. The identity of "Feldman", whose name appears more than once in the seized documents, is discussed below.

Besides the purchases of opium made by Vahaboff Frères, Gwanho & Company were throughout 1924 making enquiries as to the price of Turkish opium of Sumina and Keun, 23, Cul Camondo Han Calata, Constantinople, and Smyrna, who were anxious to obtain an order. The correspondence between Gwanho and Sumina and Keun is interesting as showing the keen interest displayed by these firms in the activities of the League of Nations and the result of the Opium Conference. Gwanho anxiously enquires if there is any trouble in passing the Suez Canal.

Gwanho & Company also made enquiries of a person or firm E. Wohl, of Saigon, who, in a letter dated April 23rd, 1924, guarantees to ship opium to one port on the coast of China, or any other place on the Chinese coast between Yantze-Kiang and Macao. E. Wohl stipulated that buying and shipping permits should be taken out in the name and at the cost of the buyer, but guaranteed that the buyer should receive a permit. That the permit was to be obtained at Saigon is evident from the following extract from the letter: "In order to facilitate this first transaction, we are willing to pay first-class passages and hotel here for the Chinese representatives when, after signing the contract with our man, they are coming down to take out the shipping permit, and to control the shipping of the goods." E. Wohl also stated in his letter that "we have often enquiries from Siam, Hainam, and China, similar to yours"; and also, "During the month of October our representative will be leaving here for Canton, Tientsin, Peking. If your clients are still desiring, we may instruct him to call on you before going to Peking."

Gwanho & Company's activities were not confined to opium. As was related above, the cargo of the *Kamagata Maru* contained 26 boxes of narcotics, mainly heroin. The drugs came from Basle. \$198,276 (£23,444) was paid for them, in seven telegraphic transfers through the Banque Belge pour l'Étranger, between November 1923 and February 11th, 1924. Two hundred and twelve kilos were sold in quantities ranging between 1,785 ozs. and 105 ozs., between April 9th and August 3rd, 1924.

Two hundred and eighty-four kilos were handed over to the "partnership" and 32 kilos entered as "lost", the total amount resulting from their sale being Mex. \$378,190.

The documents seized do not specify the origin of these drugs, but point to one or both of two firms as being the suppliers:

(1) *F. Hoffman-La Roche & Company, of Basle.*

In an undated letter, Gwanho & Company addressed Hoffman-La Roche, stating that "through the kindness of Mr. Holland we are fortunate in having introduced to you and resulted

in getting 520 kilos of M. H. C. (? Morphia Hydrochlor. Crystals or Cubes) from you last winter. The cargo reached us in good condition and to our greatest satisfaction. We thank you ever so heartily for your kindness done us in the past... We have had big and small orders from you all the time... For any future big orders we may either have our steamers ready for the shipment or may ask you to ship us or else for the small orders you may send us by parcel post."

In a letter dated November 6th, 1924, Hoffman-La Roche & Company forwarded to Gwanho & Company their private code for fine chemicals. This code states that prices for morphia, heroin and cocaine can be had only on application; code words are given for these drugs. This letter was in reply to a cablegram sent by Gwanho & Company to Hoffman-La Roche at Greznach, and which had been handed over to the firm in Basle to deal with.

(2) *Macdonald & Company, of Richen, Basle.*

This Company is notoriously engaged in the illicit traffic. It was discovered in 1919, when resident at The Hague, to be shipping drugs to the Far East via the Free Port Copenhagen. It subsequently removed to Frieberg, Baden, from whence it transacted a considerable traffic in drugs and arms to the Far East. In consequence of the searching enquiries made by the German Government into its dealings, the firm decided to move to a more convenient centre, and in 1924 established itself at Richen, Basle. The head of the firm is named Macdonald; a partner or manager is named Feltman. Two of the papers seized relate to Macdonald & Company. The first is an undated copy of a telegram in code, which reads:

"Referring to your telegram 28th, we offer firm c.i.f. shipment by steamer promptly. More for kilograms (H.) 42 1/2 lbs parcel post, or cargo steamer. Do not recommend via Italy. Subject to immediate reply. Telegraph remittance Amsterdam or to London. Macdonald."

The second is a copy of a telegram addressed to Gwanho & Company in code, which reads:

"Prices advancing. Can supply 6,000 ounces prompt shipment."

It is significant that Macdonald should be prepared to send drugs to China by parcel post. If the "Feldman" of the telegram is identical with Feltman, the manager of Macdonald & Company, it would appear that he has recently been in China on the business of the firm.

(3) *Mr. Roman, of Geneva.*

Among the papers seized was a "Code with Mr. Roman", which included words signifying heroin, morphia, cocaine, etc., and their despatch by parcel post, by the Hugo Stinnes Line and by the Holland East Asiatic Line. A note is appended that the steamers leave Hamburg and Genoa once a fortnight, and that goods sent via France must be accompanied with indigo.

A telegram handed in at Geneva on December 23rd, 1924, in code, informs Gwanho & Company that heroin is £43. This is signed "Roman". This would seem to locate Mr. Roman in Geneva.

(4) *T. H. Geyer & Company, of Stuttgart.*

On August 15th, 1924, Gwanho & Company cabled to T. H. Geyer, Stuttgart (whose cable address is "Boehrgeyer", Stuttgart), that they had remitted £2,000 sterling through the Schweizerische Kreditanstalt, of Zurich.

Although no drugs were seized on the premises of 51, Canton Road, it is quite evident from these telegrams to European drug manufacturers that Gwanho & Company were doing a considerable trade in them in 1924.

Appendix.

LETTER FROM THE ITALIAN GOVERNMENT.

Ministry of Foreign Affairs,
Rome.

May 15th, 1925.

(Translation.)

To the Secretary-General.

Sir,

With reference to your letter, with enclosures, No. 12A/33176/24297, of October 25th, concerning the 26 cases shipped by s.s. *Komagata Maru*, I have the honour to inform you that, from enquiries made by the Prefect of Genoa, it would appear that, on January 15th and 24th, 1924, 26 cases containing synthetic medical products, according to the consignor's declaration, did arrive in that port. These cases, made up in two separate consignments, came from Switzerland through Chiasso accompanied by the proper Customs permits and way-bills issued by that Customs Office.

Both consignments, sent by the consignor Burehardt Walter and C.A.G., of Bâle, for account of a German firm from which the cases originally came, were addressed to S. O. Obralitz of Vladivostock. The cases were taken out by the consignor, L. Schumacher, and handed over to the agent of the Japanese s.s. *Komagata* who loaded them on the vessel on January 24th, 1924. The same evening the vessel left Genoa for the East.

(Signed) PAULUCCI DE' CALBOLI BARONE.

INFORMATION WITH REFERENCE TO THE MOVEMENTS OF THE *Komagata Maru* FORWARDED
BY THE JAPANESE GOVERNMENT.

According to the testimony of the crews of the steamer *Komagata Maru*, the ship reached, on April 27th, near the North Saddle Island off Shanghai and there they transboarded the opium to the Chinese junks waiting for the steamer. Before they accomplished this transshipment, the ship had tried to enter the river Yantgsu, but, failing to do so, she then went to Pusan, Korea, and returned on the 27th to the proximity of North Saddle Island. Here the cargo of 180 cases of opium and 13 cases of morphine was transhipped. It was also stated that 13 other cases of morphine were thrown into the sea in the vicinity of Saishu Island, south of Korea, and then the ship sailed for Kobe, arriving there on May 3rd.

On board the ship, there were five Chinese crews who looked after the cargo of opium and drugs, but they disappeared with the cargo when they transboarded the cargo near Shanghai.

Annex 4.

SHIPMENTS OF PERSIAN OPIUM KNOWN TO HAVE BEEN SHIPPED FROM THE PORT
OF BUSHIRE DURING THE PERIOD MAY 1st, 1924, TO MAY 31st, 1925.

*(In continuation of Table appended to previous Memorandum issued as League Document
C. 515, M. 185, 1924. XI.)*

Vessel	Date	No. of cases of opium	Declared destination of opium	Flag	See Notes
<i>Shinya Maru</i>	9.5.24	850	Vladivostock	Japanese	A.
<i>Cochin Chine</i>	9.5.24	164	Vladivostock	Chinese	A.
<i>Vasna</i>	12.5.24	58	Dairen	British	B.
<i>Vasela</i>	21.5.24	42	Keelung	British	B.
<i>Tai Tak</i>	30.6.24	450	Vladivostock	Chinese	A.G.
<i>Shiketani Maru</i>	16.8.24	350	Vladivostock	Japanese	A.
<i>Shima Maru</i>	26.9.24	388	Vladivostock	Japanese	A.
<i>Cochin Chine</i>	30.9.24	360	Vladivostock	French	A.C.
<i>Gorgistan</i>	22.10.24	350	Macao	British	
	22.10.24	646	Vladivostock		A.D
<i>Promethean</i>	25.11.24	350	Vladivostock	Chinese	A.
<i>Bankura</i>	25.11.24	100	Dairen	British	B.
<i>Varela</i>	1.12.24	100	Singapore	British	
	1.12.24	100	Keelung		B.
<i>Varela</i>	22.12.24	50	Dairen	British	B.
<i>Bamora</i>	8.12.24	100	Keelung	British	B.
<i>Varsora</i>	13.12.24	38	Dairen	British	B.
<i>Vasna</i>	29.12.24	62	Dairen	British	
	29.12.24	50	Keelung	British	B.
<i>Barpeta</i>	16.1.25	151	Keelung	British	B.
<i>Barmora</i>	19.1.25	50	Hamburg	British	
<i>Bandra</i>	30.1.25	29	Keelung	British	B.
<i>Vasela</i>	2.2.25	25	Hong-Kong	British	E.
<i>Kashimura Maru</i>	2.2.25	322	Vladivostock	Japanese	
<i>Vasela</i>	23.2.25	98	Dairen	British	B.
<i>Shensei Maru</i>	4.3.25	663	Vladivostock	Japanese	
<i>Barjora</i>	10.3.25	30	Hamburg	British	
<i>Vasna</i>	21.3.25	25	Singapore	British	F.
<i>Varsova</i>	20.4.25	25	Singapore	British	F.
<i>Wardenfels</i>	26.4.25	5	U.S.A.	German	
<i>Yeroppa Maru</i>	10.5.25	300	Vladivostock	Japanese	
<i>Varela</i>	18.5.25	25	Singapore	British	F.
<i>Vasna</i>	25.5.25	100	Dairen	British	B.

The total amount of Persian opium mentioned in this table as having been exported from Bushire is 6,456 cases (approximately 460¹/₂ tons).

The total amount of Persian Opium declared for :

Vladivostock was	4,489 cases, or approximately	346 tons.
Dairen	" 506 " " "	36 "
Keelung	" 371 " " "	26 1/2 "
Macao	" 350 " " "	25 "
Singapore	" 175 " " "	12 1/2 "
Hamburg	" 80 " " "	5 1/2 "
U.S.A.	" 5 " " "	
Hong-Kong	" 25 " (see note E.)	

Of that declared for Vladivostock, 646 cases were carried upon British, 964 cases upon Chinese¹, 2,893 upon Japanese and 360 cases upon French vessels.

(For the purpose of these calculations the weight of a chest has been taken as 160 lbs.)

The figures in this table and that appended to the previous Memorandum show the known exports of opium from Bushire for the last three calendar years to have been as follows:

1922 . . .	1,549 cases, or	247,840 lbs.
1923 . . .	5,914 " "	946,240 "
1924 . . .	5,008 " "	801,280 "

The official Persian Customs returns (total exports from Persia) were:

1922	39,338 batman, or	257,503 lbs.
1923	101,638 " "	665,312 "

(Conversion rate: one batman equals 6,5459 lbs. avoird.)

Notes.

A. Definite information has been received that these shipments never reached Vladivostock. The official returns of the Vladivostock Customs shows some five pounds weight of opium to have been imported for medical purposes during 1924. Note D below on the s.s. *Gorgistan* indicates the actual destination of these shipments.

B. These vessels belong to the British India Steam Navigation Company; it is understood that they have required the production, by the purchaser's agents, of the licence of the Japanese Government. In all cases was the opium transhipped at Bombay.

C. For the previous history of the *Cochin Chine*, see Note 7 of the previous Memorandum.

D. Before the 996 cases which formed the cargo of the s.s. *Gorgistan* on this trip were loaded at Bushire, 240 cases were compressed into 120 packages and the remaining 756 into 189 packages — 309 packages in all. The vessel cleared Bushire for Sabang and arrived at Hong-Kong on November 19th from Macao. The captain produced a clearance from Macao dated November 19th showing that he had left that port after discharging 309 packages of opium there. This was afterwards confirmed by the Macao authorities. He stated that the vessel left Bushire on charter to the Macao Opium Farm with this opium on October 24th and cleared for Sabang for orders, but that he did not call at Sabang, as he received his orders by wireless to proceed to Macao. The ship took an unusual course, he said, to avoid bad weather and went via Palawan in the Philippines. It appeared, however, from a cable which he had received at Basra from the ship's owners (H.M.H. Nemazee & Co.), and which he produced, that he was told before he left Bushire that he was to proceed to Macao, and there was therefore no reason, other than to disguise the ship's movements, to declare that he cleared for Sabang. When he arrived at Macao, the captain stated, he was met by a representative of the Opium Farm and he handed the cargo over to them under the supervision of the Macao Government officials.

The s.s. *Gorgistan* again appeared in the Persian Gulf in April 1925, and May 6th the master acquainted the British Consul-General that he had come to Bushire for opium, was on charter to some party unknown to him, and desired to sign the prescribed affidavit and bond in order to comply with the British Opium Traffic Regulations (the s.s. *Gorgistan* flies the British flag). He produced a translation of a licence issued to the South Transportation Company by the Government of Macao, a copy of which is attached. The translation was authenticated by M. Dameo Rodriguez, Public Notary of Macao. It will be observed that the licence purports to be a general licence to import and export and mentions no specific quantity of opium, and upon this ground and because the document was not certified as a true copy by a British Consular officer, and as the captain did not produce documentary proof that he was acting for the South Transportation Company, the Consul-General refused to allow the master to sail with opium on board until he was able to establish the validity of the licence. The vessel left Bushire without any opium on May 18th.

¹ One of these vessels has since become Portuguese: see Note H.

E. It is probable that the destination of Hong-Kong is incorrectly stated, as the Government of Hong-Kong does not import Persian opium and is not likely to have issued the necessary certificate without which the vessel could not have left Bushire.

F. These consignments were destined for the use of the monopoly of the British North Borneo Company.

G. For the previous history of the s.s. *Tai Tak*, see notes on the s.s. *Coloane* (previous name of this vessel) in Note 7 of the previous Memorandum. She was purchased in 1922 or 1923 by H. M. H. Nemazi and continued to fly the British flag. In December 1923 she arrived at Bushire under the *Chinese* flag and her name changed to *Coloane*. She sailed for Vladivostock with 400 cases of opium on the 28th of that month. She returned to Bushire in May 1924 and, under the new name *Tai Tak*, sailed again for Vladivostock with a cargo of opium, as shown in the table. The latest particulars of this vessel are that she arrived at Bushire from Swatow on May 3rd last and left on June 5th with 181 cases of opium declared for Keelung. She was then flying the Portuguese flag and her articles were in Portuguese. The owner was then reported to be Cuan Kwong, a Portuguese citizen of Macao. She appears to have no Lloyd's or any other registry number, but her signal letters are stated to be M. C. E. R.

Since this note was written, the Report of the Government of Kong-Kong for 1924 on the Traffic in Opium and Dangerous Drugs has been received. It contains the following paragraph:

"The arrival of s.s. *Tai Tak* in the port on her return from her second opium smuggling trip to the China coast afforded an opportunity for a thorough investigation into this traffic. It was proved that the persons to whom the ship belonged had been responsible for the introduction of at least four shiploads of Persian opium into China during the last two years, and that at least four million dollars had been spent on the purchase of the opium. The money came from Swatow mostly, though occasionally Shanghai joined in the venture. The persons who financed the business were discovered to be wealthy and very influential Chinese merchants in Swatow. The procedure was to send the ship chosen to Formosa to load coal sufficient for the round trip to the Persian Gulf and back to the China coast, with a considerable margin to allow the ship to leiter off the coast or steer unusual courses. Supercargoes were embarked in Formosa, and the ship sailed for Basrah via Goa. The ship remained at Basrah until a cable was received from Hong-Kong that the opium was ready at Bushire, and the ship then proceeded to Bushire and loaded her opium, declaring the destination as Vladivostock. She touched at Goa and then sailed for the China Sea, avoiding Sabang, the former usual port of call for these opium ships. A course was then steered for Hong-Kong, keeping over to the coast of the Philippines to avoid being seen by other ships and reported; a course was then set for the vicinity of the Eastern entrance to the harbour of Hong-Kong near Waglan, where apparently some means were prepared of getting a message through to Swatow. The ship then proceeded to the neighbourhood of Swatow, where some of the opium was transferred into waiting steam launches. Some of the remainder of the opium was transferred into waiting gunboats near Amoy. In one case arrangements had been made to meet junks near the mouth of the Yangtse. After delivering her cargo the ship proceeded to Formosa to coal and then came back to Hong-Kong to refit or lay up till the next trip. The captain of s.s. *Tai Tak* was warned to leave the colony, and the Chinese manager of the local agents for the ship was deported."

[Copy.]

Publica Forma.

PROVINCIA DE MACAU. — LOGAR DAS ARMAS DA REPUBLICA PORTUGUEZA. — SUPERINTENDENCIA DA FISCALIZA CAO DO OPIO. — CERTIFICATE OF IMPORTATION AND EXPORTATION OF RAW OPIUM. — By the Macao Opium Superintendency, licence is given to the South Transportation Company, according to the terms of paragraph 2 of Article 4 of the Opium Trade Regulations in force, to import raw opium to be re-exported to the countries that have not prohibited its importation, or, having restricted the importation, should be made within the limit and conditions stipulated by these countries. I have passed this certificate, which is signed and sealed with the seal of this Superintendency. — Superintendency of Opium of Macao, November 6th, 1924. The Opium Superintendent, A. Maria de Meireles, Director of Finance. — Logar de um carimbo, a tinta azul com o escudo nacional ao centro e a seguinte legenda: SUPERINTENDENCIA DA FISCALIZACAO DO OPIO. — PROVINCIA DE MACAU. — VAE BEM e fielmente trasladado em publica forma o documento acima, sem acrescentar, diminuir ou alterar cousa alguma que duvida faca em juizo ou fora dele pelo que se lhe deve dar inteira fe e credito quanto em direito se daria ao proprio sa apresentado fosse o qual tornei a parte. Macau aos trinta dias do mes de Marco de mil novecentos vinte e cinco. E eu, DAMIAO RODRIGUES, notario publico de Comarca de Macau, que a fiz escrever, subscrevi e assino.

(Signature)

(Stamp) DAMIAO RODRIGUES,
Notario Publico,
MACAU.

SUPPLEMENT TO THE MEMORANDUM ON THE SITUATION IN THE PERSIAN GULF.

The following extracts from a report dated June 27th, 1925, from the British Consul-General at Bushire throw light on the manner in which the opium traffic is carried on.

“The s.s. *Hanan* arrived here on 22nd instant from Sabang for the purpose of shipping opium from Bushire. When the Quarantine Medical Officer (British) visited the ship he was struck by her resemblance to s.s. *Promethean*, which left here in November 1924 with 350 cases of opium for Vladivostock. He accordingly asked the master if it was indeed the former s.s. *Promethean*. The latter replied that it was not, the *Promethean* having been sold. The Quarantine Medical Officer then went into one of the cabins and in it noticed a small brass plate inscribed s.s. *Promethean*. The master's signatures on the Bills of Health on both visits bear a strong resemblance. This time he calls himself Captain Corney, a naturalised French citizen of Norwegian origin.

“There is no doubt that the present s.s. *Hanan* is the old s.s. *Promethean*. The reason for the change can only be conjectured.

“When questioned as to the details of his ship, the master was very evasive. He said the ship was Chinese owned, but he was uncertain whether his owners lived in Shanghai or Canton. He stated that the firm chartering him was unknown to him and furthermore that he had no articles or log-book. The Quarantine Medical Officer was unable to insist on the production of these documents.”

Geneva, September 24th, 1925.

LEAGUE OF NATIONS

TRAFFIC IN OPIUM.

REPORT OF THE FIFTH COMMITTEE TO THE SIXTH ASSEMBLY.

Rapporteur : H. E. M. VEVERKA (Czechoslovakia).

The seventh session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs was held from August 24th-31st, 1925. The report on the work of the Committee at this session (see document A. 28. 1925) submitted to the Council and approved by it at its meeting on September 5th (see document A. 45. 1925) was laid before the Fifth Committee of the Assembly on September 22nd.

During this session, the Advisory Committee had, for the first time, the active assistance of a representative of Switzerland. The Government of Bolivia had also nominated a representative, but he was unfortunately prevented from attending the meeting by illness. The United States of America was represented by Mr. PINKNEY TUCK, who attended the meeting in an unofficial capacity.

One of the most difficult subjects with which the Advisory Committee had to deal at this session was the prevalence of the illicit traffic in dangerous drugs. During the past year, a large number of important seizures had been reported in all parts of the world which threw a great deal of light upon the methods by which this traffic is carried on. The Fifth Committee agreed to the resolution of the Advisory Committee (see resolution I) recommending certain administrative measures which it thought advisable should be taken in order that this traffic should be prevented as far as possible.

The second resolution of the Advisory Committee deals with the illicit traffic which is being carried on from the Persian Gulf, and which, according to information in the hands of the Committee (see Annex 4 to the report) has become a great menace in the Far East. The Fifth Committee, realising that this question was entirely separate from the question of production in Persia, felt that the recommendation of the Advisory Committee was one which could be accepted by all Governments concerned and would advocate its adoption by the Assembly.

The Advisory Committee was again confronted with the difficulty caused by the absence of annual reports from some of the Members of the League and Parties to the Opium Convention. The consideration of these reports is one of the most important duties of the Committee and its work is seriously hampered when they are not forthcoming. Annex 1 to the report gives a list of those Governments which have and which have not forwarded reports to the Advisory Committee, and the Fifth Committee would recommend that the resolution of the Committee dealing with this matter (Resolution III) should be adopted by the Assembly and that the Council should be asked to urge upon all Governments the great importance of sending in their reports to the League at as early a date as possible.

The Fifth Committee also agreed with the Advisory Committee that, after studying a report on the subject by the Health Committee of the League, no general scheme of propaganda should be undertaken by the League (see resolution IV).

The Third Assembly (1922) passed a resolution relating to the issue of licences for the import of drugs from any country which had not ratified the Hague Convention of 1912, and had not yet adopted the system of import and export control approved by the Second Assembly, and requested the Advisory Committee to discuss this matter and report to the Assembly as soon as possible. In view of the fact that this subject had been considered by the Second International Opium Conference of 1925, the Fifth Committee agreed with the Advisory Committee that it would not be desirable to re-open this question and that its further consideration should be postponed indefinitely.

Owing to the somewhat changed situation in connection with the work of the Advisory Committee, the Council, on re-appointing the present assessors until the end of the year, requested the Committee to state what special qualifications would be required in the future for the appointment of any future assessors. The qualifications considered essential by the Committee are stated in the report, and the Council has, further, requested the Committee to submit a list of names of persons whom it considered suitable to the December meeting of the Council.

In connection with the constitution of the Committee, the delegate for the Irish Free State put forward a suggestion that, owing to the changed situation referred to above, perhaps it would be desirable to consider the reconstitution of the Committee and to invite representatives of consuming countries to co-operate with the representatives of producing countries on the Committee. The delegates of the Netherlands and France pointed out that the membership of the Advisory Committee had already been increased last year, and urged the inexpediency of making further alterations in the composition of the Committee at a time when the Permanent Central Board for which provision was made in the new Convention of 1925 was about to be set up. The Fifth Committee therefore decided, with the consent of the delegate for the Irish Free State, that no resolution should be adopted, but that the suggestion should be recorded.

It will be noted that the Advisory Committee has decided, in view of the impossibility of receiving reports from the Far Eastern countries before the latter months of the year, to hold its annual sessions in January, starting from 1927, in order that the reports before it may be as recent as possible.

On a suggestion by the Portuguese delegate, the delegate for the British Empire put forward a resolution dealing with the ratification of and adherence to the Agreement, Protocol and Final Act drawn up by the First Conference in 1925, and the Convention, Protocol and Final Act concluded by the Second Conference of 1925, and this resolution was unanimously adopted by the Fifth Committee (see resolution II below).

The Fifth Committee discussed a suggestion made by the Brazilian delegation to the effect that the Council should be requested to ask the opinion of the Advisory Committee as to the expediency of recommending the Governments of those countries which do not produce, manufacture or distribute narcotics to take such steps as they may deem expedient and equitable to prohibit the re-export of the said drugs.

While it was in agreement with the principle of the Brazilian delegation's proposal, the Venezuelan delegation felt bound to make reservations as to its form, on the ground that the Fifth Committee ought not to give an impression of the existence of any inequality as between States, and that the duty of making certain discriminations should be left to the Advisory Committee, which was alone competent to bring concrete facts to the notice of the Council.

With the exception of the delegates of Persia and Portugal, who abstained from voting, the report of the Advisory Committee was unanimously agreed to by the Fifth Committee and the following resolutions are recommended to the Assembly for adoption :

“ I. The Fifth Committee adopts the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, together with the resolutions embodied therein.

“ II. The Fifth Committee urges on all States which have not already done so to ratify or to adhere to the agreements and resolutions adopted by the First and Second Conferences. ”

LEAGUE OF NATIONS

GENEVA, May 10th, 1926.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS

SUMMARY OF ANNUAL REPORTS.

PART I.

NOTES BY THE SECRETARIAT.

The following summary of information and statistical tables have been compiled from information contained in annual reports for the years 1924 and 1925 and in other Government statistics received by the Secretariat since the issue of the Summary of Annual Reports numbered O.C. 297, Annex 3 to the Minutes of the Seventh Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs. Annual reports for years earlier than 1924, which have not appeared in former statistical documents, are also included.

No separate digest has been considered necessary of the information received from the following countries, colonies or possessions :

1924

BRITISH SOLOMON ISLANDS PROTECTORATE.	MARTINIQUE.
BRITISH SOMALILAND PROTECTORATE.	MAURITIUS.
CURAÇAO.	NEW CALEDONIA.
FRENCH CAMEROONS.	NEW GUINEA.
FRENCH EQUATORIAL AFRICA.	NEW ZEALAND.
FRENCH GUIANA.	REUNION ISLAND.
FRENCH INDIA.	ROUMANIA.
FRENCH OCEANIC POSSESSIONS.	SAINT LUCIA.
FRENCH SOMALI COAST.	ST. PIERRE AND MIQUELON.
FRENCH TOGO.	SEYCHELLES.
FRENCH WEST AFRICA.	SUDAN.
GOLD COAST.	SURINAM.
GUADELOUPE.	TANGANYIKA.
LEEWARD ISLANDS.	ZANZIBAR.

1925

BASUTOLAND.	NYASALAND.
FINLAND.	SURINAM.
GAMBIA.	SWITZERLAND (Part of 1925).
JAMAICA.	ZANZIBAR.

Statistics of imports and exports during the last five months of the year 1925 have been forwarded by the Swiss Government and incorporated in this summary.

Extracts from reports received from the following countries, colonies or possessions are included in this document :

1923	1924	1924 (<i>continued</i>)	1925
SIAM.	AUSTRIA.	KWANTUNG LEASED TERRITORY.	BELGIUM.
	BELGIUM.	NETHERLANDS.	FALKLAND ISLANDS.
	CHOSEN.	NETHERLANDS EAST INDIES.	SWAZILAND.
	DANZIG.	PALESTINE.	UNION OF SOUTH AFRICA.
	FEDERATED MALAY STATES.	POLAND.	
	FORMOSA.	PORTUGAL (MACAO).	
	GREECE.	SARAWAK.	
	HONG-KONG.	SIAM.	
	INDIA.	STRAITS SETTLEMENTS.	
	INDO-CHINA.	UNFEDERATED MALAY STATES.	
	ITALY.		
	JAPAN.		

Publications of the League of Nations

✓ XI. OPIUM AND OTHER
DANGEROUS DRUGS ✓

1926. XI. 3.

A report from Madagascar (1924) was received too late for inclusion in this summary. Extracts from reports from the following countries, colonies or possessions for the year 1924 received before the drawing up of this Summary have already appeared in document O.C. 297 :

BRITISH NORTH BORNEO.
CANADA.
CEYLON.

CZECHOSLOVAKIA.
FRANCE.
GREAT BRITAIN.

The following countries have not sent in any report for the year 1924 :

BOLIVIA.
CHINA.
GERMANY.
HUNGARY.
MEXICO.
PERSIA.
PERU.

PORTUGAL.
KINGDOM OF THE SERBS, CROATS AND SLOVENES.
SPAIN.
SWITZERLAND.
TURKEY.
UNION OF THE SOCIALIST SOVIET REPUBLICS.
UNITED STATES OF AMERICA.

Whilst no actual reports have been received from Bulgaria, Esthonia, Lithuania and Uganda for 1924 and from Sudan, Trinidad and Tobago for 1925, those countries have sent in information on imports, etc., or consumption which calls for no comments.

The Swiss Government has not been able to submit a report for 1924, because the Federal legislation in regard to narcotics was not in force during that year and the information in its possession was not sufficiently accurate to permit of a report being drawn up. The Federal Law came into force on August 1st, 1925.

The German Government has informed the Secretary-General that, on account of the special conditions existing towards the end of 1924 in the occupied territory, it is impossible to furnish complete and exact statistics on the traffic in narcotics for the years 1923 and 1924.

As the United States of Mexico do not form part of the League of Nations, the Mexican Government will not forward to the League any information. Nevertheless, in view of the importance, for humanity, of the campaign against the opium traffic, Mexico is prepared to co-operate in this campaign and to supply all information and statistics required to any institution which exists for this purpose, provided it is independent of the League of Nations.

Austria (1924).

No new general measures have been taken in Austria during the year 1924 in connection with the traffic in opium and other dangerous drugs.

The import and export of drugs covered by the Convention continue to be regulated by the system of import certificates.

The illicit and contraband trade in these substances is put down by the Customs authorities, the Public Health Department and the Police.

There was neither production of opium nor manufacture of morphine, heroin or cocaine in Austria during the year 1924.

290 kgs. of cocaine was imported during the year, of which 246 kgs. were imported from Germany. During the same period 263 kgs. of morphine were imported.

Belgium (1924-1925).

The general remarks appearing in the report apply to the years 1924 and 1925, during which no new legal provisions were promulgated or changes made in the existing legislation.

The system of import certificates came into full force in February 1924, since when a certificate drawn up on the lines recommended by the League of Nations has been required.

The inspectors of pharmacies have reported certain cases of attempts to evade the application of the Royal Decree of September 6th, 1921, in the case of certain preparations containing a proportion of narcotics sufficient to render a medical prescription necessary. The device adopted was to increase the vehicle so as to reduce the proportion of the narcotics in the mixture to the amounts permitted under the Decree of September 6th.

The alkaloid content of the raw opium imported during the years 1924 and 1925 ranged from 10 to 19 per cent.

The recorded imports and exports during 1924 and 1925, whether of opium or its derivatives, or of cocaine, do not call for special comments. Exports of hydrochlorate of diacetylmorphine, amounting in 1924 to 60 kgs., of which 58 kgs. were exported to Switzerland, fell in 1925 to about 2 kgs. exported to Germany.

Chosen (1924).

No laws, orders and regulations concerning the traffic in opium and other dangerous drugs were issued, amended or abolished during the year 1924.

The policy of not permitting the import of raw or prepared opium and of not granting permits for the importation of dangerous drugs from foreign countries was maintained. Drugs necessary for medical and scientific use are allowed to be imported from Japan proper.

Only those holding a special licence are allowed to produce opium and then only provided the opium produced is sold to the Government at prices varying according to the morphine content of the opium. The opium thus taken over by the Government is sold to specially appointed manufacturers of drugs. The Taisho Seiyaku Kabushiki Kaisha (Taisho Drug Manufacturing Co., Ltd.) is the only manufacturer at present holding such a permit in Chosen. The area under poppy cultivation was 818 acres, which yielded a total production of 1,181 kgs. (with an average morphine content of 10.36%), showing an average yield per acre of 1.443 kgs. The area under cultivation shows a decrease of 83 acres compared with the figures for 1923, whilst the total production shows a decrease of 211 kgs. as compared with the figures for 1923. During the year 1,831 kgs. of opium were used for the manufacture of morphine, tincture of opium and Dover powder. There was neither cultivation of coca nor importation or manufacture of cocaine. The smoking of prepared opium is absolutely prohibited in Chosen.

Opium and other narcotics continue to be smuggled into the districts adjoining China and Siberia.

Danzig (1924).

In 1924 two laws and regulations on the traffic in opium and other dangerous drugs were promulgated in the territory of the Free City of Danzig.

No difficulties have been experienced in the application of the import certificate system. There are no factories producing morphine, medicinal opium or other dangerous drugs and there are no factories in which cocaine is either extracted from coca leaves or refined from crude cocaine.

Falkland Islands (1925).

An Ordinance (No. 8 of 1925) was passed on November 20th, 1925, giving effect to the provisions of the Dangerous Drugs Convention, 1925.

Federated Malay States (1924).

No new legislation has been passed or regulations issued during the year. The Annual Report of the Commissioner of Trade and Customs will be forwarded to the Secretariat as soon as it is ready.

According to the 1921 Census, there are 298,566 male Chinese over 20 years of age resident in the Federated Malay States; the total amount of prepared opium sold for consumption during the year was 38,771 kgs.

Smokers are not registered, but at each retail shop a register is kept in which is entered the name, address, nationality or tribe and occupation of each customer. By this means the smoking public will become gradually accustomed to the idea of registration and the complete scheme may be introduced later with little difficulty.

The revenue derived from the sale of prepared opium during the year 1924 was \$10,632,135, which is 15 per cent of the total revenue of the Federated Malay States.

There is no production of opium and the coca plant is not grown in the Federated Malay States.

Formosa (1924).

No laws or ordinances concerning the traffic in opium and other dangerous drugs were promulgated or amended during the year 1924. The import certificate system was enforced without difficulty. Raw opium is not produced in or exported from Formosa. The raw opium imported is used by the Monopoly Bureau of the Government entirely for the manufacture of prepared opium, which is sold exclusively to licensed opium-smokers.

At the end of 1924 there were in Formosa 28,466 Chinese and 3,778,556 Formosans; the total number of licensed opium-smokers (Formosans) was 37,286.

There was no manufacture of morphine, medicinal opium and other medical preparations.

The prepared opium consumed during the year amounted to 41,230 kgs. and the retail price remained the same as the preceding year, namely, 117 yen per kg. for first-class opium, 87.60 yen per kg. for third-class opium.

There was no importation of crude or refined cocaine or coca leaves. The area under coca plant cultivation was 684 acres.

No particulars are given as to the quantity of coca leaf grown or as to the quantity of any of the crude cocaine, or refined cocaine exported.

Greece (1924).

During the year the traffic in opium and other narcotics was carried on in conformity with the new law, which permits of the import of narcotics only on the authorisation of the Minister, acting on the recommendation of the Health Council.

The imports of narcotics into Greece fell considerably short of the actual figures of consumption as established by the Pharmaceutical Association. The surplus opium consumed was obtained from opium manufactured in Greece. Narcotics were obtained from stocks already on the market and representing German reparation deliveries.

There were no imports of opium recorded. Narcotics imported seem to be limited to drugs for medical requirements in the country. No account is apparently taken of imports of opium destined for re-export.

Although Greece is a producer of raw opium, the report does not contain any statistics of production, trade in or export of raw opium from Greece during the year 1924.

Hong-Kong (1924).

The Opium Amendment Ordinance (1924) was passed on August 29th, 1924, for the purpose of further restricting dealings in raw opium. This Ordinance makes it illegal, except under licence from the Governor, to deal in raw opium in any way whatever, and this prohibition extends to transactions which are carried out in another country by a resident in the Colony.

The sales of Government opium during the last quarter of 1924 showed a reduction of about 25 per cent in all districts, while in one district the decrease was 50 per cent. This marked decrease coincides with the appearance on the market of a bountiful crop of Chinese opium. Prepared opium of superior quality was smuggled in large quantities from Amoy and was sold at a very cheap price, from \$3 to \$5 a tael, whilst the selling price of Government-prepared opium, which remained the same throughout the year, was \$14.50 per tael.

The only opium imported into Hong-Kong is that directly purchased from the Government of India, and all of it is used for the manufacture of prepared opium in the Government factory.

The revenue derived from opium, after deducting expenses of purchase and administration, amounted to \$4,459,756, which represents 18.42 per cent of the total revenue of the Colony.

Rewards amounting to \$88,195 were paid to informers during the year in connection with opium and drug cases.

There is no manufacture or export of morphine, heroin, medicinal opium, cocaine or other medicinal preparations, and no opium was exported.

Whilst comparatively little Chinese raw opium was seized, constant seizures were made of Chinese prepared opium, and evidence was obtained of illicit opium being consumed in clandestine divans in appreciable quantities.

The estimated importations of morphine and salts for medical purposes amounted to 126 ozs., and 11,904 ozs. were confiscated during the year; 37 ozs. heroin were imported and 5,280 ozs. confiscated; 62 ozs. of cocaine were imported and 2,000 ozs. confiscated.

Of the 586 chests of opium transhipped during the year, 424 chests were Persian opium, of which 300 chests were taken by Keelung, 120 by Dairen, and 4 chests by Canton; of the 150 chests of Benares opium transhipped, 100 chests were destined for Macao, the remaining 50 for Kobe; the balance of the opium transhipped was Turkish opium destined for Tokio.

India (1924).

During the year two steps of far-reaching importance were taken in connection with the opium policy. In the first place, the Government of India decided not to allow exports of opium to consignees in non-Asiatic countries other than the United Kingdom. In the second place, with a view to counteract the smuggling of Afghan opium into India, the bringing of opium by land into British India from any country situated on the land frontier of India was prohibited from November 24th, 1924. The Government of India also examined with the Provincial Governments the internal opium policy with reference to (1) the co-ordination of policy in regard to the fixing of the sale price; (2) the necessity of special measures to reduce consumption; and (3) investigation of the extent to which the practice of administering opium to babies and children to keep them quiet prevails in each province.

The total number of chests exported during the year amounted to 8,092. The principal destinations and consignments were 3,000 chests of 140 lbs. each to the Straits Settlements, 1,500 to Siam, 1,355 to French Indo-China, 891 to Bushire, 300 to the Netherlands East Indies, 240 to Hong-Kong, 100 to Macao. 545 chests of 160 lbs. each were shipped to the High Commissioner for India in London for disposal for strictly and *bona fide* medical purposes.

The import certificate system adopted since January 1923 has worked easily in the case of exports, and the slight difficulty experienced at the outset regarding imports has now been overcome.

The cultivation of the poppy is confined, except for a few wild and inaccessible regions, to the area which supplies the Government Opium Factory at Ghazipur in the United Provinces, where it can only be cultivated under licence.

In British India, during the official year April 1923-24, 133,500 acres were under poppy cultivation, yielding some 2,122,000 lbs. of opium, to which are to be added the 9,306 lbs. produced during the year under report in the Punjab Hills, where the area under poppy cultivation measures 1,694 acres.

The use of prepared opium for smoking continues to be discountenanced in every possible way by the Government of India. The import of prepared opium into Burma is prohibited, but its manufacture and use are not forbidden. Those who desire to smoke must prepare it themselves, and no statistics are available showing how much of the raw opium consumed in Burma was consumed in the form of prepared opium. The sale of prepared opium being prohibited, there is no revenue derived directly from it. The revenue derived from opium, which is subsequently prepared by consumers themselves, cannot be estimated. The number of Chinese consumers of opium in Burma is estimated at 16,988, whilst the number of registered Burmese consumers, which in 1912 amounted to 14,049, has fallen in 1924 to 1,144.

During the year a further advance in policy was made by the Burmese Government, all smokers being required to declare and register themselves as such, the manufacture and possession of prepared opium by unregistered persons being declared illegal.

The only manufacture of opium derivatives is that conducted at the Government Opium Factory, where the principal alkaloids manufactured during the year November 1923-October 1924 were morphine hydrochlorate 424 lbs., and morphine hydrochlorate crude 4,050 lbs., which were all shipped to the High Commissioner for India, London, for disposal for strictly and *bona fide* medical purposes. Methods for improving the accuracy of statistics relative to consumption are under discussion.

The coca plant is not grown in India and there is no manufacture of cocaine.

The consumption of hemp drugs is controlled on lines very similar to those applied to opium. The plant grows wild in India and there is no Government factory. The drugs are stored after collection in Government depots and issued to licensed vendors under conditions closely analogous to those under which opium shopkeepers work. In addition to *bhāng* and *ganja* made from native products, *charas* is imported overland from Central Asia (Yarkand); these imports are controlled as closely as the native production.

Indo-China (1924).

No new regulations were introduced during the year 1924. The system of import and export certificates has been regularly applied in Indo-China since the promulgation of the Decree of June 23rd, 1922.

The quantity of opium seized during the year amounted to some 4,602 kgs., which is considered to be but a trifling proportion of the opium which penetrates by fraud into the colony.

The report repeats its statement that it is impossible to combat smuggling effectively and that smuggling exists on a large scale, Indo-China having over 5,000 kilometers of common frontiers with opium-producing countries.

The purchases of raw opium within the country during the year amounted to 22,454 kgs., or some 6,822 kgs. less than during the previous year.

Imports of raw opium which are solely on behalf of the Monopoly and all come from British India amounted to 122,850 kgs., or 108,293 kgs. less than during the previous year. Purchases continue to be made solely from British India despite the advantageous conditions under which Persian opium could be purchased. Whilst a decrease in the licit consumption of prepared opium in the five provinces of Indo-China of 7,426 kgs. is recorded, it is recognised that the clandestine consumption has increased in a much greater proportion, contraband opium being at the disposal of smokers in abundant quantities and at very low prices.

During the year the Indo-Chinese Regie offered for sale in the five provinces of the Union 66,492 kgs. of prepared opium and 37,800 kgs. of raw opium. In addition, 780 kgs. of prepared opium were offered for sale in the province of Kwang-Chow-Wan, where the sale price of Monopoly opium had to be slightly lowered on account of the influx of contraband opium from the Chinese provinces of Kwang Tung, Kwang Si and Yunnan. Elsewhere the sale price of prepared opium was not changed in 1924.

Smokers are not obliged to provide themselves with a special licence or to register. It would be difficult to impose such an obligation on the natives in a country in which civil administration is still in embryo. It would be ineffective and even dangerous, as it would encourage the present clients of the Regie to address themselves in preference to clandestine purveyors.

No information is given as to the revenue derived from the sale of prepared opium and the proportion it bears to the total revenue of the country.

Italy (1924).

The regulations concerning the traffic in narcotics came into force on June 1st, 1924, and the report accordingly contains statistics for the period when the regulations were enforced, *i.e.*, for the second half of 1924 only. The importation of raw opium during the half-year amounted to some 1,321 kgs., of which some 511 kgs. were imported from Greece. The recorded transit of opium amounts to 5,710 kgs., of which 1,427 kgs. is stated to be of Greek origin, whilst the balance, *i.e.*, 4,283 kgs., was of Turkish origin.

The Ministry of the Interior requires a special licence for each individual consignment of the substances to which the regulations apply in the case of import, export and conveyance in transit.

Japan (1924).

No new laws or regulations were promulgated during the year. No difficulties were experienced in the application of the import certificate system. 1,094 acres of land were used for the cultivation of the poppy, which yielded 3,336 kgs. of opium, having an average morphine content of 13.1129 per cent.

The raw opium (all Turkish) imported during the year amounted to some 10,775 kgs.; 4,912 kgs. came from Marseilles and 5,863 kgs. from Constantinople. The quantity used for the manufacture of drugs amounted to some 17,037 kgs.

1,886 kgs. of morphine salts were manufactured (equal to 1,433 kgs. of morphine), of which 1,466 kgs. were used for the manufacture of heroin, dionin and other drugs. Exports of morphine hydrochloride, whether as morphine or contained in drugs, amounted to less than 3 kgs. Of the 1,481 kgs. of heroin manufactured, less than 1 kg. was exported.

Preparations representing in terms of weight 2,901 kgs. of medicinal opium were imported. 655 kgs. of medicinal opium were manufactured; there were practically no exports of it.

The coca plant is not grown in Japan and there was no import of either cocaine hydrochloride or preparations containing cocaine. 1,024 kgs. of crude cocaine were imported from Germany and South America and used for the manufacture of salts of cocaine; of this some 1,479 kgs. were manufactured during the year. This shows a decrease of 1,834 kgs. on the preceding year.

Kwantung Leased Territory (1924).

The Kwantung Opium Ordinance prohibits opium-smoking in the territory, except for addicts to whom permits have been issued after medical examination by the competent officials.

Poppy cultivation is prohibited. Imports of opium are made under import certificates issued by the Governor of Kwantung Leased Territory. Imports amounted to 8,640 kgs., all from Persia, destined for the manufacture of prepared and medicinal opium, as against a total importation of 14,545 kgs. during the preceding year.

The quantity of raw opium sold for the manufacture of prepared opium amounted to 17,328 kgs. No information is given as to the actual amount of prepared opium manufactured or sold.

The retail price of prepared opium was yen 91.32 per kg. as against yen 110 during the previous year.

The Chinese population of the territory at the end of December 1924 was 638,020.

The coca plant is not grown in Kwantung and neither crude cocaine nor coca leaves were imported into the territory during the year.

Netherlands (1924).

No alterations were made in the legislation concerning opium and other dangerous drugs during the year.

Import and export certificates have not yet been made compulsory and the former are only issued when they are required by the country of origin in connection with exportation.

The amendment to the Opium Law, which had been prepared with a view to the general application of the import certificate system, has been deferred on account of the changes which will probably have to be made as a result of the 1925 Convention.

The use of prepared opium is confined to the Chinese population and is insignificant. At Rotterdam there are about 800 Chinese and at Amsterdam between 200 and 300.

Some 4,955 kgs. of raw opium were imported during the year, of which 4,691 were imported from Turkey, as compared with a total importation of 12,978 kgs. in the preceding year.

The importation of morphine and salts of morphine amounted to 262 kgs. as against 261 during the preceding year. Exports amounted to 576 kgs., of which 224 and 308 kgs. were exported to Germany and Switzerland respectively. 931 kgs. of cocaine and salts of cocaine were exported — 298 kgs. to Switzerland, 228 kgs. to Great Britain and 114 to France — showing a decrease of 226 kgs. as compared with the exports for the preceding years.

Netherlands East Indies (1924).

Owing to a change in the administrative areas of the islands of Celebes, the Ordinance of August 8th, 1924, made certain alterations in the Opium Regulations for the provinces of Celebes and dependencies and Menado.

The import certificate system has given rise to no difficulties.

But for an increase in the illicit imports, ascribed mainly to the large quantity of opium in China available for export and to the considerable difference between the price of monopoly opium in the Netherlands Indies and that of opium on sale in unlimited quantities in the various South China ports, the general situation has undergone little change in 1924.

The total quantity of opium seized — raw, prepared and medicinal opium, morphine, etc. — reduced to good-quality prepared opium, amounted to more than 616 kgs., of which over 565 kgs. were non-monopoly products.

In 1924, 18,528 kgs. of raw opium were imported at Tandjoeng Priok (Batavia) from British India ; it was consigned exclusively to the Government for the use of the Monopoly. No other opium was lawfully imported.

The total amount of prepared opium sold in 1924 was 50,341 kgs., as compared with 53,534 kgs. in the previous year. The sale price varied between 18 fls. and 30 fls. per tael, averaging 27.06 per tael.

The gross revenue derived from opium in 1924 was fls. 35,296,031.12, *i.e.*, 5 per cent of the gross revenue. The net revenue derived from opium was fls. 30,985,304, or over 6.3 per cent of the net revenue. By net revenue is meant the yield after all direct expenses have been deducted. Indirect expenses, such as the cost of the police and other similar items, have been disregarded.

No opium is produced and no morphine, medicinal opium or other raw opium preparations were manufactured during the year.

Excluding plantations along roads, in the form of hedges, etc., the total area of coca plantations in the Netherlands East Indies was 2,112 hectares in 1924, whilst the total amount of coca leaf produced was 1,071,485 kgs. Of the coca leaf exported, 791 tons were shipped to the Netherlands, 274 tons to Japan and the remaining 53 tons to Germany.

There are no cocaine factories in the Netherlands East Indies.

Palestine (1924).

Palestine adhered to the International Opium Convention on August 21st, 1924. Previous to this date, as the Mandate for the country contemplated accession to the Convention, the Palestine Government had during the past few years made its legislation, regulations and procedure in respect of the dangerous drugs conform as far as possible to the terms of the Convention.

During the year no new legislation came into force, but an Ordinance is being prepared to provide for the control of the cultivation, importation, exportation and possession of certain dangerous drugs.

The import certificate system has been in force since September 1922.

The only difficulty of control mentioned in the report is in the case of drugs arriving by letter post.

Poland (1924).

During the year regulations were made to enable the Customs authorities to extend their supervision of the importation of narcotic substances and preparations over the whole of the Polish Customs territory, including the Free City of Danzig.

Poland produces no raw opium and during the year none was imported or exported. There are no establishments for manufacturing morphine or converting it into heroin, etc.

The total amount of hydrochlorate of morphine imported as such was 289 kgs., excluding transit. During the year 2,112 kgs. of medicinal opium were imported as compared with 1,263 kgs. during the preceding year.

No crude cocaine was imported and there exists no establishment for the manufacture of cocaine in Poland.

The total amount of hydrochlorate of cocaine imported was 69 kgs. and no licences were issued to import products containing cocaine.

Portugal (Macao) (1924).

The only place in Portuguese territory where opium is consumed and sold is Macao. The permanent Chinese population as well as the floating population increased considerably during the year as a result of the political disturbances in the neighbouring districts. The permanent population is not less than 120,000. The prepared opium consumed in the Colony during the year amounted to 5,438 kgs.

During the year a three-years contract was signed with the concessionaire or farmer of the State Monopoly for the exploitation of and trade in opium in the Colony. The contract, which is subject to the regulations already in force, fixes the amount of opium to be imported for preparation and sale at 360, 330 and 300 chests respectively for the three ensuing years.

261 chests of opium were imported during the year.

Some 37 cases of prepared opium were exported to Paraguay. The re-exports of raw opium (in transit) destined for Paraguay amounted during the year to 175 chests.

The quantity of opium (120 cases) destined for exportation was sent to countries which have not prohibited the importation of opium and whose consular authorities issue import licences.

Sarawak (1924).

Under Order XLVII, 1924, the rights under the Sarawak " Farms Syndicate " system are transferred to the Government. This Order, which vests in the Government as a Government Monopoly the internal regulation of the manufacture, sale, distribution, use, etc., of opium, came into force on July 1st, 1924.

The manufacture is centralised in one Government factory in Kuching. Prepared opium is distributed from this factory to Government retail shops, looked after by Asiatics on fixed salaries and under supervision of European Government officers. No commission on sale is paid.

Suppression of opium-smoking has not been attempted. Opium-smoking in Sarawak is practically confined to the Chinese. A few exceptions are Malays or Dyaks married to Chinese.

The retail price of Government Monopoly prepared opium, of which 2,611 kgs. were consumed, was \$8 per tael. The net revenue derived from opium, which amounted to \$300,816.13, was equal to 7.29 per cent of the total revenue of the State.

Smokers are registered and numbered 4,724 at the end of the year.

Siam (1923).

On January 1st, 1923, the Harmful Habit-forming Drugs Law, B.E. 2465 (A.D. 1923), together with the Ministerial Regulations issued under that law, were brought into force all over Siam, placing the control of habit-forming drugs, including medicinal opium, under the single authority of the Minister in charge of the Public Health Administration. The salient feature of the new law is that drugs controlled by the law can only be imported into Siam by the Department of Public Health and, after importation, can only be purchased from that Department under licence. The import certificate system was brought into force at the same time as the new regulations and has worked smoothly since its introduction.

No new points of importance have arisen in relation to the administration of the law, except in the case of violations by subjects of those countries which still possess extra-territorial rights. In some cases the penalties imposed by certain Consular Courts have been very small compared with the penalties which would have been imposed if the accused had been tried and convicted in a Siamese Court. This has had a tendency to encourage smuggling and illicit selling of drugs.

Apart from the use of prepared opium and dross, practically nothing is known of the prevalence of the drug habit in Siam. There exists a certain amount of illicit traffic in morphine and heroin from China in the form of secret preparations for the cure of the opium-smoking habit. Of the 1,603 chests of opium supplied during the year by the Government of India, three chests constituted a trial consignment of a new opium, having a consistency of 91° instead of 71° and corresponding to the type of opium which the Government of India recommended in 1922 should be supplied to Siam.

The total amount of prepared opium sold for consumption in the calendar year 1923 was 50,779 kgs., which was retailed at prices varying from 5.40 ticals to 15 ticals per tamlung (one tamlung = 37.5 grammes). Chinese residents in the country numbered 260,194. The number of those addicted to opium is not known, and cannot be known until a system of registration of opium-smokers is enforced.

There is neither manufacture of morphine, heroin or cocaine, nor is opium or the coca leaf grown.

Siam (1924).

During the year codein, which previously had been scheduled as an exempted drug, was included under those harmful habit-forming drugs controlled by the Harmful Habit-forming Drugs Law, as there was evidence to show that it was imported as a "cure for the opium-smoking habit" and was replacing that habit. The import certificate system continues to work smoothly.

Seizures effected show that most of the illicit opium, both raw and prepared, entered Siam from the North. It is probable that a large part of the opium smuggled into Siam is produced in the Shan States. Of the 816 kgs. of prepared opium seized, 422 kgs. were accounted for in the three northern circles, whilst 251 kgs. were seized on vessels coming into the Port of Bangkok from Hong-Kong, Swatow and Singapore. Of the 522 kgs. of raw opium seized, 345 kgs. were seized in the North and 30 kgs. on various vessels arriving from Hong-Kong, Swatow and Bombay.

The total amount of prepared opium sold for consumption during the year 1924 was 51,589 kgs., showing, as compared with the preceding year, an increase of 810 kgs. The retail price remained the same as in the previous year, varying from 5.40 to 15 ticals per tamlung (1 tamlung = 37.5 grammes). There is no licensing or registration of smokers with the exception of those who are allowed to smoke outside the dens; these during the year 1923-1924 numbered 1,189.

During the year the actual revenue from opium amounted to 17.67 per cent of the total actual revenue. There is neither production of opium or coca leaf nor manufacture of any of their derivatives in Siam.

Straits Settlements (1924).

During the year there was no new legislation affecting opium or dangerous drugs, nor were there any actual changes in administrative arrangements concerning opium. The Government decided that it would take over direct control of the retail sale and distribution of opium at the beginning of 1926 or as soon as possible thereafter. Notices were served on

all holders of licences to retail prepared opium, whether for consumption on or off the licensed premises, warning them that no further licences would be issued after December 1925.

The total quantity of opium imported was 3,103 chests (= 211,128 kgs.), as compared with 2,279 chests in 1923 (weighing 154,896 kgs.). One hundred of these chests were Persian opium, which was subsequently exported to Sarawak (5 chests in 1924 and the rest in 1925) for the use of the Government there. Transshipments of opium during the year totalled 2,834 chests, of which 1,250 chests were destined for Saigon, 1,500 chests for Bangkok and 84 chests for Sandakan.

Whilst the imports for the year are in excess of those for the preceding year, the amount of raw opium cooked at the Government Factory during the year amounted to 2,568 chests, yielding 102,533 kgs. of prepared opium, as compared with 2,762½ chests cooked in 1923. In addition to the chandu manufactured in the Government Factory, some 3,559 kgs. of chandu were recovered from seizures.

Retail prices remained the same as for the preceding year.

The amount of chandu sold for consumption in the Colony was 44,721 kgs., or 5,525 kgs. less than in 1923.

The revenue derived from the sale of prepared opium, including licence fees — some \$11,641,850, represented 40.65 per cent of the total revenue of the Colony. The actual net revenue — not including \$77,394 derived from opium licence fees — was \$11,564,456, showing a deficit of \$2,435,544 as compared with the estimate of \$14,000,000. The deficit is in the main due to sales being affected by the smuggling of illicit chandu from China.

The total Chinese population was 498,547 in 1921, date of the last census, and the number of Chinese males over 21 years of age at that time was estimated at 247,846.

There is no production of raw opium in the Colony; the coca plant is not grown in the Straits Settlements, which does not manufacture morphine, heroin, medicinal opium or cocaine.

Swaziland (1925).

During the year the Swaziland Opium and Habit-forming Drugs Regulation Proclamation of 1922 was amended by Proclamation No. 6 of 1925. No difficulties have arisen or are likely to arise in regard to the import of drugs into or the export of drugs from the territory. It is intended later to forward a single memorandum descriptive of the production and traffic in Indian hemp throughout the British Colonies, Protectorates, etc.

Unfederated Malay States (1924).

Johore.

The only legislation during the year was that contained in Enactment 4/1924 amending the Deleterious Drugs Enactment 1919. This amending Enactment provides for punishment of offences against the laws of other countries which have signed the International Opium Convention.

The first steps were taken to introduce an important change in administrative arrangements, whereby the retail sale of prepared opium for smoking is to be transferred from licensees to the Government.

The total amount of prepared opium consumed was 12,355 kgs., and the retail price was the same as in 1923.

The revenue derived from the sale of prepared opium was \$3,258,029, and fees for licences amounted to \$84,494, making a total of \$3,342,523. Deducting the cost of the Department, amounting to \$40,414, the net revenue was \$3,217,615, which represents 29.39 per cent of the total revenue of the State.

Kedah and Perlis.

The amount of opium consumed in Kedah for the year shows an increase of 17 per cent as compared with 1923. In Perlis the amount consumed was some 148 kgs. more than the amount consumed in the previous year. Increases were due to the influx of Chinese following the revival in the tin and rubber industries and general improvement in trade. In Kedah, with an adult Chinese male population numbering, according to the 1921 census, 40,017, and where it is estimated that 10,000 Malays smoke opium, the total amount of opium sold for consumption during 1924 was 7,144 kgs. and in Perlis 695 kgs.

The proportion of opium revenue — *i.e.*, gross revenue, less cost of purchase of chandu, no allowance being made for cost of administration — was 34.55 per cent in the case of Kedah and 35.85 per cent in that of Perlis.

Kelantan.

Sales of prepared opium amounted to 1,566 kgs. The revenue derived from the sale of opium was \$325,011.03, or 22.85 per cent of the total revenue.

Trengganu.

With the total amount of prepared opium consumed amounting to 1,055 kgs., which was retailed at the same price per tael as during the year 1923, the revenue derived amounted to \$219,666 as against \$263,717 in 1923 and represented 28.2 per cent of the total revenue.

Brunei.

The total amount of prepared opium consumed during 1924 was 336 kgs., as compared with 225 kgs. in 1923. This increase is due : (a) to influx of Chinese labour from Labuan, Sarawak and British North Borneo into the Belait District; (b) to the redemption of the Opium Monopoly in the District of Muara formerly held by His Highness the Rajah of Sarawak. Sales of prepared opium in the Muara district were not taken into account in the reports for 1922 and 1923.

The revenue derived from the sale of prepared opium in 1924 was \$58,363, or 22.7 per cent of the total revenue of \$257,474.

Union of South Africa (1925).

No new legislation was introduced affecting the traffic in opium and other habit-forming drugs, nor were there any rules or regulations issued in this connection during the year 1925.

The import certificate system is working satisfactorily.

Three certificates were issued for the exportation to London of 10,584 lbs. of dagga.

PART I.

I. RAW OPIUM STATISTICS

(Weight given in kilogrammes throughout)

This table gives countries whose imports amount to 500 kilogrammes or over.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (*)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
BELGIUM	1920													
	1921													
	1922	421		421		nil	421			802			7,684	
	1923	5	France	322	322		nil	322			105	217		7,684
		57	Turkey											
		260	Greece											
	1924	325	Greece	597	597		nil	597			30	567		7,684
159		Turkey												
88		Germany												
	25	Other countries												
1925	400	Greece	562	562		nil	562			nil	562		7,684	
	100	Turkey												
	62	France												
BRITISH NORTH BORNEO	1920	12,364	India	17,136		nil	17,136			nil	17,136		258	
		4,772	Persia											
	1921													258
	1922	4,364	India	5,955	5,955		nil	5,955			nil	5,955	nil	258
		1,591	Persia											
	1923	7,563	India	14,372	14,372		nil	14,372			nil	14,372	nil	258
6,809		Persia												
1924	6,108	India	6,108	6,108		nil	6,108			nil	6,108	nil	258	
CEYLON	1920												4,504	
	1921	5,115	India	5,115		nil	5,115			nil	5,115	nil	4,504	
	1922	3,268	India	3,268		nil	3,268			nil	3,268	nil	4,504	
	1923	1,636	India	1,636		nil	1,636			nil	1,636	nil	4,504	
	1924	nil		nil	nil		nil	nil		nil	(*)	nil	4,504	
DANZIG	1920													
	1921	175		175		nil	175			nil	175		340	
	1922	673		673		nil	673			nil	673		340	
	(*) 1923	2	Germany	2	2	nil	2			nil	2	4	340	
	1924	39		39	39		nil	39		nil	39		340	

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
FRANCE (2)	1920	900	Great Britain	9,500		nil	9,500			2,200	7,300		39,402	
		1,600	Greece											
		6,800	Turkey											
		200	Other countries											
	1921	300	Denmark	7,100		nil	7,100	500	Great Britain	1,700	5,400		39,402	
		400	Great Britain											
		3,000	Greece											
	3,400	Turkey												
	1922	500	Great Britain	9,800		nil	9,800	1,700	Norway	2,400				39,402
		1,100	Germany											
300		Italy												
1,000		S. C. S. Kingdom												
1,300		Greece												
5,100		Turkey												
300	India													
1923	200	Other Asiatic countries	7,200		nil	7,200	646	Switzerland	774	6,426			39,402	
	300	Great Britain												
	100	Germany												
	100	Belgo-Luxemburg Economic Union												
	200	S. C. S. Kingdom												
	1,400	Greece												
	4,800	Turkey												
300	Other Asiatic countries													
1924	300	Great Britain	59,882		nil	59,882							59,857	
	100	Germany												
	100	Belgo-Luxemburg Economic Union												
	200	S. C. S. Kingdom												
GERMANY	1920		Turkey	59,882		nil	59,882					(5) 86,200	59,857	
	1921	59,882	Turkey	59,882		nil	59,882							
	1922													
	* 1923													
* 1924														
GREAT BRITAIN .	1920													
	1921	18,293	Turkey	26,437		nil	26,347	(6) 4,645	Turkey	7,124	19,313	(7) 29,749	(8) 47,350	
	7,498	Greece												
		646	Persia					504	Canada					
								445	Spain					
								263	Egypt					
								1,267	Other countries					

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14				
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands				
GREAT BRITAIN (continued)	1922	kgs.															
		61,643	Turkey	64,219		nil	64,219	11,169	Persia	21,992	42,227	61,753	(10) 44,200				
		1,365	Europe		U.S.A.												
	906	Persia	Spain														
	1923	1	India	65,076		nil	65,076	5,725	U.S.A.	10,914	54,162	49,989	(10) 44,200				
		304	Kind unknown		Persia												
					Australia												
	1924	2		61,722		nil	61,722	2,827	Other countries	8,318	53,404	51,898	(10) 44,200				
									2,159					Russia			
841		Europe	U.S.A.														
GREECE	1920	26,768	Turkey	2,443		3,600	3,776	3,791			1,870			2,908			
		298	Persia						250						3,600	3,776	432
	33,815	India					305	S. Salvador		nil	3,776			2,908			
							275	Brazil									
	1921	7,097						214	U. South Africa								
1922	176						104	Chile									
1923							162	Australia									
1924							876	Other countries									
HONG-KONG . . .	1920	2,443		2,443		3,600	3,776	121	Great Britain	86,830	16,545	nil	660				
		6,788	India		103,375									nil	103,375	41,891	Macao
		31,060	Turkey														
		Persia	19,647	19,647		Macao											
1921	13,481	India															
1922	26,297																
1923	9,454																
1924	18,907																
	15,998																

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
INDIA.	1920				62,571	549,818	549,818	196,524 184,440 108,120 11,194 3,816 11,448 33,771 60,420 — 57,240 — 2,226	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	669,199		(11) 4,481	319,075
	1921				46,964	526,838	526,838	191,436 146,280 108,120 15,264 4,452 7,632 27,984 105,258 5,406 9,540 — —	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	621,372		(11) nil	319,075
	1922				47,730	684,773	684,773	115,752 114,480 104,940 3,816 3,816 9,540 31,800 108,120 17,999 3,180 3,498 —	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	516,941		(11) 150	319,075

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14		
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands		
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.			
INDIA (continued)	1923				(¹²) 57,823	(¹²) 858,038	858,038	133,560 57,240 101,760 5,342 1,908 15,264 15,264 189,210 6,360 9,540 7,950 —	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	543,398	314,640	(¹¹) 590	319,075		
	1924				(¹³) 54,708	(¹³) 968,678	968,678	(¹⁴) 39,621 190,800 19,080 95,400 5,342 954 15,264 6,360 86,178 56,668 3,180 763 55	England Straits Settlements Neth. E. Indies Siam B. North Borneo Ceylon Hong-Kong Macao Indo-China Bushire Japan Sarawak Other countries	519,665	449,013	(¹¹) 20,330	319,075		
INDO-CHINA . . .	1920	1,048	China India	118,248		6,000	124,248			nil	124,248		20,000		
		117,200										nil	340,330		20,000
	1921	335,630				335,630		4,700	340,330			nil	128,999	nil	20,000
	1922	127,314				127,314		(Average 10 years) 1,685	128,999			nil	260,419	nil	20,000
	1923	231,143				231,143		(¹⁵)				nil	145,304	nil	20,000
ITALY	1922	305				(¹⁵)							38,835		
	1923												38,835		
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.)	(¹⁶) 1924	1,321								3			38,835		
	1920	197,460		197,460	442	3,714	201,174				201,174		77,674		
	1921	7,187 18,821 3,074 2,691 9,867 15,907 7,991	United States Turkey France Hong-Kong India Persia England	65,538	1,160	7,619	73,157				73,157	(¹⁷)	77,674		

1922
1921

1922
1921

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kg.	kg.	
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.) . . . (continued)	1922	4,530	France	78,880	813	5,305	84,185					(18)	77,674
		13,157	Asiatic Turkey										
	19,345	European Turkey											
	7,386	United States											
	23,235	Persia											
	3,636	India											
	7,591	England											
	2,208	New York											
	43,621	Constantinople and European Turkey											
	1923	1,144	Hamburg										
8,073		Marseilles											
3,901		Asiatic Turkey											
10,800		India											
1924	25,345	Persia	42,001	774	4,517	46,518	nil	nil	nil	46,518	18,868		77,674
	4,912	France											
	5,863	Turkey											
	30,500	Persia											
		726	Great Britain										
CHOSEN (Korea)(22)	1920				60	155	155				155		17,264
	1921				455	2,721						1,409	17,264
	1922	nil		nil	447	1,659	1,659			nil	1,659	1,393	17,264
	1923	nil		nil	365	1,392	1,392			nil	1,392	(23) 1,638	17,264
	1924	nil		nil	331	1,181	1,181			nil	1,181	1,831	17,264
FORMOSA (24) . . .	1920	8,189	Hong-Kong	158,781	6	84	158,865				158,865	(24) 36,445	3,655
		8,776	India										
		21,945	Persia										
		31,111	England										
	88,760	U.S.A.											
	1921	7,991	Great Britain										
3,636		U.S.A.											
		15,907	Persia										
		9,867	India										
		2,691	Hong-Kong										

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
FORMOSA (22) . . . (continued)	1922	kgs.											
		3,636	India	67,802	nil	67,802	nil	67,802	nil	67,802	nil	67,802	nil
	22,035	Persia											
	10,904	Asiatic Turkey											
	7,591	England											
	19,345	European Turkey											
4,291	U.S.A.												
1923	10,800	Persia	60,223	nil	60,223	nil	60,223	(19) 3,888	56,335	(25)	3,655		
	34,722	European Turkey											
	3,901	Asiatic Turkey											
1924	10,800	India	32,586	nil	32,586	nil	32,586	nil	32,586	nil	3,655		
	31,860	Persia											
KWANTUNG (22) . .	1920	726	Great Britain	8,100	8,100	nil	8,100	nil	8,100	8,100	687		
		8,100	Persia										
	1921	14,545	Turkey	1,200	nil	1,200	nil	1,200	nil	1,200	nil	687	
		1,200	Persia										
	1922	14,545	Persia	14,545	nil	14,545	nil	14,545	(19) 2,235	12,310	(25)	687	
		14,545	Persia										
1924	8,640	Persia	8,640	nil	8,640	nil	8,640	nil	8,640	687			
	8,640	Persia											
MACAO	1920	(24) 40,320	India via Hong-Kong	40,320	nil	40,320	40,320	nil	40,320	74			
		40,320	India via Hong-Kong										
	1921												
	1922												
	1923												
1924	6,360	India	16,600	nil	16,600	nil	16,600	7,632	8,968	120			
	2,608	Kwan Chu-Wan											
1924	7,632	Persia	16,600	nil	16,600	nil	16,600	7,632	8,968	120			
	7,632	Persia											
NETHERLANDS . . .	1921	68	Germany	4,886	nil	4,886	4,886	1,920	Danzig	2,806	2,080	7,030	
		309	Great Britain										
	2,634	Greece	4,886	nil	4,886	4,886	795	Germany	2,806	2,080	7,030		
	1,875	Turkey											
1922	39	Great Britain	3,714	nil	3,714	3,714	863	Germany	1,103	2,611	7,030		
	530	Greece											
1922	3,145	Turkey	3,714	nil	3,714	3,714	206	Great Britain	1,103	2,611	7,030		
3,145	Turkey												
1922	3,145	Turkey	3,714	nil	3,714	3,714	34	Neth. E. Indies	1,103	2,611	7,030		
3,145	Turkey												

(Weight given in kilogrammes throughout)

I. RAW OPIUM STATISTICS (continued)

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
NETHERLANDS . . . (continued)	1923	7	Curaçao	12,978		nil	12,978	255	Great Britain	403	12,575		7,213	
		234	Germany		143									Germany
	30	Great Britain	5			Neth. E. Indies								
	561	Greece												
		12,146	Turkey.											
	1924	68	Germany	4,955	nil	4,955	103	76	Germany	179	4,776		7,213	
25		France												
109		Great Britain												
50		Greece												
		12	Neth. E. Indies											
		4,691	Turkey											
NETHERLANDS EAST INDIES . . .	1920	172,932	India	172,932		nil	172,932			nil	172,932		49,161	
	1921	117,344	India	117,344		nil	117,344			nil	117,344		49,161	
	1922	111,155	India	111,380	nil	111,380		nil			nil	111,380	nil	49,161
		225	Smyrna											
(²⁷) 1923	55,584	India	55,584		nil	55,584			negligible	55,584		nil	49,351	
(²⁷) 1924	18,528	India	18,528		nil	18,528			2	18,526		nil	49,351	
PERSIA	1920	130		130		290,089	290,219			166,892	123,327		10,000	
	1921	436		436		174,660	175,096			116,834	58,262		10,000	
	1922	6,871		6,871		528,241	535,112			301,864	233,248		10,000	
SIAM	(²⁸) 1920	113,600	India	113,600										
	(²⁹) 1921	120,700	India	128,021	(²⁹) 4,500	132,521					132,521		9,121	
		7,321	China (Yunan)											
	(³¹) 1922	106,500	India	106,500			106,500				106,500		9,121	
	(³²) 1923	131,350	India	131,350			131,350				131,350		9,121	
	(³³) 1923	96,180	India	96,180		nil	96,180				96,180		9,121	
(³⁴) 1924	90,000	India	90,000		nil	90,000				90,000		9,121		
STRAITS SETTLEMENTS. . .	1920													
	1921	218,909	India	222,400		222,400				7,224	215,176		881	
		3,491	Persia											
1922	127,159	India	127,159		nil	127,159			13,950	113,209	nil	881		

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14			
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands			
STRAITS SETTLEMENTS (continued)	1923	kgs. 152,464 2,432	India Persia	kgs. 154,896		nil	kgs. 154,896	kgs.		kgs. 16,691	kgs. 138,205	kgs. nil	881			
	1924	204,324 6,804	India Persia		211,128	nil			211,128					1,234	209,894	nil
SWEDEN	1920															
	1921															
	1922	712	Turkey	712		nil	712						5,954			
	1923	460	Turkey	460		nil	460						5,954			
	1924	24	Turkey	24		nil	24			nil	24		5,903			
SWITZERLAND	(²⁶) 1923	59,500 10,000	Turkey Persia and China	kgs. 69,500		nil	kgs. 69,500	kgs.		kgs. 112	kgs. 43,086	kgs. 3,880	3,880			
	1924															
	(²⁶) 1925	36,306 5,983 592 308 9	Turkey Greece France Netherlands Other countries		43,198	nil			43,198					80 14 12 6	Germany Belgium Ecuador Other countries	3,880
TURKEY	1924					565,826							13,357			
UNION OF SOUTH AFRICA	1921															
	1922	246 21	Turkey Persia	kgs. 852		nil	kgs. 852	kgs.		Negligible	kgs. 352	kgs. 6,928	6,928			
		585	Not defined													
	1923	49 1	Turkey Persia	kgs. 337		nil	kgs. 337	kgs.		Negligible	kgs. 337	kgs. 6,928	6,928			
		287	Not defined													
	1924	84 296	Turkey Unknown	kgs. 380		nil	kgs. 380			1	kgs. 379	kgs. 6,928	6,928			
1925	102 215	Turkey Other countries	kgs. 317		nil	kgs. 317			Negligible	kgs. 317	kgs. 6,928	6,928				

I. RAW OPIUM STATISTICS (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (¹)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
UNITED STATES OF AMERICA . . .	1920												
	1921												
	1922	27 11,016 22,810 16,809 10,609	France Greece European Turkey England Asiatic Turkey	61,271		nil	61,271	381 53 45 98	Guatemala Mexico Colombia Other countries	577	60,694	62,175	110,000
	1923	5,120		5,120		nil	5,120	14 96	Panama Other countries	110	5,010		110,000

(¹) 1 hectare = 2.471 acres.
 (²) The demand was met by the balance of opium brought forward at the end of 1923.
 (³) Owing to the fact that the new law came into force on July 26th, 1923, the figures of import, export and consumption for the period January 1st to July 26th, 1923, cannot be guaranteed. Before the application of the new law, only wholesale dealers were obliged to register the movements of the drugs.
 (⁴) The statistics established by the Customs Administration do not separate raw opium, prepared opium, and medicinal opium. Imports and Exports under "Special Trade".
 (⁵) Estimated from quantity of morphine, heroin, etc., manufactured.
 (⁶) Re-export of opium for which a market could not be found in the United Kingdom.
 (⁷) These exports consisted of opium from Persia unsaleable in the United Kingdom, returned to Persia with the consent of the Persian Government.
 (⁸) Includes raw opium used in the manufacture of medicinal opium and preparations of opium.
 (⁹) Includes Irish Free State.
 (¹⁰) Excludes Irish Free State.
 (¹¹) Estimated from quantity of morphia manufactured.
 (¹²) Including Punjab (area under poppy cultivation: 1,889 hectares; opium produced: 4,032 kgs.).
 (¹³) Including Punjab Hills (area under poppy cultivation: 685 hectares; opium produced: 4,229 kgs.).
 (¹⁴) Shipped to the High Commissioner for India, in London, for disposal for strictly and *bona-fide* medical purposes.
 (¹⁵) The opium monopoly bought within the country 29,276 kgs. in 1923; 22,454 kgs. in 1924, which have not been included among imports.
 (¹⁶) Second half of 1924 only.
 (¹⁷) Used: 15,722 kgs. in Japan proper, 1,409 kgs. in Chosen.
 (¹⁸) Used: in Japan proper, 18,158 kgs.; in Chosen, 1,393 kgs.

(¹⁹) This quantity was sent back to the country of origin on account of inferior quality.
 (²⁰) The quantities of raw opium used for the manufacture of prepared opium in Formosa and Kwantung are under entries Formosa and Kwantung.
 (²¹) Excluding 958 kgs. manufactured in narcocon and other drugs, and 1,082 kgs. in medicinal opium. In Japan proper and Chosen no opium was used for other end than manufacturing drugs.
 (²²) These figures are included in those for Japan and territories.
 (²³) Excluding 18 kgs. used in the manufacture of other drugs.
 (²⁴) Calculated from crude morphia production figures.
 (²⁵) All raw opium imported is used for the manufacture of prepared opium for sale to licensed smokers. The exportation of prepared opium is prohibited. In 1924, 2 kgs. 700 were used in Kwantung for the manufacture of medicinal opium.
 (²⁶) Statistics in chests, which have been taken to contain 70 kgs. per chest.
 (²⁷) All raw opium imported is used in manufacture of prepared opium by the opium monopoly. Exportation negligible for scientific purposes.
 (²⁸) April 1st, 1919, to March 31st, 1920.
 (²⁹) " " " " " 1920, " " " " " 1921.
 (³⁰) The production is only estimated and corresponds to the 1917 figures.
 (³¹) April 1st, 1921, to March 31st, 1922.
 (³²) " " " " " 1922, " " " " " 1923.
 (³³) Calendar year. Siam statistics no longer given according to the Buddhist Era (April 1st to March 31st), but according to the calendar year.
 (³⁴) The figures now given for 1924 are for the calendar year, and replace former entries, which were for the Buddhist year.
 (³⁵) Approximate figures supplied by the Customs authorities under the category "Vegetable sap, concentrated by evaporation". Most of this is opium imported from Turkey.
 (³⁶) August 1st to December 31st.
 * Statistics cannot be furnished; see note in Summary of Reports.

II. MEDICINAL OPIUM STATISTICS.

(Weight given in kilogrammes throughout)

This table gives countries whose imports plus manufacture are equal to 50 kilogrammes or over.

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
ARGENTINE	1920											
	1921	169		169								8,698
	1922	130		130								8,698
	1923	319		319								8,698
AUSTRALIA	1921	724	Great Britain	743	nil	743			36	707		5,426
		19	Switzerland									
	1922	52	United Kingdom	52	2	54			4	50		5,426
	1923	67	United Kingdom									
		1	Switzerland	68	nil	68			6	62		5,426
AUSTRIA	(*) 1922	740	Greece									
		250	Turkey	992	nil	992			359	633		6,131
		2	Germany									
	(*) 1923	121	Germany									
		10	Great Britain									
		2	Switzerland	1,054	nil	1,054			698	356	800	6,131
		501	Turkey									
		420	Greece									
	1924		Several countries	147	nil	147			49	98	350	6,131
BELGIUM	1920											
	1921											7,684
	1922	413		413					77			7,684
	1923	66		66					55			7,684
	1924	84		84					4			7,684
	1925	132		132					1			7,684
BRAZIL	1922	246		246								30,645
	1923											30,645
CANADA	1920											
	1921											
	1922	109	United Kingdom	109					nil			8,786
	1923	68		68					5			8,786
	1924	106	United Kingdom	106					8			9,030

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13		
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands		
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.			
CEYLON	1920													
	1921	8	United Kingdom	8	nil	8			nil	8		4,504		
	1922													
	1923	68	United Kingdom	68	nil	68			nil	68		4,504		
	1924	16		16	nil	16			nil	16		4,504		
CHILE	1923	139		139								3,754		
CHINA	1920	13	Hong-Kong Great Britain	53						53		436,094		
	1921	40												
	1922													
	1923													
	1924													
CZECHOSLOVAKIA .	1920													
	1921													
	1922													
	(*) 1923	87	England Italy Germany Austria Greece	495	nil	495			nil	495		13,595		
		50			nil	50			nil	50				
	1924	402		402	nil	402			nil	402		13,595		
ESTHONIA	1920													
	1921										89	1,750		
	1922	53		53					negligible			1,750		
	1923	113		113								1,750		
	1924													
FINLAND	1920													
	1921													
	1922													
	1923	275		275								3,364		

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
FINLAND (continued)	1924	125 23 1	Great Britain Denmark Germany	149								3,364	
	1925	44 24 22	Denmark Germany Other countries	90								3,364	
GREAT BRITAIN . . .	1920												
	1921	7		7	2,270	2,277	316 50 35 407	Australia France South Africa Other countries	808	1,469		(*) 47,350	
	1922	nil		nil	2,052	2,052	332 314 308 160 737	Czechoslovakia Australia Canada Finland Other countries	1,851	201	(*) 257	(*) 44,200	
	1923	5		5	2,599	2,604	310 286 286 700	Australia Canada Finland Other countries	1,582	1,022	(*) 272	(*) 44,200	
	1924	negligible		negligible	3,569	3,569	404 365 354 216 216 807	Australia Czechoslovakia Canada China Poland Other countries	2,362	1,207		(*) 44,200	
	1924												
	1924												
GREECE	1924										1,425	2,908	
HONG-KONG	1920	not available		not available	182						182	376	
	1921												
	1922	3		3	nil							625	
	1923	25		25	nil							625	
	1924	2		2	nil							625	

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kg.	kgs.	kgs.		kgs.	kgs.	kgs.	
HUNGARY (?) . . .	1920											7,980
	1921										765	7,980
	1922										518	7,980
	1923										520	7,980
JAPAN AND TERRI- TORIES (including Chosen, Formosa, Kwantung, etc.) .	1920											7,980
	1921	720	England	765	1,338	2,103				2,103	472	77,005
	1922	45	Germany								452	77,005
	1923	81		(*) 81	343	424						
	1924	901	Great Britain	(*) 1,275	631	1,906			neglig.	1,906		77,674
MADAGASCAR . . .	1921	2										3,382
	1922	2										3,382
	1923	146										3,382
	1924	221	Great Britain	(*) 360	655	1,015			5	1,010		77,674
NETHERLANDS . .	1921	24	Belgium	171			119	Neth. E. Indies	130			7,030
	1922	137	Germany				11	Other countries				
	1923	10	Great Britain									
	1924	5	Great Britain	5			59	Neth. E. Indies	81			7,030
	1921	54	Germany	69			21	France				
	1922	15	Great Britain				1	Other countries				
	1923	54	Germany	69			190	Neth. E. Indies	192			7,213
	1924	15	Great Britain				2	Other countries				
NETHERLANDS EAST INDIES . .	1920	35	Great Britain	35			8	Germany	32			7,213
	1921	622	Netherlands				24	Neth. Indies				
	1922	3	Germany	661								49,161
	1923	4	France									
	1924	31	England									
	1925	1	Switzerland									

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
NETHERLANDS EAST INDIES . . .	1922	112		112	nil	112			nil	112		49,161	
	1923	187		187	nil	187			nil	187		49,351	
	1924	127 2	Netherlands Germany	129	nil	129			nil	129		49,351	
NICARAGUA	1920												
	1921	87		87								639	
	1922	177		177								639	
	1923	339		339								639	
NORWAY	1920											2,649	
	1921											2,649	
	1922	26	Germany	124						nil			2,649
		59	Sweden										
		21	Denmark										
	1923	18	England	377									2,649
		46	Germany										
17		Denmark											
18		Sweden											
1924	50	Persia	312									2,649	
	111	Greece											
	135	Asia Minor											
POLAND	1920												
	1921												
	1922	1,230		1,230	nil	1,230			nil	1,230	(*) 3,800	26,886	
	1923	1,263		1,263	nil	1,263			nil	1,263		27,160	
	1924	2,112		2,112	nil	2,112			10	2,102		27,160	
ROUMANIA	1920												
	1921												
	1922	567		567	nil	567			nil	567		17,393	
	1923	86		86	nil	86			nil	86	273	17,393	
	1924	135		135	nil	135						17,393	

II. MEDICINAL OPIUM STATISTICS (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
SIAM	1920											
	1921											
	1922	(10) 5		5							(10) 9	9,121
	1923	(11) 52		52								9,121
	1923	(12) 5		5							3	9,121
	1924	nil		nil		1						9,121
SPAIN	1923	58	Several countries	58								21,658
SWEDEN	1920											5,954
	1921											5,954
	1922	200		200	nil	200						5,954
	1923	(13) 200							30		1,050	5,954
	1924	(13) 200									717	5,903
UNITED STATES OF AMERICA	1923	nil		nil	121	121			3	118		110,000

(1) From September 1st, 1921, to September 30th, 1922.
 (2) From October 1st, 1922, to December 30th, 1923.
 (3) The figures for 1923 contain raw and medicinal opium.
 (4) Includes Irish Free State.
 (5) Total of sales. Figures admittedly approximate.
 (6) Excludes Irish Free State.
 (7) Approximate figures for consumption.

(8) Contained in preparations.
 (9) Figure admittedly approximate.
 (10) April 1st, 1921, to March 31st, 1922.
 (11) April 1st, 1922, to March 31st, 1923.
 (12) Siam statistics no longer given according to the Buddhist Era (April 1st to March 31st) but according to the calendar year.
 (13) All raw opium imported since June 1st, 1923, has been transformed into medicinal opium.

III. MORPHINE AND SALTS OF MORPHINE

(Weight given in kilogrammes throughout)

This table gives countries manufacturing morphine and countries which import or consume more than 25 kilogrammes.

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
ARGENTINE	1920									
	1921	100	nil	100						8,698
	1922	70	nil	70						8,698
	1923	60	nil	60						8,698
AUSTRALIA	1920									
	1921	166	nil	166	nil			7	159	5,426
	1922	148	nil	148	nil			6	142	5,426
	1923	193	nil	193	nil			11	182	5,426
AUSTRIA	1920									
	1921									
	1922	196	nil	196				50	146	6,131
	(*) 1923	404	nil	404				92	312	6,131
	1924	264	nil	264				31	233	6,131
BELGIUM	1922	195						53		7,684
	1923	154						45		7,684
	1924	147						25		7,684
	1925	123						33		7,684
BRAZIL	1920									
	1921	27								30,645
	1922	46								30,645
	1923									
CANADA	1920									
	1921									
	1922	263	nil	263	nil			negligible	263	9,030
	1923	177	nil	177	nil			negligible	177	9,030
	1924	138	nil	138	nil			(*) 106	32	9,030

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
CHINA	1920	25	nil	25	nil			nil	25	436,094
	1921									
	1922									
	1923									
CZECHOSLOVAKIA	1920									
	1921									
	1922	61	nil	61				nil		13,595
	1923	107	nil	107				nil		13,595
DANZIG	1924	148	nil	148	nil			nil	148	13,595
	(*) 1923	negligible						2		340
	1924	14	nil	14	nil			negligible	14	
DENMARK	1920	5	nil	5				8		3,289
	1921									
	(*) 1922	5	nil	5				7		3,289
	1923	60	nil	60				30		3,289
ESTHONIA	1924	74	nil	74				27		3,289
	1920									
	1921	14								1,750
	1922	21								1,750
FINLAND	1923	26								1,750
	1924	5								1,750
	1920									
	1921									
FRANCE	1922									
	1923	148								3,364
	1924	27	nil	27	nil			nil	27	3,364
	1925	29	nil	29	nil			nil	29	3,364
FRANCE	1920	2,932						9,114		39,402
	1921	1,215						472		39,402
	1922	1,814						1,493		39,402

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
FRANCE (continued)	1923	1,017				280	Cuba China Syria Other countries	4,025			
	1924	829				155		781		39,402	
GERMANY	1920					91					
	1921	128	(*) 8,620	8,748	4,048	255			2,257	2,443	59,857
	1922										
	* 1923 * 1924										
GREAT BRITAIN . . .	1920						France Italy Canada Germany Other countries				
	1921	6	4,198	4,204	(*) 910	1,023 191 181 102 700		2,197	1,097	(*) 47,350	
1922	19	8,958	8,977	5,236	1,226 281 261 208 207 116 1,441	3,740		1	(*) 44,200		
1923	123	7,225	7,348	4,727	388 272 257 191 180 1,519	2,807		— 186	(*) 44,200		
	1924	(*) 2,583	7,405	9,988	4,411	391 216 212 210 172 1,309	2,510	3,067	(*) 44,200 7,980		
HUNGARY	(10)										

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
INDIA	1920		448			340	Great Britain	340	108	319,075
	1921		nil			nil		nil		319,075
	1922		(11) 15			nil		nil		319,075
	1923		(12) 59			nil		nil		319,075
	1924		(13) 2,033			2,036	Great Britain	2,036		319,075
INDO-CHINA	1920	63	nil	63						20,000
	1921	166	nil	166				nil	166	20,000
	1922	nil	nil	nil				nil	nil	20,000
	1923	26	nil	26						20,000
	1924	6	nil	6						20,000
ITALY	1920									
	1921	925								38,835
	1922	729								38,835
	1923									38,835
	(14) 1924	212						negligible		38,835
JAPAN AND TERRITORIES (including Formosa, Chosen, Kwantung), etc. (15)	1920									
	1921	5,971	5,219	11,190	960			5	10,225	77,674
	1922	316	2,131	2,447	551			3	1,893	77,674
	1923	(16) 107	2,325	2,432	(17)			1		77,674
	1924	(16) 242	1,491	1,733	(17)			2		77,674
CHOSEN	1920		542	542						17,264
	(18) 1921	40	176	216						17,264
	(18) 1922		60	60						17,264
	(18) 1923	(19) 11	43	54	(17)					17,264
	(18) 1924	nil	6	6	(17)			negligible	6	17,264
KWANTUNG	1920	33	nil	33	nil			nil	33	687
	(18) 1921	5	nil	5	nil			nil	5	687
	(18) 1922	7	nil	7	nil			nil	7	687
	(18) 1923	(19) 5	nil	5	nil			nil	5	687
	(18) 1924	(20) 17	nil	17	nil			nil	17	687

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
NETHERLANDS . . .	1921	109				7 22	Italy Other countries	29		7,030
	1922	311				96 67 46 42 24 33	Italy Switzerland Great Britain Germany Neth. Indies Other countries	308		7,030
	1923	261				526 133 62 45 51	Switzerland France Germany Finland Other countries	817		7,213
	1924	262				308 224 30 14	Switzerland Germany Egypt Other countries	576		7,213
NETHERLANDS EAST INDIES . . .	1920									49,161
	1921	30								49,161
	1922	46	nil	46	nil			nil	46	49,161
	1923	9	nil	9	nil			nil	9	49,351
	1924	3	nil	3	nil			nil	3	49,351
NEW ZEALAND	1920									
	1921	16	nil	16	nil			nil	16	1,218
	1922	12	nil	12	nil			nil	12	1,218
	1923	38	nil	38	nil			nil	38	1,218
	1924	22	nil	22	nil			negligible	22	1,218
NORWAY	1920									
	1921									
	1922	53	nil	53	nil			nil	53	2,649
	1923	48	nil	48	nil					2,649
	1924	54	nil	54	nil					2,649

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
POLAND	1920										
	1921	184	nil	184	nil			nil	184	26,376	
	1922	130	nil	130	nil			nil	130	26,376	
	1923	154	nil	154	nil			nil	154	27,160	
	1924	309	nil	309	nil			nil	309	27,160	
ROUMANIA	1920										
	1921										
	1922	11	nil	11	nil			nil	11	17,393	
	1923	16	nil	16	nil			nil	16	17,393	
	1924	78								17,393	
SPAIN	1923	68								21,658	
SWEDEN	1920										
	1921										
	1922	155	nil	155	nil			negligible	155	5,954	
	1923	232	nil	332	nil			8	324	5,954	
	1924	42	nil	42	nil			nil	42	5,903	
SWITZERLAND	1920	3,228	450	3,678						3,880	
	1921		2,500							3,880	
	1922	2,087								3,880	
	1923	1,175								3,880	
	1924									3,880	
	(^a) 1925	497					1,317 100 85 70 182	Japan Esthonia Spain Turkey Other countries	1,754		3,880

III. MORPHINE AND SALTS OF MORPHINE (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
UNION OF SOUTH AFRICA	1920									
	1921									
	1922	27	nil	27	nil			negligible	27	6,928
	1923	44	nil	44	nil			negligible	44	6,928
	1924	14	nil	14	nil			(²²) 16		6,928
UNITED STATES OF AMERICA	1925	20	nil	20	nil			negligible	20	
	1920									
	1921	8	9,120	9,128				72		110,000
	1922	60	5,207	5,267		26 11 41	Mexico Russia Other countries	78		110,000
	1923	5	5,556	5,561		4 13	Porto-Rico Other countries	17	5,544	110,000

(¹) Period from October 1st, 1922, to December 30th, 1923.
(²) 105 kgs. returned to England by the Department of Customs and Excise.
(³) Danzig has hitherto given a total figure for morphine, cocaine and heroin. This figure was 1,535 kilos in 1921 and 304 kilos in 1922.
(⁴) Last quarter.
(⁵) Of these 8,620 kgs., 3,890 kgs. were manufactured into codeine and dionin.
(⁶) Includes morphine used in the manufacture of preparations containing morphine.
(⁷) Includes Irish Free State.
(⁸) Excludes Irish Free State.
(⁹) Including 439 kgs. seized in Hong-Kong and brought to Great Britain for disposal, and 1,819 kgs. of crude morphine imported from India.
(¹⁰) Approximate figures of consumption, 1920 : 180 kgs. ; 1921 : 137 kgs. ; 1922 : 160 kgs. ; 1923 : 152 kgs.
(¹¹) November 1st, 1921, to October 31st, 1922.

(¹²) November 1st, 1922, to October 31st, 1923.
(¹³) November 1st, 1923, to October 31st, 1924 — including 1,840 kgs. of raw morphine.
(¹⁴) Second half of 1924 only.
(¹⁵) Movements from Japan proper to Chosen, Formosa and Kwantung are recorded as imports into those territories but they are not considered or recorded as exports from Japan and Territories.
(¹⁶) The drugs containing morphine such as solution, powder and tablets of pantopon, etc., in terms of morphine weight as indicated in the table, have been imported.
(¹⁷) In Japan proper and Chosen, a quantity of 2,617 kgs. in 1923, 1,466 kgs. in 1924, of morphine salts has been used for the manufacture of heroin salts, codeine and dionin.
(¹⁸) These figures are included in those for Japan and Territories.
(¹⁹) Importations from Japan proper.
(²⁰) Importations from Japan and Germany.
(²¹) From August 1st to December 31st.
(²²) Including 15 kgs. of morphine exported to Paris, part of a seizure of 25 kgs. made in 1923. Statistics cannot be furnished; see note in Summary of Reports.

IV. HEROIN AND SALTS OF HEROIN

(Weight given in kilogrammes throughout)

This table gives countries manufacturing heroin and countries whose imports or consumption equal 10 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Used in manufac- ture of prepara- tions	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
AUSTRALIA	1920									
	1921	87	nil	87	nil			negl.	87	5,426
	1922	11	nil	11	nil			1	10	5,426
	1923	33	nil	33	nil			1	32	5,426
AUSTRIA	1920									
	1921									
	1922	4	nil	4	nil			1	3	6,131
	(*) 1923	54	nil	54	nil			31	23	6,131
	1924	27	nil	27	nil			negl.	27	6,131
BELGIUM	1920									
	1921									7,684
	1922	206						108		7,684
	1923	130						72		7,684
	1924	19						60		7,684
	1925	13						2		7,684
BRAZIL	1920									
	1921	negl.			nil					
	1922	19			nil					30,645
	1923									
CANADA	1920									
	1921									
	(*) 1922	85	nil	85				negl.	85	9,030
	1923	50	nil	50				negl.	50	9,030
	1924	15	nil	15				negl.		9,030
CEYLON	1920									
	1921	91	nil	91	nil				91	4,504
	1922									
	1923									
	1924	negl.	nil	negl.	nil					4,504

IV. HEROIN AND SALTS OF HEROIN (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
FINLAND	1920									
	1921									
	1922									
	1923	40								3,364
	1924	14	nil	14	nil			nil	14	3,364
FRANCE	1925	12	nil	12	nil			nil	12	3,364
	1920									
	1921									
	1922	375						137		39,402
	1923	320						344		39,402
GERMANY	1924	317								39,402
	1920									
	1921		1,140					907		59,857
	1922									
	(*) 1923									
GREAT BRITAIN	(*) 1924									
	1920									
	1921	8	351	359		140 125 39 96	France Italy Spain Other Countries	400	— 41	(*) 47,350
	1922	nil	899	899	71	309 150 95 44 136	France Spain Italy Canada Other Countries	734	94	(*) 44,200
	1923	85	328	413		130 55 31 29 98	France Canada Spain Australia Other Countries	343	70	(*) 44,200

IV. HEROIN AND SALTS OF HEROIN (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
GREAT BRITAIN (continued) . . .	1924	(⁶) 739	474	1,213		145 35 14 14 14 82	France Australia Austria Canada Spain Other Countries	304	909	(⁶) 44,200
HUNGARY	(⁷) 1920 (⁷) 1921 (⁷) 1922 (⁷) 1923									7,980 7,980 7,980 7,980
ITALY	1920 1921 1922 1923 (⁸) 1924		51 189							38,835 38,835 38,835 negl.
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc. (¹⁰)	(⁹) 1921 1922 1923 1924	1,102 395 nil nil	2,846 652 1,724 1,481	3,948 1,047 1,724 1,481	nil			4 4 nil negl.	3,944 1,043 1,724 1,481	77,674 77,674 77,674 77,674
CHOSEN (Korea) (¹¹)	1920 1921 1922 1923 1924		12 9 (¹²) 2 nil	7 9 1 nil	19 18 3 nil					17,264 17,264 17,264 17,264
FORMOSA (¹¹)	1920 1921 1922 1923 1924									3,655 3,655 negl.

IV. HEROIN AND SALTS OF HEROIN (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
KWANTUNG	1920	125		125					125	687
	1921	2		2						
	1922	15		15					15	687
	1923	(12) 14		14						
	1924	11	nil	11				nil		
NETHERLANDS	1921	2				25	Belgium			
						2	Other Countries	27		7,030
	1922	20				25	Belgium			
						20	Switzerland	57		7,030
						12	Other Countries			
	1923	5				25	Switzerland			
						18	France	56		7,213
						10	Germany			
						3	Other Countries			
	1924	1				20	Switzerland	30		7,213
						10	Other Countries			
NEW ZEALAND	1920									
	1921	26	nil	26				nil	26	1,218
	1922	6	nil	6				nil	6	1,218
	1923	11	nil	11				nil	11	1,218
	1924	11	nil	11				nil	11	1,218
POLAND	1920									
	1921	2	nil	2	nil			nil	2	26,886
	1922									
	1923	23	nil	23	nil			nil	23	27,193
	1924	7	nil	7	nil			nil	7	27,193
SPAIN	1923	106								21,658
SWEDEN	1920									
	1921									
	1922	1	nil	1				nil	1	5,904
	1923	15	nil	15				nil	15	5,904
	1924	4	nil	4				nil	4	5,904

IV. HEROIN AND SALTS OF HEROIN (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
SWITZERLAND	1920	kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
	1921		143							3,880
	1922	356	774							3,880
	1923	651								3,880
	1924									3,880
	(¹⁹) 1925	1					{ 97 66 56 30 11	Turkey Netherlands France Italy Other Countries	260	
UNITED STATES OF AMERICA .	1920									
	1921	negl.	472	472				11	461	110,000
	1922	8	510	518		{ 15 16	Mexico Other Countries	31	487	110,000
	1923	nil	880	880		{ 3 9	Porto Rico Other Countries	12	368	110,000

(¹) October 1st to December 31st, 1923.

(²) Imports include a certain amount of transit.

(³) Statistics cannot be furnished; see note in Summary of Reports.

(⁴) Includes Irish Free State.

(⁵) Excludes Irish Free State.

(⁶) Including 734 kgs. seized in Hong-Kong and brought to Great Britain for disposal.

(⁷) Approximate figures for consumption: 1920: 19 kgs.; 1921: 10 kgs.; 1922: 12 kgs.; 1923: 18 kgs.

(⁸) Second half of 1924 only.

(⁹) Of the heroin manufactured, 1,934 kgs. were manufactured from crude morphine imported from Formosa, which is not shown under morphia imports. Seizures during the year amounted to 99 lbs. Exports include 36 kgs. of heroin hydrochloride for Japanese colonies.

(¹⁰) Movements from Japan proper to Chosen, Formosa and Kwantung are recorded as imports into those territories, but they are not considered or recorded as exports from Japan and territories.

(¹¹) These figures are included in those for Japan and territories.

(¹²) Imports from Japan proper.

(¹³) August 1st to December 31st.

V. COCA LEAVES

(Weight given in kilogrammes throughout)

This table gives countries producing, importing or exporting 500 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated : Hectares (¹)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands
BELGIUM	1920	kgs.		kgs.			kgs.			kgs.			
	1921												7,684
	1922	916		916	nil	nil	916			nil	916		7,684
	1923	241		241	nil	nil	241			nil	241		7,684
	1924	149		149	nil	nil	149			nil	149		7,684
	1925	315		315	nil	nil	315			nil	315		7,684
BOLIVIA	1920												
	1921					(*) 5,000,000	5,000,000	315,628 57,500 208 84	Argentine Chile Germany Great Britain	373,420			2,889
	1922					(*) 5,000,000	5,000,000	278,817 35,705 531	Argentine Chile Germany	315,053			2,889
	1923							312,554 30,052	Argentine Chile	342,606			
CHILE	1923	242,000											3,754
FORMOSA	1922				201								3,655
	1923				51								3,655
	1924				277								3,655
GERMANY	1920												
	1921	558,000		558,000	nil	nil	558,000						59,857
	1922												
	* 1923 * 1924												
GREAT BRITAIN . .	1923	800		800	nil	nil	800	48,240 4,165 681	France Germany Other countries	53,086		nil	(*) 44,200

V. COCA LEAVES (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total imports	Surface cultivated : Hectares (¹)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
GREAT BRITAIN . . . (continued)	1924	40		40	nil	nil	40	36,192 3,511 555 541	France Germany Russia Other countries	40,799			(²) 44,200
JAVA	1920							677,000	Netherlands	1,137,000			34,984
	1921				(⁴) 1,400			5,000 455,000	Singapore Japan				
	1922				(⁴) 1,400			903,290 656 1,250 378,307	Netherlands Germany Spain Japan	1,283,503		nil	34,984
	1923				(⁴) 1,600			505,665 3,408 8,800 25,843 363,619	Netherlands à ordre Germany U.S.A. Japan	907,335			34,984
	1924				(⁴) 2,112	1,071,485		786,000 5,000 53,000 274,000	Netherlands à ordre Germany Japan	1,118,000		nil	34,984
PERU	1920					(⁵)				453,067			4,634
	1921									87,849			4,634
	1922									124,357			4,634
	1923									907,335			4,634
SWITZERLAND	1920												3,880
	1921	28,100		28,100	nil	nil	28,100						3,880
	1922												3,880
	1923												3,880
	1924												3,880
	(⁶) 1925	135		135	nil	nil	135						3,880

V. COCA LEAVES (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total imports	Surface cultivated: Hectares ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
UNITED STATES OF AMERICA	1920												
	1921	175,998		175,998	nil	nil	175,998			432	175,566		110,000
	1922	{ 14,995 10	Peru Germany	15,005	nil	nil	15,005	{ 129 47 41 58	Cuba Australia Canada Other countries	275	14,730		110,000
	1923	132,200		132,200	nil	nil	132,200	{ 168 33	Cuba Other countries	201	131,999		110,000

⁽¹⁾ 1 hectare = 2.471 acres.

⁽²⁾ Figures given for production are admittedly approximate. They are stated to be based on the production of La Paz, i.e., 7,500,000 Spanish pounds, which has been calculated as being more than three-quarters the total production of Bolivia.

⁽³⁾ Excludes Irish Free State.

⁽⁴⁾ Excluding plantations along roads, in the form of hedges, and so on.

⁽⁵⁾ Production in 1880 and 1883 estimated at 10,000,000 kgs.

⁽⁶⁾ August 1st to December 31st.

* Statistics cannot be furnished; see note in Summary of Reports.

VI. COCAINE AND SALTS OF COCAINE

(Weight given in kilogrammes throughout)

This table gives countries manufacturing, importing, exporting or consuming 10 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
ARGENTINE	1920								
	1921	119							8,698
	1922	122							8,698
	1923	195							8,698
AUSTRALIA	1920								
	1921	81	nil	81			nil	81	5,426
	1922	109	nil	109			nil	109	5,426
	1923								
AUSTRIA	1920								
	1921								
	1922	411	nil	411			251	160	6,131
	(*) 1923	476	nil	476			141	335	
	1924	290	nil	290			14	276	
BELGIUM	1920								
	1921								7,684
	1922	407					346		7,684
	1923	73					58		7,684
	1924	62					16		7,684
	1925	77					21		7,684
BRAZIL	1920								
	1921	29							30,645
	1922	139							30,645
	1923								30,645
CANADA	1920								
	1921								
	1922	93	nil	93			negligible	93	9,030
	1923	48	nil	48			negligible	48	9,030
	1924	42	nil	42			(*) 2	40	9,030

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
CHILE	1923	21	nil	21			nil	21	3,754
CUBA	1923	25	nil	25			nil	25	3,754
CZECHOSLOVAKIA	1920								
	1921								13,595
	1922								13,595
	1923	94	nil	94			nil	94	13,595
	1924	137	nil	137			nil	137	13,595
DANZIG	1923	11	nil	11			6	5	340
	1924	21	nil	21	10	Russia	10	11	340
DENMARK	1920								
	1921								
	(*) 1922	5	nil	5			negligible	5	3,289
	1923	14	nil	14			4	10	3,289
	1924	28	nil	28			6	22	3,289
ESTHONIA	1920								
	1921								
	1922	25					1		1,750
	1923	30							1,750
	1924	21					nil		1,750
FINLAND	1920								
	1921								
	1922		nil						3,335
	1923	42	nil	42					
	1924	16	nil	16			nil	16	3,364
	1925	41	nil	41			nil	41	3,364

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
FRANCE	1920	718					2,578		39,402	
	1921	855					738		39,402	
	1922						214		39,402	
	1923	462					176		39,402	
	1924	229					23		39,210	
GERMANY	1920						5,291	1,011	59,857	
	1921		6,302	6,302						
	1922									
	* 1923									
	* 1924									
GREAT BRITAIN (*) . . .	1920				235	France Netherlands Australia Egypt Canada Other countries France Netherlands Australia Canada India Other countries Australia Canada Other countries Australia India China Russia Other countries				
	1921	705	nil	705	105		539	166	(*) 47,350	
					53					
					23					
					16					
					107					
					372					
					66					
	1922	210	nil	210	39		622	—	412	(*) 44,200
					32					
1923	351	nil	351	21	145		206	(*) 44,200		
				92						
				37						
1924	419	nil	419	18	176		243	(*) 44,200		
				90						
				43						
				22						
				16						
				15						
				80						
HUNGARY (?)	1920-1923								7,980	
INDIA	1920	3	nil	3			nil	3	319,075	
	1921	(e) 21	nil	21					319,075	

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
INDIA (continued) . . .	1922		nil						319,075
	1923	39	nil	39					319,075
	1924	21	nil	21					319,075
INDO-CHINA	1920								
	1921	31	nil	31			nil	31	20,000
	1922								
	1923	negligible	nil	negligible			nil	negligible	20,000
	1924								
ITALY	1920								
	1921	827							36,120
	1922	551							38,835
	1923								
	(*) 1924	100					negligible		38,835
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.) (10)	1920								
	1921	2,063	2,324	4,387			18	4,369	77,005
	1922	195	3,680	3,875			10	3,865	77,005
	1923	nil	(11) 3,313	3,313			(12) 5	3,308	77,674
	1924	nil	(12) 1,479	1,479			7	1,472	77,674
CHOSEN (Korea) . . .	1920								
	1921	(14) 37	nil	37			nil	(15) 37	17,264
	1922	(16) 45	nil	45			nil	(15) 45	17,264
	1923	(17) 19	nil	19			negligible	(15) 19	17,264
	1924	nil	nil	nil			negligible	nil	17,264

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
FORMOSA	1920								3,655
	1921								3,655
	1922	(17) 27	nil	27			nil	(18) 27	3,655
	1923	(17) 24	nil	24			1	(18) 23	3,655
	1924	nil	nil	nil			nil	nil	3,655
KWANTUNG	1920	65	nil	65			nil	65	687
	1921	(17) 19	nil	19			nil	(18) 19	687
	1922	(17) 8	nil	8			nil	(18) 8	687
	1923	(17) 32	nil	32			nil	(18) 32	687
	1924	15	nil	15			nil	(18) 15	687
NETHERLANDS	1921	337			463	Great Britain	1,515		7,030
					414	France			
					318	Italy			
					75	Belgium			
					60	Japan			
			185	Other countries					
	1922	224			166	France	1,151		7,030
					152	Belgium			
					143	Italy			
					137	Switzerland			
				122	Great Britain				
		102	Mexico						
		57	Syria						
		272	Other countries						
1923	71			215	Japan	1,157		7,213	
				200	Switzerland				
				184	Great Britain				
				151	France				
				131	Czechoslovakia				
		53	Austria						
		223	Other countries						

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
NETHERLANDS (continued)	1924	89			298 228 114 75 60 31 125	Switzerland Great Britain France Czechoslovakia Australia Germany Other countries	931		7,213
	1920								49,161
	1921	28	nil	28					49,161
	1922	12	nil	12					49,161
	1923	10	nil	10					49,351
	1924	11	nil	11				49,351	
NETHERLANDS EAST INDIES	1920								
	1921	8	nil	8			nil	8	1,218
	1922	16	nil	16			nil	16	1,218
	1923	15	nil	15			nil	15	1,218
	1924	13	nil	13					1,218
NEW ZEALAND	1920								
	1921								
	1922								
	1923								
	1924								
NORWAY	1920								
	1921								
	1922	9	nil	9			nil	9	2,649
	1923	14	nil	14					2,649
	1924	8	nil	8					2,649
POLAND	1920								
	1921	84	nil	84			nil	84	26,886
	1922								
	1923	117	nil	117			nil	117	27,160
	1924	69	nil	69			nil	69	27,160

VI. COCAINE AND SALTS OF COCAINE (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
ROUMANIA	1920								
	1921								
	1922	30	nil	30			nil	30	17,393
	1923	15	nil	15			nil	15	17,393
	1924	24	nil	24			nil	24	17,393
SPAIN	1923	25							21,658
SWEDEN	1920								
	1921								
	1922	125	nil	125			negligible	125	5,954
	1923	41	nil	41					5,954
	1924	19	nil	19					5,903
SWITZERLAND	1920	892	321	1,213					3,880
	1921	881	732	1,613					3,880
	1922	997	391	1,388					3,880
	1923	551	186	737					3,880
	1924								3,880
	(*) 1925	140				31 25 19 43	Spain Italy Sweden Other countries	118	
UNION OF SOUTH AFRICA	1920								
	1921								
	1922	4	nil	4			negligible	4	6,928
	1923	14	nil	14			negligible	14	6,928
	1924	14	nil	14			negligible	14	6,928
1925	20	nil	20			negligible	20	6,928	

VI. COCAINE AND SALTS OF COCAINE (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
UNITED STATES OF AMERICA	1920								
	1921	negligible	2,311	2,311			225	2,086	110,000
	1922	127	1,656	1,783	22	Canada	96	1,687	110,000
					14	Japan			
					46	Russia			
					11	Other countries			
	1923	71	1,623	1,694	7	Cuba	30	1,664	110,000
					12	Other countries			
URUGUAY ⁽¹⁹⁾	1921								
	1922	18							1,407
	1923								

(¹) Figures for the period October 1st, 1922, to December 30th, 1923.
 (²) 2 kgs. have been returned to Germany.
 (³) Last quarter.
 (⁴) No direct manufacture or refining carried out in the United Kingdom.
 (⁵) Includes Irish Free State.
 (⁶) Excludes Irish Free State.
 (⁷) Approximate figures for consumption : 1920 : 46 kgs. ; 1921 : 50 kgs. ; 1922 : 40 kgs. ; 1923 : 48 kgs.
 (⁸) Fiscal year 1920-1921 (April 1st, 1920, to March 31st, 1921).
 (⁹) Second half of 1924 only.
 (¹⁰) Movements from Japan proper to Chosen, Formosa and Kwantung are recorded as imports into those territories, but they are not considered or recorded as exports from Japan and Territories.
 (¹¹) In 1923, 1,874 kgs. of raw cocaine were imported for the manufacture of this quantity. This quantity of crude cocaine was a part of the raw material from which the 3,313 kgs. of cocaine were manufactured.

(¹²) The exports were as follows : 3 kgs. 851 from Japan proper to China ; 1 kg. 360 from Formosa to a hospital in China under the management of the Government of Formosa, and 0 kg. 040 to Russia.
 (¹³) A part of this quantity was manufactured with the raw cocaine imported. See Table VIa.
 (¹⁴) Importation from Japan proper, except 5 kgs. from the Netherlands.
 (¹⁵) These figures are included in those for Japan and dependencies, column 9.
 (¹⁶) Importation from Japan proper, except 5 kgs. from the Netherlands and 4 kgs. from China.
 (¹⁷) Importation from Japan proper.
 (¹⁸) August 1st to December 31st.
 (¹⁹) Average for the years 1921, 1922, 1923.
 * Statistics cannot be furnished ; see note in Summary of Reports.

NOTE. — In 1924 Greece and French West Africa each consumed 10 kgs. of cocaine.

VIa. RAW COCAINE

(Weight given in kilogrammes throughout)

This table gives countries manufacturing, importing, exporting or consuming 10 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10
Countries	Year	Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
FRANCE	1920								39,402
	1921								
	1922								
	1923								
	1924	826							39,402
GERMANY	1920								
	1921	51							59,857
	1922								
	* 1923								
	* 1924								
GREAT BRITAIN	(¹) 1921								
	1922	nil			(¹)				(¹) 44,200
	1923	negligible			57	France			(²) 44,200
	1924	nil			1	Other countries	58		(²) 44,200
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.)	1920								
	1921	1,530							77,674
	1922	1,014							77,674
	1923	1,874							77,674
	1924	1,024							77,674

(¹) Distinction between crude and refined cocaine not made.

(²) Excludes Irish Free State.

* Statistics cannot be furnished; see note in Summary of Reports.

PART II.

PREPARED OPIUM STATISTICS

(Weight given in kilogrammes throughout)

This table gives countries where the use of prepared opium is still permitted.

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
BRITISH NORTH BORNEO	1920	kgs. 8,435	kgs. 8,435	kgs. 7,712		20,700	(1)	(1) Smokers not registered.
	1921			5,124	258	21,100		(2) 5,911 kgs. raw opium were used for manufacture of prepared opium. As the origin of this opium was not given, it was not possible to calculate the exact quantity of prepared opium in 1923.
	1922			4,396		21,500		
	1923	(*)		4,209		21,800		
	1924	(*)		4,137				(3) 5,459 kgs. of raw opium were used for the manufacture of prepared opium.
BRUNEI	1920					884		(4) The sale of prepared opium in the district of Muara is not taken into account.
	1921							
	1922	(*)		178	40			(5) The increase is due to a large influx of Chinese labour for work on rubber estates and a new oil-field.
	1923			(6) 225				
	(*) 1924			(7) 336				(6) Including Muara District formerly not reported or accounted.
BURMA	1920			(8) 41,924	13,000		5,405	(7) The increase is due to the continual influx of Chinese labour into the Belait District.
	1921			37,946				
	1922			(9) 30,778				
	1923			(10)				(8) No statistics as to quantity used ; statistics refer to Excise opium issued to retailers for ultimate preparations. The figures recorded in column 5 have been considered as representing prepared opium, although the Report of the Administration of the Excise Department does not qualify it as prepared opium.
	1924			(10)			(11)	(9) From April 1st, 1922, to March 31st, 1923.
CEYLON	1920			323			780	(10) Sale of prepared opium prohibited ; quantity of raw opium prepared by consumers unknown.
	1921	636	3,818	306	4,504	688	688	
	1922	340		288		674	674	
	1923	302		256			666	
	1924	219		216			(12) 643	(11) The number of Chinese consumers of opium in Burma is estimated to be 16,988. Registered Burman consumers were 14,049 in 1912 ; in 1924 this number had fallen to 1,144.
CHINA (12)	1920				436,094			(12) Total number of consumers (smokers and eaters) using opium, 1920 : 11,842 ; 1921 : 10,645 ; 1922 : 9,908 ; 1923 : 8,647 ; 1924 : 8,323.
	1921							
	1922							
	1923							
	1924							(13) No legitimate trade. Amount of illicit consumption unknown.

PREPARED OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
FORMOSA	1920	kgs. 65,443	kgs. 65,443	kgs. 66,517	3,654		49,036	<p>(¹⁴) Adult male population not known. Total Chinese population at the end of 1922 : 27,066.</p> <p>(¹⁵) 33,965 men, 5,498 women.</p> <p>(¹⁶) Number of smokers given approximately. 1922 : 7,840 ; 1923 : 8,780.</p> <p>(¹⁷) Importation : 524 kgs.</p> <p>(¹⁸) Number of smokers presumably estimated. Consumption reduced from 136,300 kgs. in 1916.</p> <p>(¹⁹) Quantities of opium placed on the market by the monopoly : 64,510 kgs. prepared opium and 9,408 kgs. raw opium. In Kwang-Chow-Wan 41,362 kgs. raw opium and 10,660 kgs. prepared opium have been placed on the market.</p> <p>(²⁰) Quantities of opium placed on the market by the monopoly, in the five countries of the Union: 66,492 kgs. prepared opium and 37,800 kgs. raw opium. In Kwang-Chow-Wan 780 kgs. prepared opium have been placed on the market.</p> <p>(²¹) Licit consumption decreased by 7,426 kgs. in the five countries of the Union.</p> <p>(²²) Chinese population.</p> <p>(²³) About 50 per cent of Chinese population estimated in 1924 to 1,000,000.</p> <p>(²⁴) Figures calculated assuming that 40 per cent in weight is lost preparing chandu from raw Indian opium.</p> <p>(²⁵) No prepared opium is manufactured by the Government, nor is manufacture by private persons for sale permitted. Prepared opium can only be made by private individuals (within the limits of legal possession) for their own use.</p>
	1921			52,838			45,832	
	1922			54,166		(¹⁴)	42,923	
	1923			48,126	48,126	3,643	(¹⁵) 39,463	
	1924				44,230	3,807	37,286	
FRENCH INDIA	1920							
	1921			524				
	1922			524	263		(¹⁶)	
	1923		(¹⁷)	516				
	1924		(¹⁷)	516				
FRENCH INDO-CHINA	1920	53,616	53,616	63,000	20,000		(¹⁸) 110,000	
	1921			73,211				
	1922			68,254				
	1923		(¹⁹)					
	1924		(²⁰)	(²¹)				
HONG-KONG	1920	10,975	10,975	11,127	(²²) 635	(²²)	(¹)	
	1921	10,205	10,205	9,934	675			
	1922	(²⁴) 11,887	11,887	13,999	705			
	1923	(²⁴) 8,072	8,072	14,520	1,000			
	1924	(²⁴) 10,995	10,995	13,288	1,000			
INDIA (²⁵)	1920				319,075			
	1921							
	1922							
	1923							
	1924							

PREPARED OPIUM STATISTICS (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks	
KWANTUNG	1920	kgs. 8,161	kgs.	kgs.	600	216,745	(26) 2,808	<p>(26) All the smokers are Chinese.</p> <p>(27) The quantity of raw opium used for the manufacture of prepared opium amounts to 14,464 kgs. in 1923, to 17,328 in 1924.</p> <p>(28) It has been assumed that each chest of raw opium yields 40 kgs. of prepared opium. The export is authorised and is said to have been to Chile.</p> <p>(29) The difference between the figures of local manufacture and the amount available for internal consumption is due to the fact that 9,600 kgs. were exported from Macao.</p> <p>(30) It has been assumed that each chest of raw opium yields 40 kgs. of prepared opium. The difference between the figures of manufacture and the amount available for internal consumption is due to the fact that 2,353 kgs. prepared opium were exported to Paraguay.</p> <p>(31) Quantity sold for consumption.</p> <p>(32) The consumption was increasing only in Perlis and Kedah owing to the influx of Chinese following the revival of tin and rubber and general improvement of trade.</p> <p>(33) Total number of Chinese population according to 1921 census was 876,000.</p> <p>(34) Number of consumers unknown.</p> <p>(35) Total number of Chinese population : 809,647.</p> <p>* The prepared opium consumed is manufactured at the Singapore Government Factory and supplied by the Singapore Monopolies Department.</p>	
	1921			8,636			2,430		
	1922								
	1923		(27)						
	1924		(27)						
MACAO	(28) 1920	20,500	(29) 10,900	10,622	74				
	1921								
	1922								
	1923								
	(30) 1924	10,440	8,087	5,438	120				
MALAY STATES (FEDERATED) * . . .	1920			59,708					
	1921			37,390	1,036	298,566			
	1922			32,140					
	1923			38,072					
	1924			(31) 38,771					
MALAY STATES (UNFEDERATED) * . .	1920			37,724					
	1921			23,641	984	121,809			
	1922			20,364					
	1923			23,483					
	1924			(32) 22,815					
NETHERLANDS EAST INDIES	1920	126,817	126,817	100,665	49,161				
	1921			33,399		(33)	(34)		
	1922			64,450					
	1923			53,534	49,351		142,730		
	1924			50,341	49,351	(35)	133,512		

PREPARED OPIUM STATISTICS (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
SARAWAK	(³⁶) 1924	kgs. (³⁷)	kgs.	kgs. 2,611			(¹⁵) 4,724	<p>(³⁶) Period July 1st to December 31st, 1924. The rights under the "Farms system" were transferred to the Government as from July 1st, 1924.</p> <p>(³⁷) 3,786 kgs. of raw opium were used for the manufacture of prepared opium.</p> <p>(³⁸) Number of Chinese residents in 1920 : 260,194.</p> <p>(³⁹) From April 1st, 1920, to March 31st, 1921.</p> <p>(⁴⁰) Number of smokers is estimated at 200,000. The figures for consumption represent the amount of opium sold for smoking or consumption.</p> <p>(⁴¹) From April 1st, 1921, to March 31st, 1922.</p> <p>(⁴²) From April 1st, 1922, to March 31st, 1923.</p> <p>(⁴³) Siam statistics now established according to the calendar year.</p> <p>(⁴⁴) The figures for 1924 are for the calendar year and replace those given previously for the Buddhist Era.</p> <p>(⁴⁵) Including the prepared opium manufactured for use in the Malay States, as well as for use in the Colony itself.</p> <p>(⁴⁶) Quantity of prepared opium sold for consumption in the Colony. This figure does not include direct sales to the Malay States.</p>
SIAM	1920	.			9,121	(³⁸)	(⁴⁰)	
	(³⁹) 1921	70,054	70,054	58,484				
	(⁴¹) 1922	57,418	57,418	50,160				
	(⁴²) 1923	48,169	48,169	47,097				
	(⁴³) 1923			(⁴¹) 50,779				
	(⁴⁴) 1924			(⁴²) 51,589			(¹)	
STRAITS SETTLEMENTS	1920	168,144	72,000	68,638	881	244,600	(¹)	
	1921	126,612	(⁴⁵) 126,612	57,392		247,846		
	1922	109,152	(⁴⁵) 109,152	51,492				
	1923	110,847	(⁴⁵) 110,847	(⁴⁵) 50,246				
	1924	102,533	(⁴⁵) 102,533	(⁴⁵) 44,721				

ERRATA.

The following corrections should be inserted in Document O. C. 415 (English text) :

Page 12. — Great Britain : Column 8. — For 26,347 read 26,437.

Page 16. — Japan and Territories, 1924, line 3 :

Column 3. — For 30,500 read 40,500.

Column 5. — For 42,001 read 52,001.

Columns 8 and 12. — For 46,518 read 56,518.

Page 16. — Formosa, 1921, line 3 :

Column 12. — For 39,001 read 39,092.

Page 17. — Kwantung, 1921 :

Columns 5 and 8. — Insert 14,545.

Column 7. — Insert "nil".

[Communicated to the Council,
the Members of the League
and the Delegates at the Assembly.]

A. 20. 1926. III.

Geneva, July 29th, 1926.

LEAGUE OF NATIONS

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS**

**REPORT TO THE COUNCIL ON THE WORK
OF THE EIGHTH SESSION OF THE COMMITTEE**

Geneva, May 26th to June 8th, 1926.

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 work of its Eighth Session.

All the members of the Committee were present with the exception of the representative of Bolivia.

The Committee had the pleasure of welcoming for the first time Colonel Arthur Woods, former Police Commissioner for New York City, whom the Council had appointed as assessor on the Committee by reason of his special knowledge of police measures to suppress the clandestine traffic.

M. Brenier had expressed his regret at not being able to attend this session, and the third assessor had not yet been appointed by the Council.

Mr. Pinkney Tuck, Consul of the United States of America at Geneva, had been appointed by his Government to attend in an unofficial capacity.

The following is a complete list of the persons present during the session:

M. BOURGOIS (Chairman)	<i>France</i>
Dr. ANSELMINO (Vice-Chairman).	<i>Germany</i>
Sir Malcolm DELEVINGNE, K.C.B.	<i>British Empire</i>
His Excellency M. CHAO-HSIN CHU	<i>China</i>
Sir John CAMPBELL, C.S.I.	<i>India</i>
M. SUGIMURA	<i>Japan</i>
M. W. G. VAN WETTUM	<i>Netherlands</i>
His Excellency M. FERREIRA	<i>Portugal</i>
M. Constantin FOTITCH.	<i>Kingdom of the Serbs, Croats and Slovenes</i>
His Highness Prince CHAROON.	<i>Siam</i>
M. DINICHERT.	<i>Switzerland</i>
<hr/>	
Mr. S. Pinkney TUCK	<i>United States of America</i>
<hr/>	
Colonel Arthur WOODS	<i>Assessor</i>

After the election of the Chairman and the Vice-Chairman and the adoption of the agenda, the Committee held twenty-one public meetings and four private meetings.

M. VON PFLÜGL, on behalf of the Austrian Government, attended one of the meetings of the Committee, and, after discussion, announced that his Government would withdraw the reservation which it had attached to its signature of the Convention adopted by the Geneva Convention of 1925.

The documents which were submitted to the Advisory Committee during this session have led it to form two important conclusions, namely, that the illicit traffic is very great, and that the data at the disposal of the Committee for keeping in touch with international traffic, both licit and illicit, are insufficient.

The present position appears to be a very serious one. The seizures of manufactured drugs and of opium have been very large, and there is no doubt that the quantity of drugs manufactured is considerably in excess of medical and scientific requirements.

The Committee had before it a long list of seizures reported to the Secretariat by different Governments and detailed reports of investigations undertaken in various countries into important cases of illicit traffic. These documents are too voluminous to print *in extenso*, but the Committee thinks it advisable to extract and quote from the mass of information before it two sets of figures which illustrate the scale on which the illicit traffic is carried on.

The authorities at Hong-Kong seized during 1924, 338 kilogrammes of morphine, 150 kilogrammes of heroin and 57 kilogrammes of cocaine.

The Chinese Maritime Customs, during the years 1923 to 1925, seized 70,652 kilogrammes of home-produced opium, 13,919 kilogrammes of foreign opium, 114 kilogrammes of opium dross, 1,204 kilogrammes of morphia and 816 kilogrammes of cocaine and heroin.

Until the Geneva Convention of February 19th, 1925, comes into operation, effective control of the international traffic will be extremely difficult. In its first resolution, the Committee desired to express its strong desire that the various countries should ratify this new Convention as soon as possible in order that all the machinery of control set up by it might be brought into operation. It will be seen from Annex 3 that very few countries have so far ratified or adhered to this convention.

Ratification by countries Members of the Council is of particular importance, since, under Articles 36 and 19, the coming into force of the Convention depends on their ratification.

The fact that the new diplomatic instrument has not yet come into force has led to an unfortunate situation so far as the work of the Committee is concerned.

The Committee was somewhat embarrassed by the fact that, although it appreciated the urgency of new measures of control, it was yet unwilling to propose their adoption by Governments at a moment when it was awaiting the early execution of the Convention which makes provisions for measures of that very kind.

APPLICATION OF THE HAGUE CONVENTION.

Examination of the Annual Reports.

Pending the coming into force of the Geneva Convention of February 19th, 1925, the Committee has been obliged to confine itself generally to an examination of the manner in which the Hague Convention is applied. The Committee has attached special importance to the examination of the annual reports supplied by the Governments. It would call attention to Annex 4 to this report and would point out that some countries have sent in no report to the League, that others have sent in reports at irregular intervals and that some have sent in reports which are incomplete. The Committee has thought fit to draw the attention of the signatory States by various resolutions to the importance that it attaches to the annual reports, as otherwise it is unable to form an estimate of the world situation as regards the traffic in drugs.

The Committee has therefore voted the following resolutions:

- Resolution III dealing with the regularity of annual reports;
- Resolution IV dealing with statistics of seizures;
- Resolution V dealing with statistics concerning coca.

A special resolution (No. VI) deals with the ratification of the Hague Convention by Turkey.

The Committee is impressed by information it has received which indicates that illicit traffic is being carried on in certain countries which have not yet furnished the annual reports which the League has asked for, nor any information as to the laws which have been adopted for the control of the traffic in opium and the drugs, in accordance with the provisions of the Hague Convention. The Committee would be glad if the Secretary-General would make every effort in his power to ensure the transmission of these reports and of the laws in question. It has decided to adjourn further consideration of the matter until it has learnt the result of such action.

During the discussion on the present situation, M. van Wettum made a statement to the effect that, as a consequence of the lack of purchasers, the stock of coca leaves in Amsterdam had never been so high as now, and reached a figure of about 860 tons. A Coca Planters' Association had been formed in November 1925 and had concluded an agreement with most of the cocaine manufacturers in Europe. Some producers had already diminished the area of their coca plantations and others had decided this year to grow only a partial crop.

EXPORT OF OPIUM FROM THE PERSIAN GULF.

In its last year's report, the Committee had devoted a special paragraph to the question of the exports of opium from the Persian Gulf to the Far East and had submitted a series of resolutions on this subject. The Committee has once more examined this question and has noted that the situation has not improved (see Annex 6 to this report).

The Committee therefore considers it its duty to lay particular stress in resolution VII on the recommendations regarding the regulation of ships engaged in carrying opium in the Persian Gulf similar to those which it made last year and to which effect has not yet been given. The report which the Commission of Enquiry recently sent to Persia will shortly submit to the Council will be particularly interesting to the Advisory Committee in its work.

SPECIAL RECOMMENDATIONS.

After an exchange of views, the members of the Committee thought that it was advisable to ask the Council to draw the attention of the Governments to a certain number of measures referred to in resolutions VIII, IX and X. These measures are connected with maritime insurance policies (see Annex 7), smuggling carried out by means of the post (see Annex 8), and the necessity of direct contact between the authorities responsible for enforcing the laws regarding the illicit traffic. The Committee also calls attention to a new method of smuggling adopted by the illicit traffickers with the Far East which is described in Annex 9.

The Committee's attention was drawn to the value of having two copies of the import certificates sent to the exporting country. It took no resolution on this subject, as it considered that it was for the Governments concerned, if they thought it advisable, to come to a direct agreement between themselves on this point.

During the session, Colonel Arthur Woods made a statement on the control of the drug traffic. This statement was regarded by the members of the Committee as of particular importance. At the suggestion of the Chairman, Colonel Woods has prepared a summary of his specific recommendations, which are herewith submitted in Annex 10.

POSITION IN THE FAR EAST.

The Agreement drawn up by the First Geneva Conference will come into force between three of the signatory countries on July 28th, 1926. It still remains to be ratified by four States, and the Committee would ask the Council to use its utmost efforts to secure the early ratification of the Agreement by those States.

The representative of the Government of India made an important declaration on the policy which his Government had adopted in respect of the export of opium. This policy is stated in the following resolution, which has been unanimously accepted by the Council of State and the Legislative Assembly in India:

“ This Council recommends to the Governor-General in Council that immediate steps should be taken to give effect to the policy of progressively reducing the exports of opium from India, except for strictly medicinal and scientific purposes, so as to extinguish them altogether within a definite period.”

The representative of India informed the Committee that, though he was not in a position at present to state what period would be fixed for the extinction of all exports of opium from India except for medicinal and scientific purposes, he could give them an assurance that that period would not be unduly prolonged. It is understood that an announcement, definitely fixing the period, may be expected from the Government of India in the near future. It was also intimated that, when the agreement for the direct sale of raw opium to the Government of Indo-China came into force, the Calcutta auction sales would be abandoned.

The representative of the Japanese Government informed the Committee that a Supreme Council, composed of the Minister of Foreign Affairs and high Government officials, will be instructed to examine, among other questions, the most suitable measures for the suppression of the illicit traffic.

The situation in China does not appear to have changed much since the last session.

DOCUMENTS AT THE DISPOSAL OF THE COMMITTEE.

The Committee thought it necessary to ask the Secretariat to take a certain number of steps to complete its collection of documents, particularly in respect of the legislation of the various countries (see resolution XI) and the regime of free ports. It considered it desirable to have exact information on the regime for ensuring the control of opium and drugs in free ports and free zones, and has therefore asked the Secretariat to prepare as complete a list as possible of free ports and free zones and a summary of the systems by which the control in question is exercised.

The Committee also took cognisance of the report of the Office international d'hygiène publique, which dealt with Article 8 of the Geneva Convention of February 19th, 1925. Certain points were raised by Dr. Anselmino on this report, and the Committee agreed to ask the Health Committee to confer with Dr. Anselmino before taking a decision on the report.

The Committee has also asked the Secretariat to draw up a list of the documents already published by the Section and to collect all the resolutions adopted by the Advisory Committee, by the Council and by the Assembly. A list of books dealing with drug problems will be made.

The Committee took note of a document drawn up by Dr. Anselmino with regard to the conditions governing the import and export of narcotics in various countries, colonies, and territories, whether by the ordinary channels or by post. Copies of this list can be obtained from the Secretariat by the countries interested when it has been revised by its author.

The Committee had before it a summary of the annual reports received from Governments, with statistical tables, which had been prepared by the Secretariat, and which will be printed

as an annex to the minutes of its proceedings. The Committee noted a number of discrepancies between the figures of exports and imports as returned by different countries; and it recommends that in future all important discrepancies should be examined by the Secretariat, in consultation with the Governments concerned, before the summary is submitted to the Committee (see the resolution adopted by the Committee at its meeting last year, which received the approval of the Council and of the Assembly). The work of the Committee would also be greatly facilitated if the statistics could be analysed and summarised before the meeting of the Committee, so as to present a general view of the world situation in regard to the production, manufacture and distribution of the drugs. It recognises that this will place additional work on the Secretariat, and it accordingly welcomes the proposal, which it understands has been made by the Secretary-General, to add an additional member to the Section. For some time this Section will be responsible for particularly important work, but part of that will, when the new Geneva Convention of February 19th, 1925, comes into force, be transferred to the organisation provided for by that Convention.

RESOLUTIONS.

I.

The Committee, after examining the information before it relating to the illicit traffic, points out the gravity of the present situation. Considerable seizures of the manufactured drugs and of opium continue to be made, and there is no doubt that the drugs continue to be manufactured on a scale vastly in excess of the world's medical and scientific requirements. Pending the coming into operation of the Geneva Convention of February 19th, 1925, it is extremely difficult to secure an effective control of the international traffic, and the Committee desires to urge as strongly as possible that all States should complete their ratification without delay in order that the machinery of control provided for by the Convention may be brought into operation during the present year. It is, in particular, important to secure ratification by the States Members of the Council in view of the provisions of Articles 36 and 19.

II.

The Committee recommends that the administrations called upon to decide on an application for export of drugs to a country not applying a system of import authorisations should endeavour to ascertain whether the application submitted to them is a legitimate one. This recommendation is made in the spirit which inspired Article 18 of the Geneva Convention of February 19th, 1925.

III.

The Committee requests the Council to draw the attention of those States Members of the League of Nations and Parties to the Hague Convention which do not regularly send in annual reports on the traffic in opium and dangerous drugs, or whose reports are incomplete, to the great importance that the Advisory Committee attaches to the regular receipt of full reports, which are the only means by which the Committee can keep informed on the international traffic.

IV.

The Committee recommends that the Governments, in their annual reports to the League, should be asked to state the total quantities of each of the drugs (including opium) seized by their authorities during the year, taking care to distinguish the seizures made by the Customs authorities from other seizures.

V.

The Committee desires to draw the attention of the Council to the desirability of obtaining from all countries producing coca the statistics provided for in Article 22 of the Geneva Convention of February 19th, 1925, in so far as they relate to the export of this raw material and of crude cocaine.

The Committee requests the Council to ask the Secretary-General to approach the Governments of those producing States which have not yet supplied these statistics with a view to obtaining this information.

VI.

In view of the fact that Turkey has not yet adhered to the Hague Convention and that a control over the export of opium from Turkey in accordance with the provisions of the Convention is not, so far as the Committee is aware, being exercised by the Government of that country;

In view also of the resolution of the Fourth Assembly of the League of Nations calling attention to the fact that the Government of Turkey has undertaken in the Treaty of Lausanne to adhere to the Convention:

The Committee asks the Council to request the Government of Turkey to adhere to the Convention as soon as possible.

VII.

The Committee has again examined the situation in regard to the export of opium from the Persian Gulf to the Far East. The bulk of the opium exported from the Gulf continues to be sent to the Far East under false declaration of destination and undoubtedly finds its way into the illicit traffic. The Committee notes that the recommendation made by it in paragraph (b) of resolution II of its Report for 1925, that Powers whose ships are engaged in traffic with the Persian Gulf should adopt measures to control the conveyance of opium from the Persian Gulf on such ships and to prevent its diversion into the illicit traffic, has not been carried out except by one of the States whose ships are engaged in the traffic with the Far East. The result has been that, while the measures taken by the latter Power have prevented the traffic from being carried on in the ships of that Power, the traffickers continue to carry it on on the ships of other countries. It accordingly asks the Council to make urgent representations to the Governments of the countries whose ships were engaged in the traffic during the past year to take the necessary measures for the control of the traffic. Further, the Committee recommends that the Governments of Powers having extra-territorial rights in Persia should be asked to institute a control over their nationals in Persia on the lines of the regulations already made by some Powers in order to prevent their engaging in the illicit traffic in opium.

VIII.

The Committee desires to call special attention to the steps taken in Great Britain in regard to maritime insurance with a view to preventing the insurance of consignments of opium or drugs destined for illicit purposes, and would urge that similar steps should be taken as soon as possible in other countries whose nationals undertake the business of maritime insurance.

IX.

The Committee draws special attention to the evidence it has received of the extensive use of the post by illicit traffickers in morphine and the other drugs with the Far East. As this is a danger to which all countries are exposed, the Committee recommends:

- (a) That the Council should bring the matter to the notice of all Governments and of the Universal Postal Union;
- (b) That notice of any seizure of drugs sent from abroad through the post should be sent immediately, with particulars of the place at which and the date on which the drugs were posted, to the authorities of the country from which the drugs were sent;
- (c) That a list of all such seizures and of the results of the investigations made should be included in the annual reports of the Governments to the League.

X.

The Advisory Committee asks the Council to draw the attention of the Governments to the importance of direct communication between the authorities which are entrusted with the enforcement of the laws on the suppression of the illicit traffic. The Committee has already several times laid stress on this point, and the matter is dealt with in Article 3 of the Final Act of the Second Opium Conference.

Communications of this kind might be established either by exchange between these authorities of information on administrative or police measures or by direct contact between the said authorities.

XI.

The Advisory Committee requests the Council to instruct the Secretary-General to ask those States which have not yet communicated their legislation on opium and drugs to do so and to give notice of any new laws which may be promulgated.

Acting Secretary:
(Signed) H. C. BERG.

President:
(Signed) G. BOURGOIS.
Vice-President:
(Signed) Dr. ANSELMINO.

LIST OF ANNEXES.

	Page
1. The Hague Opium Convention of 1912: List of Ratifications, etc.	7
2. Agreement drawn up by the First Opium Conference, February 11th, 1925: List of Signatures, Ratifications and Adhesions	8
3. Convention drawn up by the Second Opium Conference, February 19th, 1925: List of Signatures, Ratifications and Adhesions	8
4. Statement with regard to Annual Reports received from Governments Members of the League and Parties to the Opium Convention of 1912	9
5. Import Certificate System	11
6. (a) Extract from Document O. C. 417: "List of Ships known to have carried Opium from the Port of Bushire"	12
(b) Shipments of Persian Opium known to have been shipped from Bushire during the Period June 1st, 1925, to April 30th, 1926	12
7. Memorandum on Insurance of Consignments of Opium and Dangerous Drugs . .	14
8. Circular issued by the Inspector-General of Customs in China	15
9. Extract from Memorandum on Smuggling at Dairen	17
10. Brief Summary of Colonel Woods' Suggestions	18
11. Extract from Note on the Egyptian Decree-Law of March 21st, 1925	18
12. Cocaine-Smuggling in India	19

Annex 1.

THE HAGUE OPIUM CONVENTION OF 1912: LIST OF RATIFICATIONS, ETC.

<i>Ratifications</i>	<i>Signatures of Protocol putting Convention into force</i>
Albania	Albania ¹
Australia	Australia
Austria	Austria
Belgium	Belgium
Bolivia	Bolivia
Brazil	Brazil
Bulgaria	Bulgaria
Canada	Canada
Chile	Chile
China	China
Colombia	Colombia
Costa Rica	Costa Rica
Cuba	Cuba
Czechoslovakia	Czechoslovakia
Danzig	
Denmark	Denmark
Dominican Republic	
*Ecuador	Ecuador
Esthonia	
Finland	Finland
France	France
*Germany	Germany
Great Britain	Great Britain
Greece	Greece
Guatemala	Guatemala
Haiti	Haiti
Honduras	Honduras
Hungary	Hungary
*Iceland	Iceland
India	India
Irish Free State	Irish Free State
Italy	Italy
Japan	Japan
Latvia	Latvia
Liberia	Liberia
Luxemburg	Luxemburg
*Mexico	Mexico
*Monaco	Monaco
Netherlands	Netherlands
New Zealand	New Zealand
Nicaragua	Nicaragua
Norway	Norway
Panama	Panama
Peru	Peru
Poland	Poland
Portugal	Portugal
Roumania	Roumania
Salvador	Salvador
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes
Siam	Siam
Spain	Spain
Sweden	Sweden
Switzerland	Switzerland
Union of South Africa	Union of South Africa
*United States of America	United States of America
Uruguay	Uruguay
Venezuela	Venezuela

* Not members of the League.

Annex 2.

AGREEMENT DRAWN UP BY THE FIRST OPIUM CONFERENCE, FEBRUARY 11TH, 1925: LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Agreement</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Agreement</i>	<i>Protocol</i>
France	France	France	France	France
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
India	India	India	India	India
Japan	Japan	Japan		
Netherlands	Netherlands	Netherlands		
Portugal	Portugal	Portugal		
Siam	Siam	Siam		

Annex 3.

CONVENTION DRAWN UP BY THE SECOND OPIUM CONFERENCE, FEBRUARY 19TH, 1925: LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Convention</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Convention</i>	<i>Protocol</i>
Albania	Albania	Albania		
Australia	Australia	Australia	Australia	Australia
Austria (with reservation)				
Belgium		Belgium		
Brazil		Bolivia		
Bulgaria	Bulgaria	Brazil		
Canada	Canada	Bulgaria		
Chile	Chile			
Cuba	Cuba	Cuba		
Czechoslovakia	Czechoslovakia	Czechoslovakia		
Denmark		Denmark		
France		France		
Germany	Germany	Germany		
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
Greece	Greece	Greece		
Hungary		Hungary		
India	India	India	India	India
Irish Free State		Irish Free State		
Japan	Japan	Japan		
Latvia	Latvia			
Luxemburg	Luxemburg	Luxemburg		
Netherlands	Netherlands	Netherlands		
New Zealand	New Zealand	New Zealand	New Zealand	New Zealand
Nicaragua	Nicaragua	Nicaragua		
Persia	Persia	Persia		
Poland		Poland		
Portugal	Portugal	Portugal		
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes		
Siam	Siam	Siam		
Sudan	Sudan		Sudan	Sudan
Spain		Spain		
Switzerland		Switzerland		
Union of South Africa	Union of South Africa		Union of South Africa	Union of South Africa
Uruguay		Uruguay		
<i>Adhesions</i>				
Egypt				
Roumania				
Salvador				
San Marino				
Sarawak				

Annex 4.

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM GOVERNMENTS MEMBERS OF THE LEAGUE AND PARTIES TO THE OPIUM CONVENTION OF 1912.

× denotes that a report has been sent.
— denotes that no report has been sent.

	1921	1922	1923	1924	1925
Abyssinia	Letter despatched to the Secretariat on October 23rd, 1923. No manufacture, consumption or traffic. Small quantities imported for medicinal purposes.				
Albania	Letter despatched to Secretariat on March 10th, 1923. Cannot answer questions in annual report form. Dangerous drugs only used for medicinal purposes.				
Argentina	—	—	—	—	—
Australia	×	—	×	—	—
Austria	—	×	×	×	—
Belgium	×	×	×	×	×
Bolivia	×	×	—	—	—
Brazil	—	×	—	—	—
Bulgaria	—	—	×	×	—
Canada	—	×	×	×	—
Chile	×	×	×	—	—
China	—	×	—	—	—
Colombia	—	—	—	—	—
Costa Rica	—	—	—	—	—
Cuba	×	×	×	—	—
Czechoslovakia	—	—	×	×	—
Danzig	—	—	×	×	—
Denmark	—	×	×	×	—
Dominican Republic	Letter despatched to the Secretariat on January 10th, 1924. No manufacture. Imports chiefly from France and the United States.				
Ecuador	—	—	—	—	—
Esthonia	×	×	×	×	—
Finland	—	—	×	×	×
France	—	—	×	×	—
Germany	×	—	—	—	—
Great Britain	×	×	×	×	×
Greece	×	×	×	×	×
Guatemala	×	×	—	—	—
Haiti	Letter despatched to the Secretariat on January 8th, 1924. No year stated, but annual imports, exports and consumption given.				
Honduras	—	—	—	—	—
Hungary	×	×	×	×	—
Iceland	—	—	—	—	—
India	×	×	×	×	—
Irish Free State	—	—	—	—	—
Italy	—	×	—	×	—
Japan	×	×	×	×	—
Latvia	—	—	—	—	—
Liberia	Letters despatched May 8th, 1923, and February 20th, 1924. No traffic in the country.				
Lithuania	×	×	×	×	—
Luxemburg	—	—	—	—	—
Mexico	—	—	—	—	—
Monaco	Letter despatched on November 8th, 1923. No year given.				
Netherlands	×	×	×	×	—
New Zealand	×	×	×	×	—
Nicaragua	—	—	—	—	—
Norway	—	×	×	×	—
Panama	Letter despatched on March 26th, 1923, saying that details were sent in reply to questionnaire of 1921.				

	1921	1922	1923	1924	1925
Paraguay	—	—	—	—	—
Persia	×	×	—	—	—
Peru	—	—	—	—	—
Poland	×	×	×	×	—
Portugal	—	—	—	—	—
Roumania	×	×	×	×	—
Salvador	No year given. General information despatched to the Secretariat on June 20th, 1923.				
Kingdom of the Serbs, Croats and Slovenes	—	—	—	—	×
Siam	×	×	×	×	—
Spain	—	—	×	×	—
				(first three months only)	
Sweden	—	×	×	×	—
Switzerland	Statistics for 1921, 1922 and 1923 sent by Dr. Carrière (doc. O. C. 206) ¹ .				
Union of South Africa	×	×	×	×	×
United States of America	×	×	×	×	×
Uruguay	—	—	—	—	—
Venezuela	×	—	—	—	—

STATEMENT WITH REGARD TO ANNUAL REPORTS RECEIVED FROM THE MORE IMPORTANT COLONIES, POSSESSIONS OR TERRITORIES BELONGING TO STATES MEMBERS OF THE LEAGUE.

<i>Colonies, etc.</i>	1921	1922	1923	1924	1925
British:					
Ceylon	×	×	×	×	×
Hong-Kong	—	×	×	×	—
Straits Settlements	×	×	×	×	—
French:					
Indo-China	×	×	×	×	—
Japanese:					
Chosen	×	×	×	×	—
Formosa	×	×	×	×	—
Kwantung Leased Territory	×	×	×	×	—
Netherlands:					
Netherlands East Indies	×	×	×	×	—
Portuguese:					
Macao	—	×	—	×	—

¹ Imports and exports for last five months only.

Annex 5.

IMPORT CERTIFICATE SYSTEM.

*States which have accepted
the system and put it into
force*

*States which have accepted
the system but have not yet
put it into force*

*States which have ac-
cepted the system but
have not yet intimated
whether it is in force
or not.*

Albania
Australia
Austria
Belgium
Bulgaria
Canada
Cuba
Czechoslovakia
Danzig
Denmark
Finland
Germany
Great Britain
Greece
Guatemala
Haiti
Hungary
India
Irish Free State
Italy
Japan
Latvia
New Zealand
Norway
Panama
Poland
Portugal
Siam
Spain
Sweden
Switzerland
Union of South Africa
United States of America

Netherlands

Brazil
Lithuania

Colonies, Possessions and Mandated Territories:

British:

Note: The British Government has accepted the system on behalf of 39 colonies and for the following mandated territories:

Palestine
Iraq

Togoland
Cameroons

Tanganyika

Japanese:

Chosen
Formosa
Kwantung Leased Territory

Netherlands:

Curaçao
Netherlands East Indies

Annex 6.

(a) EXTRACT FROM DOCUMENT O. C. 417: LIST OF SHIPS KNOWN TO HAVE CARRIED OPIUM FROM THE PORT OF BUSHIRE.

<i>Vessel</i>	<i>Date</i>	<i>Number of cases of opium</i>	<i>Declared destination of opium</i>	<i>Flag</i>	<i>Remarks</i>
<i>Joh. Ludw. Mowinckel.</i>	5.VII.25	100 813	Keelung Vladivostock	Norwegian	Sailed with 100 cases of opium declared for Keelung and 813 cases declared for Vladivostock. According to the <i>Macao Gazette</i> , the S.S. <i>Mowinckel</i> arrived at Macao on August 5th and departed on the same day for Keelung. On August 15th the vessel was at Keelung and unloaded 100 cases of opium. The S.S. <i>Mowinckel</i> is registered at Lloyd's and her port of registry is Bergen.

Note: This information was furnished by the British representative in a letter to the Secretariat dated October 28th, 1925.

O. C. 417 (a).

(b) SHIPMENTS OF PERSIAN OPIUM KNOWN TO HAVE BEEN SHIPPED FROM THE PORT OF BUSHIRE DURING THE PERIOD JUNE 1ST, 1925, TO APRIL 30TH, 1926.

(Communicated by Sir Malcolm Delevingne on May 12th, 1926, in continuation of previous memorandum appearing as Annex 4 to the Report on the Seventh Session of the Advisory Committee.)

<i>Vessel</i>	<i>Date</i>	<i>Number of cases of opium</i>	<i>Declared destination of opium</i>	<i>Flag</i>	<i>See Note</i>
<i>Tai Tak</i>	5.VI.25	181	Keelung	Portuguese	A.
<i>Neidenfels</i>	21.VI.25	30	New York	German	
<i>Joh. Ludw. Mowinckel</i>	5.VII.25	813	Vladivostock	Norwegian	B.
		100	Keelung		
<i>Honan</i>	21.VII.25	400	Vladivostock	Chinese	C.
<i>Vasna</i>	26.VII.25	100	Kobe	British	F.
<i>Kibi Maru</i>	23.VII.25	171	Vladivostock	Japanese	
<i>Varela</i>	23.VIII.25	100	Keelung	British	F.
<i>Varsova</i>	9.X.25	100	Keelung	British	F.
<i>Nagasaki</i>	4.XI.25	151	Vladivostock	Chinese	
<i>Sanyo Maru</i>	7.XI.25	239	Vladivostock	Japanese	
<i>Yeroppa Maru</i>	7.XI.25	531	Vladivostock	Japanese	
<i>Yietoku Maru</i>	20.XI.25	490	Vladivostock	Japanese	
<i>Lotte Leonhardt</i>	21.XI.25	10	Marseilles	German	
<i>Philadelphia</i>	27.XI.25	279	Vladivostock	Chinese	D.
<i>Tai Tak</i>	9.XII.25	326	Vladivostock	Portuguese	A.
<i>Bankura</i>	21.XII.25	100	Dairen	British	F.
		100	Keelung		
<i>Varsova</i>	31.I.26	100	Dairen	British	F.
<i>Honan</i>	2.III.26	550	Vladivostock	Chinese	C.
<i>Prominent</i>	10.III.26	445	Vladivostock	Norwegian	
<i>Kuma Moto Maru</i>	13.III.26	319	Vladivostock	Japanese	
<i>Sanyo Maru</i>	24.III.26	413	Vladivostock	Japanese	
<i>Hachiro Maru</i>	20.IV.26	621	Vladivostock	Japanese	

The total amount of Persian opium mentioned in this table as having been exported from Bushire is 6,669 cases, or approximately 477 tons.

Total amount of Persian opium declared for:

Vladivostock	was	5,784	cases,	or	approximately	422	tons.
Dairen	»	200	»	»	»	14 ¹ / ₄	»
Keelung	»	581	»	»	»	41 ¹ / ₂	»
Kobe	»	100	»	»	»	7	»

Of that declared for Vladivostock, 2,784 cases were carried upon Japanese, 1,101 on Chinese, and 1,258 on Norwegian vessels.

(For the purpose of these calculations, the weight of a chest has been taken as 160 lb.)

Notes.

A. For the previous history of the S.S. *Tai Tak*, see Note G in Annex 4 to the report of the Seventh Session of the Opium Advisory Committee, and the notes on the S.S. *Coloane* (the previous name of this vessel) in Note 7 of League document C. 515. M. 185. 1924. XI. Under the name of the S.S. *Dashtistan*, she was owned by Nemazee & Co. (see note B), but was sold by them on September 26th, 1923, to one H.H. d'Acquico Camiero, a Portuguese subject.

B. The S.S. *Joh. Ludw. Mowinckel* was chartered on time charter from the Norwegian owners by the firm of Nemazee & Co., of Bombay, who are connected with or are a branch of the firm of that name at Shanghai with branches at Macao, Hong-Kong and in Persia. This firm is notorious for its connection with the illicit opium traffic between Persia and the Far East; they were for instance responsible for the shipments of opium upon the S.S. *Ferrara*, *Frangistan*, *Tangistan* and *Georgistan* referred to in Note 7 of League document C. 515. M. 185. 1924. XI, and Note D of Annex 4 of the report above mentioned. According to the *Macao Gazette*, the S.S. *Joh. Ludw. Mowinckel* arrived at Macao on August 5th and departed the same day for Keelung, and, in a statement made by the Norwegian shipowner to the Norwegian Foreign Office and communicated to the Secretary-General, he says that he was informed by the master that the vessel left Bushire on July 4th with 100 tons of opium for Macao and that an arrangement had been made that a Portuguese gunboat should meet the vessel off the China Coast to protect it against pirates and escort it to port. The official Macao opium return for August shows the import of 360 cases of Persian and 100 cases of Benares opium.

On August 15th, the vessel was at Keelung and unloaded 100 cases there. No information has been received as to its subsequent movements.

C. The S.S. *Honan* is identical with the S.S. *Promethean* (cf. Annex 4 of the report above mentioned). She arrived at Shanghai on March 26th, 1925, under the Chinese flag, having been registered at Canton and being owned by Li Po San, a Chinese citizen. She was sold at Shanghai by the latter to a man named Chow Chin Liu, a Brazilian citizen. After the sale her name was changed to the *Ad Infinitum* and she cleared from Shanghai under the Brazilian flag for Keelung on March 28th, 1925. In July she appears again in the Persian Gulf under the Chinese flag. This vessel was known to have been chartered by the group of Chinese merchants who were working with A. T. Woodward, a citizen of the U. S. A., who was arrested and subsequently convicted by the American Vice-Consul at Bushire on August 26th, 1925, for dealing illicitly in opium. The papers found in Woodward's possession disclosed the ramification of a very extensive organization for purchase of opium on a very large scale and its ultimate disposal in China.

D. This vessel is identical with the S.S. *Cochin China* referred to in Note 7 of League document C. 515. M. 185. 1924. XI and Note C of Annex 4 of the report above mentioned. The master of the S.S. *Philadelphia* was Alfred Menanteau, who had been chief officer when the vessel was previously at Bushire flying the French flag. The vessel possessed a provisional certificate from the Officer of the Chinese Maritime Customs at Kowloon dated September 11th, 1925, showing the owner to be one Lichi San. It is understood that the above-mentioned certificate, which has the same effect as the registration of the vessel upon the Chinese register, is issued by the Chinese Maritime Customs upon the instructions of the appropriate Chinese Minister.

E. The Norwegian owners of the S.S. *Prominent* have informed the Norwegian Foreign Office that, in reply to enquiries, they have received from the office in Hong-Kong a telegram to the following effect:

“*Prominent* chartered for lawful trade only. Left Bushire March 12th due Macao April 5th.”

It is also stated that the vessel had been chartered in January 15th, 1926, by the firm of Wong Kan of Hong-Kong for two months. Enquiries are being made at Hong-Kong with regard to these transactions of Wong Kan & Co.

F. The consignments on these vessels, which, being British, were subject to the King's Regulations controlling this traffic, were all covered by import certificates issued by the Japanese authorities.

Note. A comparison between document O.C. 417 and document O.C. 417 (a) was made by M. B. Ferreira at the meeting held on May 27th. This comparison brought to light, in the opinion of the Portuguese delegate, certain contradictions in the information contained in those documents, and a certain amount of vagueness in the facts set out therein.

Annex 7.

C. 78. M. 38. 1926. XI.
O.C. 368.

MEMORANDUM OF INSURANCE OF CONSIGNMENTS OF OPIUM AND DANGEROUS DRUGS.

In July 1925, it was brought to the notice of the British Government by the Government of Hong-Kong that shipments of opium to the Far East were being insured with British underwriters and that the persons concerned in the shipments were able upon the insurance policies to obtain money advances from certain banks in the Far East, by which they were enabled to finance the transactions. It is well known that many of the opium shipments to the Far East are intended, when they reach the Far East, to be diverted to the illegal traffic. Investigations also have shown that the drug traffickers were able to obtain advances from banks on the production of maritime insurance policies covering shipments of dangerous drugs. It should be stated that the underwriters would be unaware of the purpose for which the consignments actually insured by them were intended.

The British Government at once communicated with those London underwriters, informing them that a large proportion of the opium shipped to the Far East, ostensibly consigned to such places as Dalny, Vladivostock, Kobe, etc., was intended to be unloaded and diverted to the illicit traffic before the vessel reached the destination declared, and inviting their co-operation to prevent facilities being given for the insurance of consignments of opium or other dangerous drugs intended for illicit purposes. The members of Lloyd's and the members of the London Underwriters' Association, which between them comprise most, if not all, of the firms or companies in London undertaking maritime insurance, have now come to an agreement with His Majesty's Government that in all maritime insurance policies issued by them a clause shall be inserted in the following terms:

"It is understood and agreed that no claim under this policy will be paid in respect of drugs to which the International Opium Convention of 1912 applies unless:

"(1) the drugs shall be expressly declared as such in the policy, and the name of the country from which, and the name of the country to which, they are consigned shall be specifically stated in the policy;

and

"(2) the proof of loss is accompanied either by a licence, certificate or authorisation issued by the Government of the country to which the drugs are consigned showing that the importation of the consignment into that country has been approved by that Government, or, alternatively, by a licence, certificate or authorisation issued by the Government of the country from which the drugs are consigned showing that the export of the consignment to the destination stated has been approved by that Government;

and

"(3) the route by which the drugs were conveyed was usual and customary."

It will be observed that the effect of the clause (which is based on the system of export authorisations and import certificates recommended by the League of Nations and now embodied in the Geneva Convention of 1925) will be that, in the event of the loss of an insured consignment of opium or drugs at sea, payment will only be made if it can be shown either that the import of the opium or drugs into the country of declared destination has been approved by the Government of that country or that the export of the opium or drugs had been approved by the Government of the country of declared origin of the consignment. In view of the fact that ships carrying cargoes of opium to the Far East have been reported as taking unusual courses for the purpose of evading observation, it is also provided that no claim will be admitted under the policy unless the route taken is usual and customary. It is hoped by this clause that the use of insurance facilities by persons engaged in illicit traffic for the purpose of raising money to finance their transactions will be checked. Action by one Government alone will not, however, put a stop to the practice. Unless similar steps are taken by other countries also, the illicit traffickers will have recourse to the insurance companies and underwriters of other countries, and a message has reached the British Government that this is already happening. Shippers of opium from Constantinople to *certain* destinations are refusing to enter into policies containing this clause.

H. M. Government believes that the other Powers will recognise the importance of taking steps to deal with the situation which has been disclosed, and they would accordingly suggest that the Council of the League should bring the matter to the notice of other Powers in whose territory is carried on the business of underwriting maritime risks, with a view to the adoption by them of arrangements similar to those made by the British Government.

Annex 8.

O.C.387.

CIRCULAR ISSUED BY THE INSPECTOR-GENERAL OF CUSTOMS IN CHINA IN REGARD TO THE USE OF THE REGISTERED LETTER POST FOR SMUGGLING DRUGS INTO CHINA.

Postal:
Abuse of registered mail by evaders of duty and smugglers of contraband : counter-measures to be taken against; instructions.

Circular No. 3589. Second Series.

Inspectorate-General of Customs,
Pekin, January 30th, 1925.

Sir,

I append for your information, copy of correspondence with Harbin concerning abuse of registered mail by evaders of duty and smugglers of contraband to an extent which calls for vigorous counter-measures.

The Postal Authorities and the public attach great importance to the inviolability of the registered mail matter, and rightly so, assuming the legitimate use of the registered post. But it is easy to see how wide is the door which this means of conveyance opens to smugglers who base their operations on the recognised immunity from examination of registered letters and on the general reluctance of those through whose hands this mail matter passes to question its contents. The vagueness of postal regulations on the subject is a measure of this reluctance. From time to time the question of duty evasion by means of the registered post has arisen, as you will see from the correspondence appended. For valuable articles of small bulk, such as jewellery, the registered post is the usual means of conveyance, and, as such articles are not in the category of those things which are absolutely prohibited by postal regulations, no very energetic co-operation may perhaps be expected from the Postal Authorities in countering this evasion. With the growth, however, in the trade in narcotics the question has assumed an importance too serious to be trifled with. I am confident that if at any port a state of affairs exists such as that disclosed by the Harbin despatches, you may depend upon receiving support and assistance from the Postal Commissioner in any measures you may adopt, which should follow generally the lines laid down by me for the guidance of the Harbin Commissioner.

I am, Sir,
Your obedient Servant,
(Signed) F. A. AGLÉN,
Inspector-General.

To the Commissioner of Customs.

No. 3138.
L.G.

Harbin, January 15th, 1925.

Sir,

1. In Harbin despatch No. 3116, of November 22nd, 1924, the question was raised as to the Customs treatment to be accorded to dutiable articles forwarded by post as registered "letters" and/or "samples" in defiance of postal rules prohibiting such practice. It was then assumed that the registered letter and sample post was resorted to by the public in order to get certain goods to this market by the quickest, though not legitimate, means available rather than with any intention to defraud the Customs of their revenue. Since writing the above despatch, however, the following cases of attempted importation of contraband by Siberian mail have been detected:

November 24th, 1924. — Five packages, marked "Sample—no value", containing each 200 grammes of meconium (opium powder), addressed to Gesellschaft Druggist, Harbin; posted at Halle, Germany. Estimated value \$75.

December 9th, 1924. — 17 packages, marked "Sample—no value", containing altogether 9 cattles heroin, addressed to R. Lange, c/o Rintai Stores, Mukden; posted at Basel, Switzerland. Estimated value \$4,000.

14 packages, marked "Registered letters", containing altogether 18 cattles heroin, addressed to the Hong-Kong and Shanghai Banking Corporation for G. and K. Kapustin, Harbin. Estimated value, \$7,500.

January 9th, 1925. — One "registered letter", measuring 13 inches by 10½ inches by 2 1/4 inches and weighing 1.4 kilos, accidentally got undone and was found to contain 10 tins of morphine hydrochloride for an approximate weight of 1 kilo and an estimated value of \$1,000. The discovery led to an accurate external examination of no less than 118 similar "registered letters" lying at the Chinese Post Office as unclaimed by the addressees, and it can be safely maintained that they contain an approximate weight of 75 kilos of morphia.

valued at about \$75,000. A detailed report on this discovery, drawn up by Mr. C. M. Petterson, First Assistant B, who personally made the examination, is enclosed.

2. The above cases put an entirely different complexion on the question raised in Harbin despatch No. 3116. We are evidently confronted here with a vast and well-organised system which has undoubtedly been working ever since the re-establishment of the Siberian mail route, whereby narcotics were peacefully delivered at the delinquent's door against a mere signature on a "registered mail" receipt. I venture to submit that it is incumbent upon China promptly to take drastic measures, no matter at whose initiative and by the enactment of what laws, to suppress this traffic.

3. The administrations concerned are the Customs and the Posts. The latter argue that, by their rules, letters suspected to contain dutiable articles or contraband cannot be opened except in the presence of the addressees; the addressees failing to appear within a prescribed time limit, these letters are to be returned to the office of origin for transmission to the sender unless the Customs wish to seize them, which they (the Customs) can do at their own responsibility. The Customs, on the other hand, would seem to be rather chary of tampering with letter mail, as the recognised principle is herein involved of the sanctity of correspondence. In the case under consideration, however, this principle would hardly be touched, as the letters in question are bulky packages obviously containing anything but *bona fide* correspondence. Moreover, if a Post Office is justified in opening an undeliverable ordinary letter for the purpose of finding the sender's address whereto to return it, it would in my opinion be more than justified in officially opening "registered letters" which are well-nigh certain to contain contraband and/or dutiable articles. It would, at any rate, seem out of place to return to the senders the 118 "registered letters" mentioned above on the plea that correspondence is sacred when Article 18, Section 3, of the Madrid Postal Convention of 1920, which reads:

"Packets falling under the prohibitions of the present article which have been wrongly admitted to the post must be returned to the post office of origin, except in cases where the Administration of the country of destination is authorised by its laws or by its internal regulations to dispose of them otherwise.

"Explosive, inflammable, or dangerous substances, and obscene or immoral articles, however, are not returned to the country of origin; they are destroyed on the spot under the direction of the Administration which has found them";

and Rule VI, final paragraph, of the Postal Guide:

"In all cases it lies with the sender to ascertain that the articles he is sending are permitted in the country of destination, and the Post Office will have no responsibility for loss, delay, or charges arising from the Customs or other regulations to which the contents of correspondence or parcels are subject in the country of destination" —

afford ample opportunity of seizing and destroying them.

4. Pending the receipt of instructions from Peking, the Postal Authorities have agreed to detain the above letters, which are now under the joint custody of Customs and Posts, and the Police Authorities, with whom I have had dealings in connection with the other seizures mentioned in Section 1, have undertaken to do all they can to induce the addressees to come forward to take delivery of them. Should the addressees fail to appear—which is highly probable—a definite ruling is respectfully solicited in regard to:

- (a) How to deal with the 118 "letters" detained at the local post office.
- (b) What measures should be taken if similar cases recur in future.

I venture to express the opinion that the American system of refusing to accept any article of correspondence exceeding the ordinary size of a common letter unless marked "To be opened by the Customs" might eventually do away with the abuse at present lamented.

5. A memorandum from the Deputy Commissioner, envisaging from a different angle the above question, is enclosed.

(Signed) U. MARCONI,

Acting Commissioner.

The Inspector-General to the Harbin Commissioner.

No. 3373. Comms.
Harbin. No. 101813.

Pekin, January 30th, 1925.

Sir,

I have now to acknowledge receipt of your despatch No. 3138: reporting, further, that several cases of attempted importation of opium powder, heroin and morphia by registered letter and sample post had taken place; stating that these cases put an entirely different complexion on the question raised in your despatch No. 3116 and that we are evidently confronted with a vast and well-organised system of importation of narcotics through registered mail, and that it is incumbent on China promptly to take drastic measures to suppress this traffic; and requesting instructions (a) how to deal with the 118 "letters" containing narcotics and detained at the local post office, and (b) as to what measures should be taken if similar cases occur in future;

And in reply, to say that every effort is to be made, in co-operation with the Postal Authorities, to put a stop to the nefarious trade in contraband by means of registered letters or covers said to contain samples and to penalise those who are engaged in it at this end. Registered mail packages supposed to contain contraband are to be opened in presence of the addressees, and, if contraband is found, the Post Office is to be requested to hand it over, and the contraband is to be confiscated. The addressees are to be followed up and handed over to the police if possible. When addressees cannot be found or refuse to come forward, this is to be taken as strong presumption that the contents are contraband, and the packages are to be opened; if found to contain contraband, the Post Office is to be asked to hand them over, and, if they refuse to do so, the case is to be reported to me. We cannot lay down the law for the Post Office or decide how they are to interpret their own regulations or exercise their own administrative powers (*vide* Mr. Law's memorandum enclosed in your despatch No. 3138), but, as the revenue organisation, we are prepared to take the responsibility of confiscating contraband found in registered mail. The packages now under suspicion and detained under joint custody are to be dealt with on the above lines and their contents disposed of in accordance with standing instructions.

(Signed) F. A. AGLIN,

Inspector-General.

Annex 9.

C.C.420.

EXTRACT FROM MEMORANDUM ON SMUGGLING AT DAIREN,
SUBMITTED BY THE BRITISH REPRESENTATIVE.

A new method of smuggling drugs has recently been brought to light at Dairen. In December 1925, a letter was received at the office of the Compradore of the Dairen Branch of the Hong-Kong and Shanghai Bank. It was addressed from Schlieren in Switzerland by one F. Danker, and stated that he was sending six parcels for a Mr. Broon, who would shortly visit Dairen. A person styling himself Mr. A. Broon called and took delivery of the parcels. Subsequent enquiries showed that Broon is an alias of one C. Kapustin, of Harbin, who was known or believed to be an importer of narcotics. Again in December another letter was received stating that four cases purporting to contain clocks were being consigned to the Bank. The consignment had been shipped on the German motor-ship *Fulda* by order of the firm of G. and K. Kapustin of Berlin and were destined for Kapustin alias Broon at Harbin. This method of sending clocks through the Bank was quite unusual. When the *Fulda* arrived at Dairen on February 19th the consignment was not on board. It seems possible, if not probable, that the man Kapustin at Harbin took alarm and arranged for the cases to be landed elsewhere. Then in February a number of packets marked "For Mr. Broon" were received at the Bank, ostensibly containing shampoo powder. They were placed by the Bank in the hands of the police, and on examination it was found that, though a few of the packets contained genuine shampoo powder, the remainder contained heroin. This consignment appears also to have emanated from Switzerland. Particulars have been sent to the Swiss and German representatives on the Advisory Committee for investigation.

Annex 10.

BRIEF SUMMARY OF COLONEL WOODS' SUGGESTIONS.

(Full reports can be found in the minutes of the Nineteenth meeting.)

1. Colonel Woods was impressed with the enormous illicit traffic in these drugs, which everyone concedes and which is strikingly asserted in the first resolution in this report. He was also impressed with the ineffectiveness of present laws and methods. He saw no hope of success in halfway or compromise measures.

2. He stated that, as the result of many years of practical experience, he believed no country could successfully protect its citizens from the ravage of these habit-forming drugs unless it nationally owned or nationally adequately controlled the factories producing them.

By control he meant that the Government should know exactly what goes into every factory and what comes out of it, and should see to it that nothing comes out except for medical or scientific purposes, and that it goes only to persons and places authorised by proper authority.

3. Colonel Woods also suggested several administrative measures to strengthen existing methods :

(a) He pointed out that, to meet this international traffic, we must have international action.

To this end he recommended that the officials in the countries represented on this Committee who are in charge of the administration of the laws regulating the traffic in these drugs be called together periodically to confer with each other.

They would confer as to the powers and other arrangements they have, and those they need, in order to enable them more fully to enforce the laws of their country for the control of the legitimate, and suppression of the illicit, traffic.

They would arrange with each other about such matters as exchange of records of law-breakers, including finger-prints, photographs, *modus operandi*, history, etc. They would make practical arrangements for direct and swift communication with each other and would generally improve and strengthen their own national and the international methods of suppressing smugglers.

(b) He suggested that good results would follow a conference of representatives of manufacturers of drugs with the Chairman of this Committee, since they could, out of their experience, give valuable information as to the best ways to regulate lawful and useful distribution and to prevent illicit traffic.

(c) He suggested that specific information be sent by each nation to all others interested as to the identity and methods of shipowners, agents, captains or others known to have deliberately connived at the illicit traffic.

(d) He commended the import and export regulations recommended by this Committee and urged their adoption and stringent co-operative enforcement by all nations.

Annex 11.

O. C. 407.

EXTRACT FROM NOTE ON THE EGYPTIAN DECREE-LAW OF MARCH 21ST, 1925, REGULATING THE TRADE IN STUPEFYING DRUGS AND THEIR USE, FORWARDED BY THE REPRESENTATIVE OF GREAT BRITAIN.

Hitherto the non-existence of any Egyptian law treating these offences as anything more serious than contraventions has had a serious repercussion on the attitude of consular courts towards them. Although, according to the laws of the great majority of capitulatory Powers, offences connected with the drug traffic are punished with severe penalties, certain consuls have always shown reluctance to try their own nationals for them while native offenders have enjoyed the comparative immunity guaranteed by the Egyptian Law. I believe that in most cases British, French and Italian Consuls have consented to try persons charged by the police with offences under their respective drug laws, but there was always a certain amount of excuse for a consul who pointed out to the police the unfairness of inflicting a heavy sentence on one of his nationals, whose Egyptian accomplice would get off with a fine of P.T. 100 at most, and therefore politely referred them to the mixed courts.

The promulgation of this law will remove any such feeling of inequality and will strengthen the hand of consuls in dealing with offenders belonging to their jurisdiction. In order that this may be properly appreciated, it will be advisable for the Ministry of Foreign Affairs to notify the representatives of all Capitulary Powers of the existence of the new law and to request them to draw the attention of their consuls and consular judges to the severe penalties which it enacts against delinquents.

A very good argument for introducing uniform legislation in matters connected with the consumption of and traffic in drugs is that, although the law of most capitulary nations takes a serious view of offences of this kind, certain codes, *e.g.*, the Swedish, do not inflict imprisonment upon delinquents (although Swedish law lays down a maximum fine of £600), while others envisage the suppression of abuse in one form of drug, such as opium, and make little provision for the control of others.

In these circumstances, contrabandists and traders are quite likely to lay their heads together and, having discovered which of the capitulary nations deal with this class of offence most leniently, will make a determined attempt to concentrate the traffic in the hands of subjects of those States.

Annex 12.

O.C. 436.

COCAINE-SMUGGLING IN INDIA.

Extracts from the Reports of the Excise Administrations of the Punjab, Bombay Presidency and Bengal for the Financial Year 1924-25, submitted by the Representative of India.

PUNJAB.

A certain amount of satisfaction may be obtained from the fact that the licit consumption of cocaine fell from 32,141 grains in the previous year to 30,636 grains. But this licit consumption represents principally the use of the drug for surgical or dental operations.

It was pointed out last year that the increase from 25,494 grains in 1922-23 to 32,141 grains in 1923-24 was not satisfactorily explained. But there was an unfortunate suspicion that the less reputable medical practitioners contrive to prescribe cocaine for some of their patients who are addicted to the cocaine habit. It is reported this year that one licensee is suspected to have abused his licence.

There can be little doubt that the use of cocaine is rapidly increasing in almost every district in the Province, especially in the large towns. Eighteen cases of illicit sale, possession and smuggling were detected in Lahore, the two most important seizures being one of 676 grains and another of no less than 50 ounces. As the Commissioner of Lahore points out, the cocaine habit is far more serious and more difficult to deal with than the evil consequences of liquor or opium. Captures are not effected without great trouble and sometimes danger to the preventive staff. But in spite of their efforts it is only too obvious that actual seizures represent a ridiculously small proportion of illicit imports. As in the case of charas-smuggling, the illicit cocaine trade must be tackled at its source, namely: the ports of entry. Unless stringent action is taken at the ports, it is impossible to suppress this pernicious trade when once the drug has been transported inland. As has been mentioned in the paragraphs dealing with charas, the smugglers of that drug return with cocaine from Bombay and Calcutta.

BOMBAY PRESIDENCY.

Cocaine cases. — Four hundred and twenty-nine cases of illicit possession of cocaine were detected in the City of Bombay during the year under report, against 364 in 1923-24. A large quantity of German and Japanese cocaine is still being smuggled into Bombay, and there is clear indication of a brisk revival of the illicit trade in cocaine. The illicit traffic is carried on principally by Italian seamen, Pathans and other Mahomedans, in spite of the vigilance of the Excise staff.

The largest seizure of cocaine by the Excise Department during the year was 42,522½ grains.

BENGAL.

69. The abuse of cocaine continued to be prevalent in Calcutta, where alone 280 persons were prosecuted, against 256 in the preceding year. The 24 Parganas, Dacca, Hooghly and Burdwan followed with 17, 10, 7 and 3 prosecutions respectively. The number of persons convicted of illicit possession, sale or smuggling of cocaine increased from 257 to 270. In Calcutta the number was 249, as compared with 234 in the previous year.

The total quantity of cocaine seized in Bengal during the year was 1,432 ounces 112 grains, as compared with 1,730 ounces 231 grains in 1923-24. Only 25 ounces 8 grains were seized outside the Calcutta district, and of this quantity 23 ounces 349 grains were seized in Dacca. In Calcutta, 181 ounces 98 grains were seized by Excise officers, 1,197 ounces 270 grains by Customs officers, and 28 ounces 174 grains by police officers.

72. The prosecutions for "illicit sale or possession of cocaine" increased from 287 to 317. Calcutta alone is responsible for the increase. The illicit traffic in cocaine continued to be prevalent, in order of notoriety, in Calcutta, 24 Parganas and Dacca, where 280, 17 and 10 persons respectively were prosecuted. Hooghly joined the list with seven prosecutions. Calcutta is the principal centre for the illicit trade in cocaine, whence all the contraband imports and exports of the drug are controlled. The total quantity of cocaine confiscated in Bengal during the year under report was 1,432 ounces 112 grains, of which Calcutta alone contributed 1,407 ounces 104 grains. Three cases of special importance are noted below:

(1) The Superintendent of Excise, Detection Branch, Calcutta, on receipt of information that R. Fernandez, a Goanese, was going to dispose of a large quantity of cocaine, laid a trap for the accused, with the help of a petty officer, in the Imperial Restaurant, where the accused came with a cane box containing 100 ounces of cocaine. The petty officer, who was previously introduced to him, paid him Rs. 6,000, the price arranged, in Government currency notes (the number of which had previously been noted by the Superintendent), and the accused handed over the cane box and its key. The Excise Superintendent, who was closely watching the whole affair from a short distance, arrested the accused as he was counting the money, and about 100 ounces of cocaine were recovered from the cane box. The accused was the second butler on board the s.s. *Talma* and was regularly smuggling cocaine from Japan probably with the help of accomplices on board. He was prosecuted under the Excise Act and sentenced to undergo rigorous imprisonment for one year.

(2)

(3) The most important detection of the year was the arrest of one Batasia, who is alleged to have amassed considerable wealth by dealing in cocaine. As the case is still under trial, it is not permissible to enter into details in this report.

75. *Seizures of opium and cocaine on board vessels in the Port of Calcutta.* The following statement shows seizures of opium and cocaine on board vessels in the Port of Calcutta:

Name of steamer	Company	Opium			Cocaine			
		Number of seizures	Quantity seized			Number of seizures	Quantity seized	
			mds.	srs.	chs.		oz.	gr.
<i>Takliawa</i>	Mackinnon, Mackenzie & Co.	1	0	20	4	2	222	22½
<i>Torilla</i>	ditto.	1	0	4	0	2	116	120
<i>Tairea</i>	ditto.	1	0	1	10	1	0	365
<i>Kut Sang</i>	Jardine, Skinner & Co.	1	0	0	1	1	0	69
<i>Talma</i>	Mackinnon, Mackenzie & Co.	1	0	23	0	—	—	—
<i>Ellora</i>	ditto.	1	0	15	8	—	—	—
<i>Chantala</i>	ditto.	1	0	11	6	—	—	—
<i>Ho Sang</i>	Jardine, Skinner & Co.	—	—	—	—	1	24	120
<i>Nam Sang</i>	ditto.	—	—	—	—	1	809	238
<i>Majo Maru</i>	Nippen Yushen Kaisha	—	—	—	—	1	24	242
Total . . .		7	1	35	13	9	1,197	301½

✓ [Communiqué au Conseil, aux Membres de la Société et aux Délégués à la septième session ordinaire de l'Assemblée.]

✓ A. 91. 1926. XI.

18

SEPTIÈME SESSION ORDINAIRE DE L'ASSEMBLÉE DE LA SOCIÉTÉ DES NATIONS

TRAFIC DE L'OPIMUM ET AUTRES DROGUES NUISIBLES

Résolutions adoptées par l'Assemblée le 21 septembre 1926 (matin)

sur la proposition de la cinquième Commission.

1. L'Assemblée adopte le rapport de la Commission consultative du trafic de l'opium et autres drogues nuisibles, ainsi que les résolutions qui y sont contenues ;
 2. L'Assemblée, vivement émue par les indications que contient le rapport de la Commission consultative au sujet de la gravité de la situation actuelle en ce qui concerne le trafic illicite, ainsi que par les termes de la résolution que la Commission a adoptée et suivant laquelle il est extrêmement difficile d'assurer un contrôle efficace du trafic international de l'opium et des stupéfiants avant que la Convention de Genève n'ait été mise à effet, insiste auprès des gouvernements de tous les Etats membres de la Société pour qu'ils adhèrent à la Convention de Genève ou procèdent à la ratification de cette Convention, afin que, si cela est possible, les ratifications nécessaires à son entrée en vigueur puissent être déposées au Secrétariat avant la fin de l'année.
-

SEVENTH ORDINARY SESSION OF THE ASSEMBLY OF THE LEAGUE OF NATIONS

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

Resolutions adopted by the Assembly at its meeting held on September 21st, 1926 (morning)

(Adopted on the proposal of the Fifth Committee).

1. The Assembly adopts the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, together with the resolutions contained therein.
 2. The Assembly, impressed by the report of the Advisory Committee as to the gravity of the present situation in regard to the illicit traffic and by the resolution of the Committee that it was extremely difficult to secure an effective control of the international traffic in opium and drugs until the Geneva Convention has been brought into operation, urges on the Governments of all States Members of the League to proceed to ratify or adhere to the Geneva Convention so that, if possible, the ratifications necessary to bring that Convention into force may be deposited with the Secretariat before the end of the year.
-

Publications de la Société des Nations
XI. OPIUM ET AUTRES DROGUES
NUISIBLES
1926. XI. 7.

Genève, le 25 octobre 1926.

SOCIÉTÉ DES NATIONS

TRAFIC DE L'OPIUM

RÉSOLUTIONS

DE L'ASSEMBLÉE, DU CONSEIL ET DE LA COMMISSION
CONSULTATIVE DU TRAFIC DE L'OPIUM
ET AUTRES DROGUES NUISIBLES

LEAGUE OF NATIONS

TRAFFIC IN OPIUM

RESOLUTIONS

OF THE ASSEMBLY, THE COUNCIL AND THE ADVISORY COMMITTEE
ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

Publications of the League of Nations

✓ XI. OPIUM AND OTHER
DANGEROUS DRUGS ✓
1926. XI. 8.

RÉSOLUTIONS DE L'ASSEMBLÉE

Décembre 1920 — Septembre 1925

PREMIÈRE ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES A LA SUITE DES RAPPORTS DE LA COMMISSION N° II LE 8 DÉCEMBRE 1920.

ORGANISATIONS TECHNIQUES.

Les rapports des organisations techniques avec le Conseil de l'Assemblée.

En vue de préciser les rapports des organisations techniques de la Société des Nations avec le Conseil et l'Assemblée de la Société, l'Assemblée, après avoir pris connaissance de la résolution du Conseil de la Société des Nations, en date du 19 mai 1920, qui lui a été soumise par le Conseil, adopte la résolution suivante, qui sera communiquée au secrétariat de toute organisation technique, ledit secrétariat devant, dans tous les cas, être géré par le Secrétaire général de la Société.

Il est entendu que les organisations techniques de la Société en voie de formation sont destinées, d'une part, à faciliter la tâche de l'Assemblée et du Conseil, en constituant des sortes de sections techniques. d'autre part, à faciliter aux Etats membres de la Société, par l'établissement d'un contact direct entre leurs représentants techniques dans chaque domaine, l'accomplissement des devoirs internationaux qui leur incombent.

A ce double titre, elles devront garder assez d'autonomie et de souplesse pour que les Membres de la Société aient un intérêt pratique à les utiliser, et, cependant, être soumises au contrôle des organisations responsables de la direction générale de la Société, en vue de vérifier la conformité des dispositions proposées avec les principes et l'esprit du Pacte, conformément aux articles 19 et 20.

Les deux principes suivants serviront de guide :

Autonomie quant au fonctionnement intérieur des organisations.

Les organisations techniques préparent leur ordre du jour et, après l'avoir communiqué au Conseil, discutent et délibèrent.

Dans les cas exceptionnels, lorsqu'il est nécessaire d'apporter une addition à l'ordre du jour au cours d'une conférence d'une organisation technique et que le temps fait défaut pour communiquer l'article additionnel au Conseil, toute décision qui sera prise au sujet de cet article n'aura qu'une valeur provisoire, tant qu'elle n'aura pas été soumise au contrôle du Conseil.

Contrôle quant à l'intervention vis-à-vis de ses membres.

Avant toute communication aux Membres des travaux ou propositions des organisations techniques, et avant toute action à engager vis-à-vis d'un Membre, le Conseil de la Société devra en être immédiatement informé afin de pouvoir exercer, s'il y a lieu, son pouvoir de contrôle.

Il lui appartiendra au besoin de décider que lesdites communications ou actions devront être ajournées, et d'inviter l'organisme technique intéressé, soit à retirer la question de son ordre du jour, soit à la soumettre à de nouvelles délibérations.

Toutefois, l'organisation technique pourra demander que la discussion de la décision prise par le Conseil soit mise à l'ordre du jour de la première réunion de l'Assemblée.

L'Assemblée de la Société pourra connaître de toutes les affaires traitées dans l'intervalle de ces sessions par le Conseil, dans l'exercice du pouvoir de contrôle ci-dessus défini, soit que le Conseil prenne l'initiative de lui en rendre compte, soit qu'elle-même, sur la demande d'une des organisations techniques de la Société, décide de s'en saisir.

RÉSOLUTIONS ADOPTÉES PAR L'ASSEMBLÉE DANS SA SÉANCE DU MERCREDI 15 DÉCEMBRE 1920.

L'article 23 du Pacte confie à la Société des Nations la mission de contrôler l'exécution des mesures prises au sujet du trafic de l'opium et autres drogues nuisibles ; en conséquence, l'Assemblée est d'accord avec le Gouvernement des Pays-Bas pour juger préférable de laisser la Société des Nations assumer les responsabilités qui, aux termes de la Convention sur l'opium, incombent au Gouvernement des Pays Bas en ce qui concerne les renseignements

ASSEMBLY RESOLUTIONS

December 1920 — September 1925.

FIRST ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE SECOND COMMITTEE)
ON DECEMBER 8th, 1920.

TECHNICAL ORGANISATIONS.

Relations between Technical Organisations, the Council and the Assembly of the League.

With a view to defining the relations between the Technical Organisations of the League of Nations and the Council and the Assembly of the League, the Assembly, after having noted the resolution of the Council of the League of Nations dated May 19th, 1920, submitted to it by the Council, adopts the following resolution. The resolution will be forwarded to the secretariats of all Technical Organisations, and those secretariats must in all cases be administered by the Secretary-General of the League.

The Technical Organisations of the League now in process of formation are established for the purpose of facilitating the task of the Assembly and the Council by the setting up of technical sections on the one hand, and on the other to assist Members of the League, by establishing direct contact between their technical representatives in the various spheres, to fulfil their international duties.

With this double object, they must keep enough independence and flexibility to make them effectively useful for the Members of the League, and yet they must remain under the control of the responsible organisations which conduct the general business of the League, with a view to verifying whether the proposals are in conformity with the principles and spirit of the Covenant in accordance with Articles 19 and 20.

The two following principles will serve as a guide :

The interior working of the various organisations should be independent.

They will prepare their own agenda and communicate it to the Council of the League before discussion thereon takes place.

In exceptional cases in which it is necessary to add to the agenda during the progress of a Conference of a Technical Organisation, and time does not admit of the communication of the additional item to the Council, any decision arrived at thereon shall be provisional only until the Council has had an opportunity of exercising its control.

Their relations with the Members of the League should be under control.

Before any communication of the results or proposals of the Technical Organisations is made to the Members, and before any action concerning a Member is taken, the Council of the League must be immediately informed, in order that it may be able to exercise its power of control, if necessary. In this case, the Council may decide that the communication or action in question shall be postponed and request the Technical Organisation concerned either to withdraw the question from its agenda or to submit it to further consideration.

The Technical Organisation may, however, request that the decision taken by the Council shall be discussed at the next meeting of the Assembly.

The Assembly of the League should be informed of all questions dealt with in the interval between its meetings by the Council in the exercise of its power of control defined above. It may either be informed of such questions by the Council on its own initiative or on the proposal of any one of its Members, or at the request of one of the Technical Organisations of the League.

RESOLUTIONS ADOPTED BY THE ASSEMBLY AT ITS MEETING HELD ON
WEDNESDAY, DECEMBER 15th, 1920.

That, having regard to the duty placed on the League by Article 23 of the Covenant to supervise the execution of arrangements with regard to the traffic in opium and other dangerous drugs, the Assembly concurs with the Netherlands Government in its view that it will be preferable for the League to undertake the duties placed upon the Netherlands Government by the Opium Convention with regard to the collection of data and dealing with disputes.

à recueillir et les différends à régler. Pour ces raisons, et afin de permettre à la Société d'exercer un contrôle général sur l'exécution des mesures réglementant ce trafic, le Secrétariat de la Société sera chargé du soin de recueillir, entre autres renseignements nécessaires, ceux qui concernent les mesures prises dans les différents pays pour assurer l'exécution de la Convention sur l'opium, ainsi que ceux relatifs à la production, la distribution et la consommation des drogues.

En vue d'assurer, à cet effet, la collaboration la plus étroite entre les Nations et de donner au Conseil le bénéfice de ces avis, une commission consultative sera nommée par ce dernier. Elle comprendra les représentants des nations les plus spécialement intéressées, en particulier la Hollande, la Grande-Bretagne, la France, l'Inde, la Chine, le Japon, le Siam et le Portugal. Tout en recevant ses directives générales du Conseil, elle se réunira chaque fois que le besoin s'en fera sentir.

En vue de l'importance de la collaboration des Etats qui ont ratifié ou pourront ultérieurement ratifier la Convention sur l'opium, mais qui ne sont pas encore Membres de la Société, le Gouvernement des Pays-Bas sera invité à solliciter leur adhésion et leur collaboration dans l'exécution des mesures indiquées ci-dessus. Au cas où cette adhésion serait donnée, le Conseil sera autorisé à ajouter à la Commission consultative, à titre de membre ou d'assesseur, les représentants des pays qui, parmi eux, seraient spécialement intéressés à la question, et, en tout cas, une invitation spéciale sera adressée aux Etats-Unis d'Amérique.

Que le Conseil soit autorisé, au cas où il le trouverait nécessaire, à adjoindre à la Commission, en qualité de membres à voix consultative, au plus trois membres ne représentant pas les gouvernements, mais ayant une connaissance spéciale du sujet, et que les frais de déplacement et les indemnités desdits membres soient imputés aux fonds de la Société.

Que la Commission consultative, trois mois avant l'ouverture de chaque session de l'Assemblée, présente au Conseil, afin qu'il le soumette à l'Assemblée, un rapport sur tous les sujets relatifs à l'exécution des accords concernant le trafic de l'opium et autres drogues dangereuses.

L'Assemblée voit avec plaisir les efforts que fait le Gouvernement des Pays-Bas pour obtenir la signature et la ratification de la Convention sur l'opium par les pays qui n'y ont pas encore adhéré, et elle le prie de bien vouloir informer le Secrétariat de la Société des résultats de ses démarches.

DEUXIÈME ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES PAR L'ASSEMBLÉE DANS SA SÉANCE DU VENDREDI 30 SEPTEMBRE 1921, A LA SUITE DU RAPPORT DE LA CINQUIÈME COMMISSION.

I. L'Assemblée approuve les paragraphes 1, 2, 4 et 5 de la résolution du Conseil du 28 juin 1921 :

1. Que les États membres de la Société qui n'ont pas encore signé ou ratifié la Convention internationale de l'opium soient invités à le faire le plus tôt possible.

2. Que le Gouvernement des Pays-Bas soit invité à continuer ses efforts en vue d'obtenir la ratification de la Convention internationale de l'opium par les États qui ne sont pas membres de la Société.

3. (Paragraphe 4 de la résolution du Conseil.)

Que les gouvernements parties à la Convention soient invités à adopter la procédure suivante, en vue de remplir les obligations résultant des articles 3, 5 et 13 de la Convention internationale de l'opium :

« Toute demande d'exportation faite par un importateur pour la fourniture de l'un quelconque des produits auxquels s'applique la Convention devra être accompagnée d'un certificat du gouvernement du pays importateur, déclarant que l'importation de la quantité mentionnée est approuvée par le gouvernement et qu'elle est nécessaire pour des besoins légitimes.

« Dans le cas de drogues visées au chapitre III de la Convention, le certificat spécifiera expressément qu'elles sont uniquement destinées à des usages médicaux ou scientifiques. »

4. (Paragraphe 5 de la résolution du Conseil.)

Que l'attention des Puissances contractantes ayant des traités avec la Chine soit particulièrement attirée sur les dispositions de l'article 15 de la Convention internationale de l'opium, en vue de faire prendre les mesures les plus efficaces pour réprimer la contrebande de l'opium et autres drogues dangereuses.

II. L'Assemblée approuve la seconde recommandation adoptée par la Commission consultative du trafic de l'opium, à sa session du 2 au 5 mai 1921 :

5. Que tous les pays qui ont pris part à la Convention présentent chaque année à la Société des Nations un rapport exposant les mesures prises sur leur territoire pour appliquer les clauses de la Convention et donnant des détails statistiques sur la production, la fabrication et le commerce de l'opium.

That for this purpose and for the purpose of enabling the League to exercise its general supervision over the execution of arrangements with regard to this traffic, the Secretariat of the League is entrusted with the duty of collecting information as to the arrangements made in the various countries for carrying out the Opium Convention, the production, distribution and consumption of the drugs, and other necessary data.

That, in order to secure the fullest possible co-operation between the various countries in regard to the matter, and to assist and advise the Council in dealing with any questions that may arise, an Advisory Committee be appointed by the Council which shall include representatives of the countries chiefly concerned — in particular, the Netherlands, Great Britain, France, India, Japan, China, Siam, Portugal — and shall, subject to the general directions of the Council, meet at such times as may be found desirable.

That, in view of the importance of the co-operation of States which have ratified or may hereafter ratify the Opium Convention but which are not yet Members of the League, the Netherlands Government be requested to invite their concurrence and co-operation in the arrangements indicated above, and that, in the event of such concurrence being given, the Council be authorised to add to the Advisory Committee, in the capacity of member or assessor, a representative of any such country which is specially concerned in the traffic, and that a special invitation be addressed to the United States of America.

That the Council be authorised, if and when it thinks it necessary, to add as assessors to the Committee not more than three persons not representatives of Governments, having special knowledge of the question ; and that the travelling expenses and allowances of such members shall be paid out of the funds of the League.

That the Advisory Committee shall, three months before the beginning of every session of the Assembly, present to the Council, for submission to the Assembly, a report on all matters regarding the execution of agreements with regard to the traffic in opium and other dangerous drugs.

That the Assembly welcomes the action of the Netherlands Government in endeavouring to secure the signature and ratification of the Opium Convention by countries which have not yet done so, and invites it to inform the Secretariat of the League of the results of its action.

SECOND ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE FIFTH COMMITTEE) BY THE ASSEMBLY AT ITS MEETING HELD ON FRIDAY, SEPTEMBER 30th, 1921.

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

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

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

3. (Paragraph 4 of the resolution of the Council.) That, in order to carry out the obligations under Articles 3 and 5 and under Article 13 of the International Opium Convention, the Governments which are parties to the Convention be invited to adopt the following procedure :

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

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

4. (Paragraph 5 of the resolution of the Council.) That the special attention of the contracting Powers having treaties with China be invited to the provisions of Article 15 of the International Opium Convention, so that the most effective steps possible should be taken to prevent the contraband trade in opium and other dangerous drugs.

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

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

III. L'Assemblée adopte, en outre, les recommandations suivantes, présentées par sa cinquième Commission :

6. L'Assemblée approuve le paragraphe 3 de la résolution du Conseil du 28 juin 1921, étant entendu que les enquêtes entreprises auront un caractère scientifique et que, lorsqu'elles s'appliqueront en particulier à un pays déterminé, elles seront faites par l'intermédiaire du gouvernement du pays ou avec son consentement.

7. L'Assemblée recommande au Conseil que, dans le paragraphe 5 de sa résolution du 28 juin 1921, il attire également l'attention du Gouvernement de la Chine sur l'article 15 de la Convention internationale de l'opium.

8. L'Assemblée recommande au Conseil que, afin que l'examen visé dans le paragraphe 7 de sa résolution du 28 juin 1921 s'étende sur toute la quantité d'opium dont la consommation peut être considérée comme légitime, le mot « strictement » soit supprimé et les mots « médicaux et scientifiques » soient remplacés par le mot « légitimes », et aussi que le Conseil supprime toute mention de l'« opium préparé », c'est-à-dire, l'opium préparé pour être fumé, dont la suppression complète est prévue par la Convention au chapitre II.

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

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

11. L'Assemblée prie instamment ceux des Etats membres de la Société¹ qui n'ont pas encore signé et ratifié la Convention de l'opium qu'ils le fassent aussitôt que possible.

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

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

TROISIÈME ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES PAR L'ASSEMBLÉE DANS SA SÉANCE DU MARDI 19 SEPTEMBRE 1922, A LA SUITE DU RAPPORT DE LA CINQUIÈME COMMISSION.

1. L'Assemblée, convaincue que le moyen le plus pratique d'exercer un contrôle sur le trafic des drogues nuisibles consiste en un système de certificats d'importation et d'exportation et estimant, d'autre part, que seules des mesures d'ordre international peuvent permettre le succès de ce système, insiste auprès de tous les gouvernements sur la nécessité absolue d'adopter sans délai ce système de certificats d'importation et d'exportation.

2. L'Assemblée est d'avis que les gouvernements parties à la Convention internationale de l'opium doivent être priés de consentir à ne pas délivrer de licences pour l'importation d'opium ou d'autres drogues auxquelles s'applique la Convention, en provenance de pays qui n'auraient pas encore ratifié et mis en vigueur la Convention et qui n'auraient pas encore adopté le système de contrôle des exportations et des importations approuvé par la deuxième Assemblée au paragraphe 1 (3) de la résolution adoptée le 30 septembre 1921 et approuvée précédemment par le Conseil le 28 juin 1921.

¹ Les Membres suivants de la Société n'ont pas encore ratifié la Convention de l'opium de 1912, ni signé le Protocole de 1914 :

Albanie,
Argentine,
Chili,
Colombie,
Costa-Rica,

Esthonie,
Finlande,
Lettonie,
Lithuanie,

Paraguay,
Perse,
Salvador,
Suisse.

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

Danemark,
Venezuela.

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

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

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

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

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

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

11. The Assembly urges those States Members of the League¹ which have not yet signed and ratified the Opium Convention to do so as soon as possible.

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

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

THIRD ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE FIFTH COMMITTEE) BY THE ASSEMBLY AT ITS MEETING HELD ON TUESDAY, SEPTEMBER 19th, 1922.

1. The Assembly, being convinced that the most practical means of exercising control over the traffic in dangerous drugs is by means of the import and export certificate system, and believing that only international action can make this system a success, urges on all Governments the vital necessity of adopting this import and export certificate system without delay.

2. The Assembly inclines to the view that the Governments which are parties to the International Opium Convention should be asked to agree not to issue licences for the import of opium, or the other drugs to which the Convention applies, from any country which has not yet ratified and put into force the Convention and adopted the system for the control of exports and imports approved by the Second Assembly in paragraph 1 (3) of the resolution adopted on September 30th, 1921, and previously approved by the Council on June 28th, 1921.

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

Albania,
Argentina,
Chile,
Colombia,
Costa Rica,

Esthonia,
Finland,
Latvia,
Lithuania,

Paraguay,
Persia,
Salvador,
Switzerland.

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

Denmark,
Venezuela.

L'Assemblée considère cette question comme importante et urgente, mais, reconnaissant la nature compliquée et technique des points soulevés, elle est d'avis que le sujet devrait être étudié en détail par la Commission consultative sur le trafic de l'opium avant que des mesures précises ne soient prises. L'Assemblée prie le Conseil de convoquer la Commission consultative aussitôt que possible, afin d'étudier la question et, dans le cas où cette Commission se prononcerait en faveur de la proposition, le Conseil est prié de donner suite aux recommandations de la Commission consultative dans la forme approuvée par le Conseil à la date la plus rapprochée possible et sans en référer davantage à l'Assemblée, si le Conseil juge inutile cette procédure.

3. L'Assemblée, estimant que la première chose nécessaire pour limiter à des usages légitimes la production mondiale des drogues nuisibles est la connaissance des quantités de drogues nécessaires à chaque pays, pour sa consommation intérieure, prie instamment les gouvernements de fournir les relevés qui leur sont demandés, le plus rapidement et le plus exactement possible. Les divers gouvernements devront, pour permettre les comparaisons, exposer clairement le système adopté pour arriver aux chiffres donnés et fourniront un état complémentaire indiquant la consommation par 100.000 habitants.

4. L'Assemblée de la Société des Nations désire insister de nouveau sur l'avis exprimé dans le rapport de la Commission consultative que, tant que les drogues auxquelles s'applique la partie III, particulièrement l'article 9, de la Convention de l'opium, sont produites en quantités supérieures aux besoins légitimes, il y a grand danger que le surplus prenne des voies illégitimes, et que la méthode la plus efficace pour mettre un terme au trafic illicite consiste à contrôler la production de façon à la limiter à la quantité nécessaire pour les besoins médicaux et légitimes. L'Assemblée recommande que l'enquête qui se poursuit actuellement sur les besoins légitimes du monde soit poussée aussi rapidement que possible et exprime l'espoir qu'une estimation et qu'un projet provisoire pourront être soumis l'an prochain à l'Assemblée.

5. L'Assemblée, convaincue de l'urgente nécessité d'assurer la coopération la plus complète possible dans l'œuvre de la Commission consultative du trafic de l'opium et autres drogues nuisibles :

Considérant, d'autre part, que les Etats-Unis d'Amérique sont, au point de vue des importations et de la fabrication, l'un des pays les plus importants ;

Recommande au Conseil de la Société des Nations d'adresser une invitation pressante au Gouvernement des Etats-Unis pour qu'il désigne un délégué qui siègera à la Commission.

QUATRIÈME ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES PAR L'ASSEMBLÉE DANS SA SÉANCE DU JEUDI 27 SEPTEMBRE 1923, A LA SUITE DU RAPPORT DE LA CINQUIÈME COMMISSION.

1. L'Assemblée exprime sa vive appréciation des travaux très remarquables effectués par la Commission consultative du trafic de l'opium et autres drogues nuisibles ; adopte le rapport et les résolutions de ladite Commission en prenant note des réserves qu'elles contiennent et prie le Conseil de prendre les mesures nécessaires pour donner effet à ces résolutions.

2. L'Assemblée, étant donné que la Turquie s'est engagée par le Traité de Lausanne à adopter et à mettre en vigueur la Convention internationale de l'opium de 1912 et étant donné le rôle important joué par la Turquie dans la production de l'opium, exprime le vœu que le Gouvernement turc soit invité, dès qu'il aura ratifié la Convention et signé le Protocole de la mise en vigueur de 1914, à nommer un représentant pour siéger à la Commission consultative.

3. L'Assemblée prie le Conseil de s'adresser de nouveau aux Gouvernements des pays suivants : Albanie, Argentine, Colombie, Costa-Rica, Lithuanie, Paraguay, Perse et Suisse, en les priant de bien vouloir prendre toutes les mesures possibles en vue de la prompte ratification et de la mise en vigueur de la Convention de l'opium.

4. L'Assemblée, constatant avec regret qu'un certain nombre de pays n'ont pas encore adopté le système des certificats d'importation, recommandé par l'Assemblée en 1921 et 1922, réitère l'opinion exprimée par l'Assemblée en 1922, que ce système constitue le moyen le plus pratique proposé jusqu'ici d'exercer un contrôle sur le trafic des drogues, conformément aux dispositions de la Convention internationale de l'opium, et que le succès de ce système dépend de son adoption par tous les pays qui se livrent à l'importation ou à l'exportation des drogues ; et considérant les sérieuses difficultés créées par le fait que plusieurs pays importants n'ont pas encore jusqu'ici adopté le système, demande que la Commission consultative soit chargée de poursuivre l'étude de la proposition contenue dans la seconde résolution adoptée par l'Assemblée en 1922, et de soumettre à la prochaine Assemblée un rapport spécial sur l'ensemble de la situation.

5. L'Assemblée approuve la proposition de la Commission consultative selon laquelle les gouvernements intéressés doivent être invités à se mettre immédiatement en rapport les uns avec les autres en vue de conclure un accord sur les mesures permettant d'appliquer

The Assembly considers this question important and urgent, but, recognising the complicated and technical character of the issues involved, it is of opinion that the matter should be examined in detail by the Advisory Committee on Traffic in Opium before any definite action is taken. It therefore requests the Council to convene a meeting of the Advisory Committee, as soon as possible, to study the question, and, should that Committee report in favour of the proposal, the Council is asked to act at the earliest possible date on the recommendations of the Advisory Committee in the form approved by the Council, and without further reference to the Assembly if the Council considers such reference unnecessary.

3. The Assembly, being of the opinion that the first step necessary in limiting the world's supply of dangerous drugs to legitimate uses is a knowledge of the amount of drugs required by each country for internal consumption, urges the Governments to supply the returns asked for with the least possible delay and with the greatest accuracy in their power. The various Governments should, with a view to allowing comparison to be made, state clearly the system adopted in arriving at the estimate, and should supply a secondary statement showing estimated consumption per 100,000 inhabitants.

4. The Assembly of the League of Nations again desires to emphasise the view expressed in the report of the Advisory Committee that, so long as the drugs to which Part III, particularly Article 9, of the Opium Convention applies are produced in quantities exceeding the legitimate requirements, there is a great danger that the surplus will find its way into illegitimate channels, and that the control of production, so as to limit it to the amount required for medical and legitimate purposes, is the most effective method of putting a stop to the illicit traffic. It recommends that the enquiry now proceeding into the world's legitimate requirements should be pressed forward as rapidly as possible, and expresses the hope that a provisional estimate and scheme will be submitted to the Assembly next year.

5. The Assembly, convinced of the urgent necessity of securing the fullest possible co-operation in the work of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and considering the fact that the United States of America is one of the most important manufacturing and importing countries, recommends to the Council of the League that it should address a pressing invitation to the Government of the United States to nominate a member to serve on the Committee.

FOURTH ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE FIFTH COMMITTEE) BY THE ASSEMBLY AT ITS MEETING HELD ON THURSDAY, SEPTEMBER 27th, 1923.

1. The Assembly expresses its deep appreciation of the very valuable work done by the Advisory Committee on Traffic in Opium and other Dangerous Drugs, adopts its report and resolutions, taking note of the reservations contained therein, and asks the Council to take the necessary steps to put these resolutions into effect.

2. The Assembly, in view of Turkey having agreed, by the Treaty of Lausanne, to adopt and to enforce the International Opium Convention of 1912, and in view of its importance as an opium-producing country, expresses the wish that the Turkish Government — on its ratification of the Convention and signature of the Final Protocol of 1914—be invited to nominate a representative to serve on the Advisory Committee.

3. The Assembly asks the Council to repeat its request to the Governments of Albania, Argentine, Colombia, Costa Rica, Lithuania, Paraguay, Persia and Switzerland that they should take all possible measures with a view to the prompt ratification and application of the Opium Convention.

4. The Assembly, taking note with regret of the fact that a number of countries have not yet adopted the import certificate system as recommended by the Assembly in 1921 and 1922, reiterates the opinion expressed by the Assembly in 1922 that this system is the most practical method yet suggested for controlling the import and export of the drugs in accordance with the provisions of the International Opium Convention and that its success depends on its adoption by all countries engaged in importing or exporting the drugs; and, in view of the serious difficulties created by the non-adoption up to the present of the system by several important countries, requests that the Advisory Committee may be instructed to proceed with the consideration of the suggestion contained in the second resolution adopted by the Assembly in 1922, and to report specially to the next Assembly on the whole situation.

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

effectivement en Extrême-Orient les dispositions de la Partie II de la Convention, sur la réduction de la quantité d'opium brut qui pourra être importé pour être fumé dans les territoires où cet usage est temporairement maintenu, et sur les mesures qui doivent être prises par le Gouvernement de la République Chinoise pour aboutir à la suppression de la production et de l'usage illégaux de l'opium en Chine ; elle prie, en outre, le Conseil d'inviter ces gouvernements à envoyer des représentants munis de pleins pouvoirs à une conférence qui sera tenue à cet effet, et à présenter un rapport au Conseil dans le plus bref délai.

6. L'Assemblée, ayant constaté avec satisfaction que, conformément à l'espoir exprimé par la quatrième résolution adoptée par l'Assemblée de 1922, la Commission consultative a fait connaître que les renseignements actuellement disponibles permettent aux gouvernements intéressés d'examiner, en vue de la conclusion d'un accord, la question de la limitation des quantités de morphine, d'héroïne ou de cocaïne et de leurs sels respectifs qui pourront être manufacturées, de la limitation des quantités d'opium brut et de feuilles de coca qui pourront être importées, tant à cet effet, que pour d'autres besoins médicaux et scientifiques, et, enfin, de la limitation de la production d'opium brut et de feuilles de coca, destinée à l'exportation, aux quantités nécessaires pour les besoins médicaux et scientifiques dont il s'agit, prie le Conseil, afin de donner leur effet aux principes formulés par les délégués des Etats-Unis d'Amérique et de suivre la ligne de conduite adoptée par la Société des Nations sur la recommandation de la Commission consultative, d'inviter les gouvernements intéressés à envoyer des représentants munis de pleins pouvoirs à une conférence qui sera tenue à cet effet, si possible immédiatement après la Conférence mentionnée dans la résolution 5.

L'Assemblée prie également le Conseil d'examiner s'il ne serait pas opportun d'étendre l'invitation à cette Conférence à tous les pays qui sont membres de la Société ou parties à la Convention de 1912, en vue d'obtenir leur adhésion aux principes dont pourraient s'inspirer tous les accords à conclure éventuellement.

CINQUIÈME ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES, SUR LE RAPPORT DE LA CINQUIÈME COMMISSION, PAR L'ASSEMBLÉE EN SA SÉANCE DU SAMEDI 20 SEPTEMBRE 1924.

1. L'Assemblée exprime sa vive satisfaction des travaux accomplis par la Commission consultative du trafic de l'opium et autres drogues nuisibles ; elle adopte son rapport ainsi que les résolutions qui y figurent.

2. L'Assemblée exprime sa satisfaction de voir que la Commission consultative a pu élaborer un ensemble de mesures qui, bien que chacune d'elles n'ait pas reçu l'approbation de tous les membres de la Commission, lui ont paru de nature à pouvoir fournir une base utile aux travaux de la deuxième Conférence internationale et ouvrir la voie à un accord définitif, et exprime l'espoir que le résultat des travaux des conférences internationales contribuera à la solution des grands et difficiles problèmes que chacune des conférences internationales sera, conformément aux résolutions de la quatrième Assemblée, appelée à examiner.

3. L'Assemblée, prenant acte des mesures adoptées par le Conseil fédéral et le pouvoir législatif fédéraux suisses pour ratifier les dispositions de la Convention de La Haye et y donner effet, et tenant compte de l'importance de la Suisse en tant que pays fabriquant les stupéfiants visés au chapitre III de la Convention, exprime l'espoir que, aussitôt que les mesures nécessaires auront été prises pour l'application effective en Suisse des dispositions de la Convention, le Conseil de la Société invitera le Conseil fédéral à désigner un représentant pour prendre part aux travaux de la Commission consultative.

4. L'Assemblée constate, avec regret, que les enquêtes plus approfondies que le Gouvernement chinois s'est, en 1922, engagé à effectuer sur la culture du pavot à opium en Chine, n'ont pas permis d'établir, de l'avis du Gouvernement chinois lui-même, des rapports satisfaisants, et, constatant avec la plus vive inquiétude que la production de l'opium se poursuit en Chine, l'Assemblée enregistre le caractère peu satisfaisant que présentent, à son avis, les enquêtes officielles qui ont eu lieu et les rapports officiels soumis à la Société ; elle approuve la recommandation de la Commission consultative tendant à faire appel à l'opinion publique, par l'entremise de la presse d'Extrême-Orient, afin de s'efforcer de résoudre ce grave problème.

5. L'Assemblée prie le Conseil de bien vouloir demander à la Commission consultative du trafic de l'opium et autres drogues nuisibles si elle estime désirable et opportun de compléter l'œuvre entreprise par la Société des Nations, en vertu de l'article 23 du Pacte, en ce qui concerne le trafic de l'opium, par l'élaboration d'un programme de propagande destiné à renseigner les masses populaires sur les conséquences terribles de l'usage des drogues nuisibles et, par suite, à restreindre la consommation de ces drogues. Dans le cas où la Commission consultative serait d'avis qu'il est désirable et opportun d'élaborer un tel programme, l'Assemblée invite le Conseil à lui soumettre, à sa prochaine session, ce programme en indiquant en même temps les mesures nécessaires à sa réalisation.

Far Eastern territories to Part II of the Convention and as to a reduction of the amount of raw opium to be imported for the purpose of smoking in those territories where it is temporarily continued, and as to the measures which should be taken by the Government of the Republic of China to bring about the suppression of the illegal production and use of opium in China, and requests the Council to invite those Governments to send representatives with plenipotentiary powers to a conference for the purpose and to report to the Council at the earliest possible date.

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 to the policy which the League, on the recommendation of the Advisory Committee, has adopted, to invite the Governments concerned to send representatives with plenipotentiary powers to a conference for this purpose, to be held, if possible, immediately after the conference mentioned in Resolution 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 adhesion to the principles that may be embodied in any agreement reached.

FIFTH ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE FIFTH COMMITTEE) BY THE ASSEMBLY AT ITS MEETING HELD ON SATURDAY, SEPTEMBER 20th, 1924.

1. The Assembly expresses its deep appreciation of the very valuable work done by the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and adopts its report together with the resolutions embodied therein.

2. The Assembly expresses its satisfaction that the Advisory Committee has been able to work out a series of measures which, although they have not each of them received the approval of all of its members, were considered by the Committee to furnish a satisfactory basis for the work of the Second International Conference and to prepare the way for a final agreement, and expresses the hope that the result of the work of the International Conferences will lead to a solution of the great and difficult problems which each Conference, according to the resolutions of the Fourth Assembly, will be called upon to consider.

3. The Assembly, taking note of the measures adopted by the Swiss Federal Council and legislative powers for ratifying and giving effect to the provisions of the Hague Convention, and bearing in mind the importance of Switzerland as a manufacturer of the drugs to which Chapter III of the Convention applies, expresses the hope that, as soon as the necessary steps have been taken to put into actual effect in Switzerland the provisions of the Convention, the Council will invite the Federal Council to nominate a representative to take part in the work of the Advisory Committee.

4. The Assembly regrets to note that the more thorough investigations which the Chinese Government in 1922 undertook to carry out with regard to the cultivation of the poppy in China have not, even in the opinion of the Chinese Government itself, yielded adequate and satisfactory reports ; and views with the utmost concern the continued production of opium which is now going on in China. The Assembly records its sense of the unsatisfactory character of the official investigations which have been made and of the official reports which have been furnished to the League, and approves of the recommendation of the Advisory Committee that the aid of public opinion should be enlisted through the medium of the Far Eastern Press in an endeavour to solve this grave problem.

5. The Assembly requests the Council to be good enough to ask the Advisory Committee on Traffic in Opium and other Dangerous Drugs whether it considers it desirable and expedient that the work undertaken by the League of Nations in connection with the traffic in opium, under Article 23 of the Covenant, should be completed by the preparation of a scheme of propaganda to acquaint the masses with the terrible consequences resulting from the use of dangerous drugs, and thereby to restrict the consumption of such drugs. Should the Advisory Committee be of opinion that it is desirable and expedient to prepare such a scheme, the Assembly of the League of Nations requests the Council to submit the scheme to it at its next session, and to indicate what measures are required in order to carry it into effect.

6. L'Assemblée, dans l'intérêt et pour l'efficacité des travaux de la Commission consultative du trafic de l'opium et autres drogues nuisibles, exprime le désir que le Conseil prenne les mesures nécessaires afin qu'un membre appartenant à l'un quelconque des pays latino-américains soit appelé à faire partie de ladite Commission.

SIXIÈME ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES, SUR LE RAPPORT DE LA CINQUIÈME COMMISSION,
PAR L'ASSEMBLÉE EN SA SÉANCE DU 26 SEPTEMBRE 1925.

I. L'Assemblée,

Ayant examiné la résolution qui figure dans l'Acte final de la deuxième Conférence internationale de l'opium, concernant la nomination d'une commission qui serait chargée de visiter certains pays producteurs d'opium :

Recommande qu'une commission de ce genre soit envoyée en Perse pour étudier :

- a) La situation en ce qui concerne la culture du pavot ;
- b) Le remplacement d'une certaine proportion de cette culture par d'autres cultures.

II. La commission ne devrait pas se composer de plus de trois membres, qui seraient nommés par le Conseil, à savoir : une personne qui serait dûment qualifiée pour remplir les fonctions de président, un expert qui s'occuperait de l'aspect agricole du problème et qui serait nommé après consultation avec l'Institut international d'agriculture, et une personne ayant l'expérience des affaires et des marchés de l'Orient, ainsi qu'une connaissance du problème des transports.

III. L'Assemblée est d'avis qu'une telle enquête exigerait pour ses travaux une somme de 100.000 francs-or et décide qu'un crédit correspondant sera adopté à cet effet.

RÉSOLUTIONS ADOPTÉES, SUR LE RAPPORT DE LA CINQUIÈME COMMISSION,
PAR L'ASSEMBLÉE EN SA SÉANCE DU 26 SEPTEMBRE 1925.

1. L'Assemblée adopte le rapport de la Commission consultative du trafic de l'opium et autres drogues nuisibles, ainsi que les résolutions qu'il contient.

II. L'Assemblée prie instamment les Etats qui ne l'ont pas encore fait de ratifier les accords et résolutions adoptés par la première et la deuxième Conférence de l'opium, ou d'y adhérer.

SEPTIÈME ASSEMBLÉE

RÉSOLUTIONS ADOPTÉES PAR L'ASSEMBLÉE DANS SA SÉANCE DU
21 SEPTEMBRE 1926 (matin), SUR LA PROPOSITION DE LA CINQUIÈME
COMMISSION.

1. L'Assemblée adopte le rapport de la Commission consultative du trafic de l'opium et autres drogues nuisibles, ainsi que les résolutions qui y sont contenues.

2. L'Assemblée, vivement émue par les indications que contient le rapport de la Commission consultative au sujet de la gravité de la situation actuelle en ce qui concerne le trafic illicite, ainsi que par les termes de la résolution que la Commission a adoptée et suivant laquelle il est extrêmement difficile d'assurer un contrôle efficace du trafic international de l'opium et des stupéfiants avant que la Convention de Genève n'ait été mise à effet, insiste auprès des gouvernements de tous les Etats membres de la Société pour qu'ils adhèrent à la Convention de Genève ou procèdent à la ratification de cette Convention, afin que, si cela est possible, les ratifications nécessaires à son entrée en vigueur puissent être déposées au Secrétariat avant la fin de l'année.

6. The Assembly, in the interest of the work of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs and in order to make this work more effective, expresses a wish that the Council may take the necessary steps to ensure that a member belonging to one of the Latin-American countries be appointed to this Committee.

SIXTH ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE FIFTH COMMITTEE)
BY THE ASSEMBLY AT ITS MEETING HELD ON
SEPTEMBER 26th, 1925.

I. The Assembly,

Having considered the resolution contained in the Final Act of the Second International Opium Conference with regard to the appointment of a Commission of Enquiry to visit certain opium-producing countries :

Recommends that such a Commission should be sent to Persia to study :

- (a) The existing situation with regard to the cultivation of the poppy ;
- (b) The replacement of a proportion of this cultivation by other crops.

II. The Commission shall consist of not more than three persons to be appointed by the Council : a person having the necessary qualifications to act as Chairman, an expert on the agricultural side of the problem to be nominated after consultation with the International Institute of Agriculture, and a person having experience of business conditions and markets in the East and knowledge of transport problems.

III. The Assembly is of opinion that such an enquiry would require for its work the sum of 100,000 gold francs and decides that this sum be voted for the purpose.

RESOLUTIONS ADOPTED (ON THE REPORT OF THE FIFTH COMMITTEE)
BY THE ASSEMBLY AT ITS MEETING HELD ON SEPTEMBER 26th, 1925.

1. The Assembly adopts the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, together with the resolutions embodied therein.

2. The Assembly urges on all States which have not already done so to ratify or to adhere to the agreements and resolutions adopted by the First and Second Opium Conferences.

SEVENTH ASSEMBLY.

RESOLUTIONS ADOPTED (ON THE PROPOSAL OF THE FIFTH COMMITTEE)
BY THE ASSEMBLY AT ITS MEETING HELD ON
SEPTEMBER 21st, 1926.

1. The Assembly adopts the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, together with the resolutions contained therein.

2. The Assembly, impressed by the report of the Advisory Committee as to the gravity of the present situation in regard to the illicit traffic and by the resolution of the Committee that it was extremely difficult to secure an effective control of the international traffic in opium and drugs until the Geneva Convention has been brought into operation, urges on the Governments of all States Members of the League to proceed to ratify or adhere to the Geneva Convention so that, if possible, the ratifications necessary to bring that Convention into force may be deposited with the Secretariat before the end of the year.

RÉSOLUTIONS DU CONSEIL

Février 1921 — Juin 1926

Le 21 février 1921.

Le Conseil de la Société des Nations décide :

1. Conformément aux résolutions de l'Assemblée adoptées le 15 décembre 1920, il sera institué une Commission consultative du trafic de l'opium, composée d'un représentant de chacun des huit pays suivants : Pays-Bas, Grande-Bretagne, France, Inde, Japon, Chine, Siam et Portugal.

2. Sir John JORDAN, M. Henri BRENIER et Mrs. Hamilton WRIGHT seront nommés assesseurs de la Commission consultative, pour une période de deux ans à compter de la date de nomination.

3. Les frais et indemnités de déplacement des assesseurs seront imputables au budget de la Société.

4. La Commission consultative devra se réunir, si possible, au commencement de mai, et soumettre au Conseil, au plus tard le 1^{er} juin 1921, un rapport sur l'exécution des conventions relatives au trafic de l'opium et autres stupéfiants, conformément à l'avant-dernier paragraphe des résolutions de l'Assemblée.

Le 28 juin 1921.

Le Conseil de la Société des Nations décide :

1. Que les Etats membres de la Société qui n'ont pas encore signé ou ratifié la Convention internationale de l'opium, soient invités à le faire le plus tôt possible.

2. Que le Gouvernement des Pays-Bas soit invité à continuer ses efforts en vue d'obtenir la ratification de la Convention internationale de l'opium par les Etats qui ne sont pas membres de la Société.

3. Que la Commission provisoire d'hygiène de la Société ou toute autre organisation similaire soit invitée à procéder à une enquête afin de déterminer les quantités moyennes de drogues mentionnées au chapitre III de la Convention internationale de l'opium, nécessaires pour les besoins de la médecine et autres besoins légitimes dans les différents pays.

4. Que les gouvernements parties à la Convention soient invités à adopter la procédure suivante, en vue de remplir les obligations résultant des articles 3 et 5 et de l'article 13 de la Convention internationale de l'opium :

« Toute demande d'exportation faite par un importateur, pour la fourniture de l'un quelconque des produits auxquels s'applique la Convention, devra être accompagnée d'un certificat du gouvernement du pays importateur, déclarant que l'importation de la quantité mentionnée est approuvée par le gouvernement et qu'elle est nécessaire pour les besoins légitimes.

« Dans le cas de drogues visées au chapitre III de la Convention, le certificat spécifiera expressément qu'elles sont uniquement destinées à des usages médicaux ou scientifiques. »

5. Que l'attention des Puissances contractantes ayant des traités avec la Chine soit particulièrement attirée sur les dispositions de l'article 15 de la Convention internationale de l'opium, en vue de faire prendre les mesures les plus efficaces pour réprimer la contrebande de l'opium et autres drogues dangereuses.

6. Que l'examen du cinquième vœu présenté par la Commission consultative soit ajourné¹.

7. Qu'étant donné l'intérêt témoigné par le monde entier à l'attitude de la Société à l'égard de la question de l'opium et le désir universel de limiter la production de l'opium aux besoins strictement médicaux et scientifiques, la Commission consultative du trafic de l'opium soit invitée à étudier, au cours de sa prochaine session, la possibilité de procéder à une enquête afin de déterminer la quantité moyenne d'opium brut et préparé spécifiée aux chapitres I et II de la Convention pour les besoins médicaux et scientifiques dans les différents pays. La Commission présentera un rapport sur les résultats de cette enquête.

¹ Recommandation 5 de la Commission consultative.

* Que le Conseil propose aux pays signataires du Traité, sous réserve du consentement du Gouvernement central de la Chine, de donner des instructions à leurs agents consulaires dans les provinces en leur enjoignant d'adresser des représentations très sévères aux gouverneurs de provinces au sujet de la culture de l'opium. *

COUNCIL RESOLUTIONS.

February 1921 — June 1926.

February 21st, 1921.

The Council of the League of Nations resolves :

1. That, in accordance with the resolutions of the Assembly passed on December 15th, 1920, an Advisory Committee on Traffic in Opium be appointed, consisting of one representative from each of the following eight countries, viz., the Netherlands, Great Britain, France, India, Japan, China, Siam and Portugal.
2. That Sir John JORDAN, M. Henri BRENIER and Mrs. Hamilton WRIGHT be appointed as assessors to the Advisory Committee for a period of two years from the date of appointment.
3. That the travelling expenses and subsistence allowance of the assessors be paid out of the funds of the League.
4. That the Advisory Committee be requested to meet, if possible, at the beginning of May and to submit to the Council not later than June 1st, 1921, a report on the execution of agreements relating to the Traffic in Opium and other Dangerous Drugs in accordance with the penultimate paragraph of the resolutions of the Assembly.

June 28th, 1921.

The Council of the League of Nations resolves :

1. That States which are Members of the League and have not signed or ratified the International Opium Convention be invited to do so as soon as possible.
2. That the Netherlands Government be requested to continue its efforts to secure ratification of the International Opium Convention by those States which are not Members of the League.
3. That the Provisional Health Committee of the League, or any other similar organisation, be asked to undertake an enquiry to determine approximately the average requirements of the drugs specified in Chapter III of the International Opium Convention for medical and other legitimate purposes in different countries.
4. That, in order to carry out the obligations under Articles 3 and 5 and under Article 13 of the International Opium Convention, the Governments which are parties to the Convention be invited to adopt the following procedure :

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

In the case of drugs to which Chapter III of the Convention applies, the certificate shall state specifically that they are required solely for medicinal and scientific purposes.
5. That the special attention of the contracting Powers having treaties with China be invited to the provisions of Article 15 of the International Opium Convention, so that the most effective steps possible should be taken to prevent the contraband trade in opium and other dangerous drugs.
6. That consideration of the fifth recommendation of the Advisory Committee on Traffic in Opium be deferred¹.
7. That, in view of the worldwide interest in the attitude of the League towards the opium question and of the general desire to reduce and restrict the cultivation and production of opium to strictly medicinal and scientific purposes, the Advisory Committee on Traffic in Opium be requested to consider and report, at its next meeting, on the possibility of instituting an enquiry to determine approximately the average requirements of raw and prepared opium specified in Chapters I and II of the Convention for medicinal and scientific purposes in different countries.

¹ Fifth recommendation of the Advisory Committee :

“ That the Council should suggest to the Treaty Powers that, subject to the consent of the Central Government of China, they should instruct their consular representatives in the provinces to make strong representations to the Provincial Governors on the subject of poppy cultivation. ”

Le 12 octobre 1921.

Le Conseil décide :

1. Que le Comité provisoire d'hygiène soit informé qu'en ce qui concerne l'enquête destinée à déterminer les quantités moyennes des drogues mentionnées au chapitre III de la Convention internationale de l'opium nécessaires pour les besoins de la médecine et d'autres besoins légitimes dans les différents pays, il est entendu que les enquêtes entreprises auront un caractère scientifique et que, lorsqu'elles s'appliqueront en particulier à un pays déterminé, elles seront faites par l'intermédiaire du gouvernement du pays ou avec son consentement.

2. Que, tandis que l'attention des Puissances contractantes ayant des traités avec la Chine a été attirée sur les dispositions de l'article 15 de la Convention internationale de l'opium, en vue de faire prendre les mesures les plus efficaces pour réprimer la contrebande de l'opium et autres drogues nuisibles, l'attention du Gouvernement chinois soit également attirée sur les dispositions de cet article.

3. Que le paragraphe 7 de la résolution du Conseil adoptée le 28 juin soit modifié comme suit :

« Qu'étant donné l'intérêt témoigné par le monde entier à l'attitude de la Société à l'égard de la question de l'opium et le désir universel de limiter la production de l'opium à la quantité nécessaire aux besoins légitimes, la Commission consultative du trafic de l'opium soit invitée à étudier, au cours de sa prochaine session, la possibilité de procéder à une enquête afin de déterminer la quantité moyenne d'opium brut spécifiée au chapitre I de la Convention pour les besoins légitimes dans les différents pays, et à présenter un rapport à ce sujet. »

4. Que les divers gouvernements soient invités à fournir au Secrétariat, quand ils n'y voient pas d'inconvénient, outre le rapport officiel annuel, tous renseignements relatifs à la production, à la fabrication et au commerce illicites d'opium et autres drogues nuisibles, utiles à la Société dans l'accomplissement de sa tâche.

5. Que les Gouvernements de l'Allemagne et de l'Etat serbe-croate-slovène soient invités à désigner chacun un représentant pour faire partie de la Commission consultative du trafic de l'opium.

6. Qu'en ce qui concerne la résolution d'après laquelle ceux des Etats membres de la Société qui n'ont pas encore signé et ratifié la Convention de l'opium sont priés de le faire aussitôt que possible, le Secrétaire général soit prié de communiquer cette résolution aux gouvernements des Etats intéressés.

7. Qu'en ce qui concerne la résolution d'après laquelle tous les Etats membres de la Société qui sont signataires de la Convention sont priés de faire connaître aussitôt que possible au Secrétariat leur adhésion à la quatrième recommandation de la Commission consultative relative à la nécessité de certificats d'importation, le Secrétaire général soit prié de communiquer cette résolution aux gouvernements des Etats intéressés.

8. Que la Commission consultative du trafic de l'opium soit priée d'étendre ses recherches de façon à ce qu'elles comprennent non seulement les drogues visées à la Convention de 1912, mais aussi toutes les autres drogues nuisibles, quelle que soit leur origine, produisant des effets analogues, ainsi que de lui faire connaître les avantages qu'il y aurait à convoquer une nouvelle conférence internationale des Etats parties à ladite Convention, et de ceux membres de la Société des Nations, afin que celle-ci élabore une convention à l'effet de supprimer l'usage illégitime de ces drogues.

Le 13 janvier 1922.

1. Le Secrétaire général est invité à se mettre en rapport, au nom du Conseil, avec tous les gouvernements dont il importe d'obtenir, avant la prochaine session de la Commission consultative de l'opium, des renseignements sur le trafic de l'opium et de leur signaler la nécessité d'une prompte réponse aux questions posées antérieurement.

2. Le Secrétaire général est invité, en outre, à envoyer à tous les Membres de la Société signataires de la Convention de l'opium, une note explicative sur la procédure proposée dans la quatrième recommandation de la Commission consultative de l'opium, au sujet de certificats d'importation, au cas où il jugerait nécessaire de le faire, après consultation du président de la Commission consultative.

3. Le Secrétaire général est autorisé à convoquer la deuxième session de la Commission consultative de l'opium le 25 avril 1922, ou, en cas de nécessité, à fixer quelque autre date, après consultation du président de la Commission consultative.

October 12th, 1921.

The Council resolves :

1. That the Provisional Health Committee be informed that, with reference to the enquiry to determine approximately the average requirements of the drugs specified in Chapter III of the International Opium Convention for medical and other legitimate purposes in different countries, it is understood that the enquiries undertaken will be of a scientific character and that, when they apply specifically to any particular country, they will be made through or with the consent of the Government of that country.

2. That, whereas the attention of the contracting Powers having treaty relations with China has been called to the provisions of Article 15 of the International Opium Convention, so that the most effective steps possible should be taken to prevent the contraband trade in opium and other dangerous drugs, the attention of the Government of China be also drawn to the provisions of this article.

3. That the original paragraph 7 of the Council resolution adopted on June 28th be modified to read as follows :

“ That, in view of the worldwide interest in the attitude of the League towards the opium question and of the general desire to reduce and restrict the cultivation and production of opium to legitimate purposes, the Advisory Committee on Traffic in Opium be requested to consider and report at its next meeting on the possibility of instituting an enquiry to determine approximately the average requirements of raw opium specified in Chapter I of the Convention for legitimate purposes in different countries.”

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

5. That the Governments of Germany and of the Kingdom of the Serbs, Croats and Slovenes be invited each to nominate a representative to serve as members of the Advisory Committee on Traffic in Opium.

6. That, with reference to the resolution urging those States Members of the League which have not yet signed and ratified the Opium Convention to do so as soon as possible, the Secretary-General be instructed to communicate this resolution to the Governments of the States concerned.

7. That, with reference to the resolution urging all States Members of the League parties to the Convention to notify the Secretariat as soon as possible of their acceptance of the fourth recommendation of the Advisory Committee relating to the requirement of importation certificates, the Secretary-General be instructed to communicate this resolution to the Governments of the States concerned.

8. That the Advisory Committee on Traffic in Opium be requested to extend its investigation to include not only the drugs mentioned in the Convention of 1912 but also all dangerous drugs of whatever origin which produce similar effects, and to advise as to the desirability of convoking a further international conference of States 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.

January 13th, 1922.

1. The Secretary-General, in the name of the Council, is requested to communicate with all Governments from which information on questions concerning the Traffic in Opium is desired before the next meeting of the Opium Advisory Committee, and to explain to them the need for an urgent answer to the enquiries which have already been made.

2. The Secretary-General is further requested to forward to all the Members of the League parties to the Opium Convention an explanatory statement with regard to the procedure proposed in the fourth recommendation of the Opium Advisory Committee regarding importation certificates, in case this should seem necessary after consultation with the Chairman of the Advisory Committee.

3. The Secretary-General is authorised to convene the second session of the Opium Advisory Committee for April 25th, 1922, or to fix some other date after consultation with the Chairman of the Advisory Committee if a change should seem imperative.

Le 16 mai 1922.

Le Conseil adopte la résolution suivante :

Le Conseil de la Société des Nations, ayant examiné le rapport présenté par la Commission consultative du trafic de l'opium, en date du 1^{er} mai 1922, adopte les résolutions suivantes :

1. Le Conseil, se demandant si les questions traitées au paragraphe 3 de la résolution 6 a) du rapport et au passage correspondant de la page 7 sont de la compétence de la Commission consultative du trafic de l'opium, estime qu'il serait désirable de supprimer ce passage du rapport.

2. Le Conseil, après avoir examiné la proposition faite à la résolution 6 c) et les objections formulées contre cette proposition par le représentant de la Chine, au nom de son gouvernement, est d'avis que la résolution suivante résoudrait le problème d'une façon satisfaisante et doit être substituée à la première partie de la résolution 6 c) :

« Le Gouvernement chinois est prié d'inviter l'Association internationale pour la lutte contre l'opium, à Pékin, à nommer un représentant à la Commission chinoise d'enquête et à autoriser ce représentant à transmettre, par l'intermédiaire du Gouvernement chinois, un rapport à la Société des Nations, en plus du rapport général de la Commission d'enquête. »

3. Le Conseil estime que le paragraphe 6 d) pourrait être supprimé, étant donné que le rapport tout entier sera publié tel qu'il aura été définitivement approuvé par le Conseil.

4. En conséquence, le Conseil approuve le rapport, à l'exception des paragraphes examinés ci-dessus.

5. Le Secrétaire général est donc chargé, d'accord avec le président du Conseil :

a) De se mettre en rapport avec le président de la Commission, au sujet des modifications que le Conseil voudrait voir introduire dans le rapport ;

b) De communiquer le rapport à l'Assemblée, sous réserve des modifications indiquées dans les présentes résolutions.

Le 21 juillet 1922.

M. HYMANS recommande au Conseil de renvoyer à la Commission consultative, pour plus amples considérations, les passages du rapport sur lesquels la Commission n'avait pu se mettre d'accord et qu'il avait déjà demandé à la Commission, lors de sa dernière session, de vouloir bien discuter à nouveau. Il recommande également que la Commission soit priée d'examiner cette question avant qu'elle soit discutée devant l'Assemblée.

Il suggère, en outre, que les autres parties du rapport de la Commission soient publiées sans délai, pourvu que le président de la Commission consultative y donne son assentiment.

Le Conseil adopte les propositions de M. Hymans.

Le 26 septembre 1922.

Le Conseil de la Société des Nations, ayant été saisi des résolutions relatives au trafic de l'opium et autres drogues nuisibles, adoptées par la troisième Assemblée le 19 septembre 1922,

Décide :

1. D'inviter le Secrétaire général à se mettre immédiatement en rapport avec le président de la Commission consultative du trafic de l'opium et autres drogues nuisibles, en vue de convoquer cette Commission à la date la plus proche possible, pour étudier la question de savoir si :

« Les gouvernements parties à la Convention internationale de l'opium doivent être priés de consentir à ne pas délivrer de licences pour l'importation d'opium ou d'autres drogues auxquelles s'applique la Convention, en provenance de pays qui n'auraient pas encore ratifié et mis en vigueur la Convention et qui n'auraient pas encore adopté le système de contrôle des exportations et des importations approuvé par la deuxième Assemblée au paragraphe 1 (3) de la résolution adoptée le 30 septembre 1921 et approuvée précédemment par le Conseil le 28 juin 1921. »

May 16th, 1922.

The Council adopted the following resolution :

The Council of the League of Nations, having considered the report presented by the Advisory Committee on the Traffic in Opium, dated May 1st, 1922,

Resolves as follows :

1. The Council, not being confident that the questions dealt with in paragraph 3 of Resolution 6 (a) of the report and in the corresponding passage of page 7 lay within the competence of the Advisory Committee on Traffic in Opium, considers that it would be advisable to omit this passage from the report.

2. The Council, having considered the proposal made in Resolution 6 (c) and the objections to this proposal made by the Chinese representative on behalf of his Government, is of the opinion that the following resolution would afford a satisfactory solution of the problem, and should be substituted for the first part of Resolution 6 (c) :

“ That the Chinese Government shall be asked to invite the International Anti-Opium Association in Peking to nominate a representative as member of the Chinese Commission of Investigation and to authorise this member 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.”

3. The Council considers that paragraph 6 (d) might be omitted in view of the fact that the whole report as finally approved by the Council will be made public.

4. The Council therefore approves the report with the exceptions of those paragraphs dealt with above.

5. The Secretary-General is accordingly instructed, in consultation with the President of the Council :

(a) To communicate with the Chairman of the Committee regarding the modifications which the Council would desire made in the report ;

(b) To transmit the report to the Assembly subject to the modifications as set out in these resolutions.

July 21st, 1922.

M. HYMANS recommended that the Council should refer back to the Advisory Committee for its further consideration those passages of its report upon which the Committee had been unable to agree and which the Council, at its last session, had invited it to reconsider. He suggested that the Committee should be asked to consider the question before it came up for discussion at the Assembly.

He also suggested that the remainder of the Committee's report should be published without delay provided that the Chairman of the Advisory Committee agreed.

The Council adopted the proposals of M. Hymans.

September 26th, 1922.

The Council of the League of Nations, having taken cognisance of the resolutions on the subject of the traffic in opium and other dangerous drugs adopted by the Assembly on September 19th, 1922,

Decides :

(1) To instruct the Secretary-General to communicate at once with the President of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, with a view to the earliest possible convocation of the Committee in order to study the question whether :

“ The Governments which are parties to the International Opium Convention should be asked to agree not to issue licences for the import of opium or the other drugs to which the Convention applies, from any country which has not yet ratified and put into force the Convention and adopted the system for the control of exports and imports approved by the Second Assembly in paragraph 1 (3) of the resolution adopted on September 30th, 1921, and previously approved by the Council on June 28th, 1921 ” :

2. D'inviter le Secrétaire général à adresser en son nom « une invitation pressante au Gouvernement des Etats-Unis d'Amérique pour qu'il désigne un délégué qui siègera à la Commission. »

Le 1^{er} février 1923.

Le Conseil approuve le rapport de la Commission consultative du trafic de l'opium et des autres drogues nuisibles et invite le Secrétaire général à prendre toutes les mesures nécessaires pour que les recommandations de la Commission puissent être appliquées.

Le 17 avril 1923.

M. HYMANS informe le Conseil que le mandat des assesseurs de la Commission consultative du trafic de l'opium, M. Henri BRENIER, sir JOHN JORDAN et Mrs. Hamilton WRIGHT, a expiré. Il propose que ce mandat soit renouvelé.

Le Conseil, en approuvant cette proposition, exprime sa vive satisfaction de la collaboration que les assesseurs ont bien voulu prêter.

Le 7 juillet 1923.

Le Conseil, ayant examiné avec intérêt le rapport de la Commission consultative du trafic de l'opium et autres drogues nuisibles et appréciant l'importance des recommandations qui y sont formulées, charge le Secrétaire général de communiquer immédiatement le rapport à tous les Etats membres de la Société en exprimant l'espoir qu'ils voudront bien soumettre ce rapport à un examen approfondi qui permettra à leurs représentants à la prochaine Assemblée de prendre les dispositions nécessaires pour donner effet à ces recommandations.

Le Conseil décide de communiquer en même temps le procès-verbal de la présente séance à tous les Etats membres de la Société.

Le 29 septembre 1923.

Le Conseil de la Société des Nations, tout en ajournant jusqu'à sa session de décembre la fixation définitive des dates de réunion des conférences prévues par l'Assemblée pour l'étude du trafic de l'opium et autres drogues nuisibles, décide, à titre provisoire, que la première conférence des Etats qui possèdent des territoires où l'on continue à fumer l'opium devra être convoquée à Genève, au mois de juillet 1924, et que la seconde conférence suivra immédiatement.

Le Conseil autorise le Secrétaire général à donner suite à cette décision.

Le 13 décembre 1923.

1. Le Conseil prend acte de l'adoption par l'Assemblée du rapport et des résolutions de la Commission consultative du trafic de l'opium et autres drogues nuisibles, ainsi que des résolutions de la quatrième Assemblée. Il charge le Secrétaire général de prendre toutes les mesures que comportent ces résolutions, et décide que la première Conférence des pays possédant des territoires dans lesquels persiste l'habitude de fumer l'opium sera convoquée à Genève, le premier lundi du mois de novembre 1924, et que la deuxième Conférence sera convoquée à Genève, le troisième lundi du mois de novembre 1924.

2. Le Conseil est convaincu que l'extension à tous les pays membres de la Société ou parties à la Convention de 1912, de l'invitation à participer à la seconde Conférence, aurait pour effet d'accroître le nombre des adhésions aux principes formulés dans tous les accords à conclure éventuellement. En conséquence, il charge le Secrétaire général d'adresser les invitations à la seconde Conférence à tous les gouvernements des Etats membres de la Société ou parties à la Convention de 1912.

3. Le Conseil charge le Secrétaire général de se mettre en rapport avec le président de la Commission consultative du trafic de l'opium, en vue de la convocation de la Commission consultative en session extraordinaire, le 28 janvier 1924, pour procéder, sans retard, à la nomination d'un comité préparatoire qui sera chargé d'élaborer un projet de programme pour la seconde et la plus importante des deux conférences qui doivent avoir lieu à Genève. Ce comité comprendra six membres dont un représentant des Etats-Unis et les deux assesseurs européens actuels.

(2) To instruct the Secretary-General to address in its name a pressing invitation to the Government of the United States of America to nominate a member to serve on the Advisory Committee on Traffic in Opium.

February 1st, 1923.

The Council approves the report of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs and requests the Secretary-General to take all the necessary steps in order that the recommendations of the Committee may be carried out.

April 17th, 1923.

REAPPOINTMENT OF ASSESSORS ON THE ADVISORY COMMITTEE.

M. HYMANS informed the Council that the appointments of the assessors on the Advisory Committee on Traffic in Opium, M. Henri BRENIER, Sir John JORDAN and Mrs. Hamilton WRIGHT, had expired. He proposed that they should be reappointed.

The Council, in approving this proposal, expressed its high appreciation of the services rendered by the assessors.

July 7th, 1923.

The Council, having examined with interest the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs, and recognising the importance of the recommendations contained therein, instructs the Secretary-General immediately to communicate the report to all States Members of the League, expressing the hope that they give such consideration thereto as will enable their representatives at the forthcoming Assembly to take the action necessary to make these recommendations effective.

The Council decides to communicate the minutes of the present meeting simultaneously to all States Members of the League.

September 29th, 1923.

The Council of the League of Nations, while reserving until its December session the final fixing of the dates for the holding of the Conferences provided for by the Assembly in connection with the Traffic in Opium and other Dangerous Drugs, decides provisionally that the First Conference of countries having possessions where the smoking of opium is still continued should be convoked at Geneva in July 1924, the Second Conference to follow immediately afterwards.

The Council requests the Secretary-General to take the necessary action arising out of this resolution.

December 13th, 1923.

1. The Council notes the adoption by the Assembly of the report and resolutions of the Advisory Committee on Traffic in Opium and other Dangerous Drugs and the resolutions of the Fourth Assembly. It instructs the Secretary-General to take all the action required by these resolutions and decides that the First Conference, consisting of countries having possessions where the smoking of opium is continued, should be convoked at Geneva on the first Monday in November 1924, and the Second Conference at Geneva on the third Monday in November 1924.

2. 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.

3. 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 in Geneva.

Si le président de la Commission consultative juge possible de prendre par correspondance toutes dispositions en vue de la nomination des membres du Comité préparatoire, et sans qu'il soit nécessaire de convoquer la Commission consultative, le Conseil l'autorise à adopter cette procédure à la condition qu'elle n'entraîne pas un retard excessif dans les travaux.

Un projet d'arrangement sur le trafic de l'opium devrait être examiné et, le cas échéant, approuvé par la Commission consultative avant d'être transmis soit à chaque gouvernement intéressé, soit à la Conférence.

4. Le Conseil, reconnaissant que le succès de la Conférence dépend de la coopération des gouvernements, charge le Secrétaire général d'inviter les gouvernements à formuler des propositions en vue de l'exécution de la résolution 6 de l'Assemblée, propositions qui devront être examinées par le Comité préparatoire.

5. Le Conseil charge le Secrétaire général d'entrer en communication avec les divers gouvernements pour leur demander de transmettre leur avis sur la possibilité de supprimer totalement la fabrication de l'héroïne ou d'en limiter la production aux quantités minima reconnues nécessaires.

6. Le Conseil charge le Secrétaire général de rappeler périodiquement tous les gouvernements qui n'ont pas encore envoyé leur rapport annuel.

7. Le Conseil, reconnaissant avec la Commission consultative combien il importe non seulement de communiquer directement aux autres gouvernements immédiatement intéressés les détails des saisies opérées, mais aussi, en règle générale, d'aviser le Secrétariat de la Société des Nations de toutes les saisies importantes, charge le Secrétaire général de communiquer la résolution 5 de la Commission consultative aux gouvernements et de prier ceux-ci au nom du Conseil, de bien vouloir réserver un accueil favorable à la recommandation de la Commission.

8. Le Conseil charge le Secrétaire général de communiquer aux gouvernements, en les priant de transmettre leurs observations à ce sujet, l'exposé préparé par le Secrétariat pour la Sous-Commission des statistiques douanières, ainsi que le mémoire rédigé par sir Malcolm Delevingne, sur la situation des entrepôts en douane, en ce qui concerne le trafic des stupéfiants.

9. Le Conseil charge le Secrétaire général de communiquer aux gouvernements, en les invitant à l'examiner avec attention, la résolution N° 7 de la Commission consultative relative à l'aggravation des peines applicables aux personnes qui se livrent au trafic des stupéfiants.

10. Le Conseil, reconnaissant la nécessité de la prompte ratification et de la mise en vigueur de la Convention par les gouvernements qui ne l'ont pas encore ratifiée, charge le Secrétaire général d'adresser à ces gouvernements un nouvel appel, pour les prier de bien vouloir prendre toutes les mesures possibles en vue de la prompte ratification et de la mise en vigueur de la Convention de l'opium.

11. Le Conseil, d'accord avec l'Assemblée, prend acte, avec regret, du fait qu'un certain nombre de pays n'ont pas encore adhéré au régime des certificats d'importation recommandé par l'Assemblée en 1921 et 1922. Il réitère l'opinion exprimée par l'Assemblée en 1922 et en 1923 que ce régime constitue le moyen le plus pratique proposé jusqu'ici d'exercer un contrôle sur le trafic des drogues, conformément aux dispositions de la Convention internationale de l'opium ; il estime avec l'Assemblée, que le succès de ce système dépend de son adoption dans tous les pays qui se livrent à l'importation ou à l'exportation des drogues. Conscient des sérieuses difficultés créées par le fait que plusieurs pays importants n'ont pas encore adopté le système, le Conseil charge le Secrétaire général d'inviter la Commission consultative à poursuivre l'étude de la proposition contenue dans la seconde résolution adoptée par la troisième Assemblée en 1922, et de soumettre à la prochaine Assemblée un rapport spécial sur l'ensemble de la situation.

Le 10 mars 1924.

Le Conseil nomme à nouveau pour une année, à dater du 17 avril 1924, sir John JORDAN, M. BRENIER et Mrs. Hamilton WRIGHT comme assesseurs de la Commission consultative du trafic de l'opium.

Le 12 mars 1924.

Le Conseil décide :

1. Le Comité préparatoire de l'opium est prié de se charger des travaux préliminaires de la première Conférence, en dehors de ceux qui ont trait à la deuxième Conférence et dont il s'occupe déjà.

This Committee will consist of six members, including one representative of the United States 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.

4. 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 6, such proposals to be considered by the Preparatory Committee.

5. The Council instructs the Secretary-General to ask the various Governments their views as to the possibility of a total suppression of the manufacture of heroin or of its limitation to the minimum amount required.

6. The Council instructs the Secretary-General to send periodical reminders to all Governments which have not sent in their annual reports.

7. The Council, associating itself fully with the views held by the Advisory Committee upon the extreme desirability not only of direct communication to other immediately interested Governments of the details of any seizures made but also of a general communication to the Secretariat of the League of all important seizures, instructs the Secretary-General to communicate Resolution 5 of the Advisory Committee to the Governments, and to request them, on behalf of the Council, to give their favourable consideration to the recommendation of the Committee.

8. The Council instructs the Secretary-General to communicate to the Governments, with the request for their observations, 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.

9. The Council requests the Secretary-General to communicate Resolution 7 of the Advisory Committee, which deals with increased penalties for persons engaged in the illicit traffic in narcotics, to the Governments, requesting them to give to it their earnest consideration.

10. The Council, recognising the necessity for the prompt ratification and application of the Convention by such Governments as have so far not ratified it, instructs the Secretary-General to repeat its request to these Governments to take all possible steps for the prompt ratification and application of the Opium Convention.

11. The Council is in agreement with the Assembly in taking note with regret of the fact that a number of countries have not yet adopted the import certificate system as recommended by the Assembly in 1921 and 1922. It reiterates the opinion expressed by the Assembly in 1922 and in 1923 that this system is the most practical method yet suggested for controlling the traffic in the drugs in accordance with the provisions of the International Opium Convention, and concurs with the view of the Assembly that its success depends on its adoption by all countries engaged in importing or exporting the drugs. In view of the serious difficulties created by the non-adoption of the system up to the present by several important countries, the Council instructs the Secretary-General to request the Advisory Committee to proceed with the consideration of the suggestion contained in the second resolution adopted by the Third Assembly in 1922 and to report specially to the next Assembly on the whole situation.

March 10th, 1924.

The Council decided to reappoint Sir John JORDAN, M. BRENIER and Mrs. Hamilton WRIGHT to serve as assessors on the Advisory Committee on Traffic in Opium for a further period of one year as from April 17th, 1924.

March 12th, 1924.

The Council decides :

1. That the Opium Preparatory Committee be requested to undertake the preparatory work for the First Conference in addition to that for the Second Conference, with which it is already dealing.

2. Le Secrétaire général est prié de se mettre en communication avec les gouvernements énumérés dans les résolutions 1 et 3 du Comité préparatoire, pour les inviter à désigner des délégués qui pourraient être appelés à collaborer, en cas de besoin, avec le Comité.

Les dépenses nécessitées par les indemnités de voyage et de séjour des délégués en question seront imputées au crédit spécial prévu au budget de 1924, pour les dépenses de la première et de la deuxième Conférence.

Le 15 mars 1924.

Le Conseil décide que la Belgique et l'Italie seront également invitées à désigner des représentants qui pourront être appelés à collaborer avec le Comité chargé de préparer la première Conférence de l'opium.

Le 29 août 1924.

Le Conseil de la Société des Nations charge le Secrétaire général d'inviter les gouvernements des Etats membres de la Société et parties à la Convention de La Haye à fournir au Secrétariat des renseignements sur la production, la consommation et le commerce du chanvre indien (*Cannabis indica* ou *Cannabis sativa*) dans leurs territoires et de les prier de présenter leurs observations sur la proposition du Gouvernement de l'Union Sud-Africaine, tendant à ce que cette substance soit considérée comme une des drogues créant des habitudes nuisibles.

Le 29 septembre 1924.

Le Conseil décide d'inviter M. Herluf ZAHLE (Danemark) à présider cette Conférence.

Le 28 octobre 1924.

Le Conseil décide d'offrir au président de la Conférence de l'opium une indemnité de 140 francs suisses par jour pendant la durée de la Conférence et de lui ouvrir un crédit raisonnable pour ses frais indispensables de représentation.

Le 8 décembre 1924.

1. Le Conseil de la Société des Nations, entièrement d'accord avec l'Assemblée sur l'importance de la Suisse, en tant que pays fabriquant les stupéfiants visés au chapitre III de la Convention, charge le Secrétaire général d'adresser, dès que l'instrument de ratification de la Convention internationale de l'opium de 1912 aura été déposé à La Haye par le Gouvernement fédéral helvétique, une invitation à ce gouvernement pour le prier, au nom du Conseil, de désigner un représentant qui siégerait à la Commission consultative du trafic de l'opium et autres drogues nuisibles.

2. Le Conseil de la Société des Nations prie la Commission consultative du trafic de l'opium et autres drogues nuisibles de procéder, au cours de sa prochaine session, à une étude et de faire rapport au Conseil sur la question de savoir s'il est désirable et opportun de compléter l'œuvre entreprise par la Société des Nations en vertu de l'article 23 du Pacte, en ce qui concerne le trafic de l'opium, par l'élaboration d'un programme de propagande destiné à renseigner les masses populaires sur les conséquences terribles de l'usage des drogues nuisibles, et, par suite, à restreindre la consommation de ces drogues.

Le 10 décembre 1924.

M. UNDÉN propose d'inviter la Bolivie à désigner un représentant à la Commission consultative du trafic de l'opium.

Cette proposition est adoptée.

2. That the Secretary-General be requested to communicate with the Governments named in Resolutions 1 and 3 of the Preparatory Committee, inviting them to nominate representatives who could be called upon to collaborate with the Committee when necessary.

The expenses incurred in respect of the travelling and subsistence allowances of the representatives in question would be borne by the special item provided in the budget for 1924 for the expenses of the First and Second Conferences.

March 15th, 1924.

The Council decided that Belgium and Italy should also be invited to nominate representatives who might be called upon to assist the Opium Preparatory Committee in preparing work for the First Opium Conference.

August 29th, 1924.

The Council of the League of Nations instructs the Secretary-General to request the Governments of the States Members of the League and parties to the Hague Convention to furnish the Secretariat with information on the production, use of and traffic in Indian hemp (*Cannabis Indica* or *Cannabis sativa*) in their territories, and to ask for their observations on the proposal of the Government of the Union of South Africa that this substance be treated as one of the habit-forming drugs.

September 29th, 1924.

It was agreed that M. Herluf ZAHLE (Denmark) should be invited to act as President of the Conference.

October 28th, 1924.

The Council agreed to offer the Chairman 140 Swiss francs per day for the duration of the Conference, as well as a moderate provision on which he could draw for his necessary entertainment expenses.

December 8th, 1924.

1. The Council of the League of Nations, being in complete agreement with the Assembly as to the importance of Switzerland as a manufacturer of those drugs to which Chapter III of the Convention applies, instructs the Secretary-General, as soon as the instrument of ratification of the International Opium Convention of 1912 has been deposited at The Hague by the Swiss Federal Government, to invite, on behalf of the Council, that Government to nominate a representative to serve on the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

2. The Council of the League of Nations requests the Advisory Committee on Traffic in Opium and other Dangerous Drugs to study, at its next session, and report to the Council on the question whether it is desirable and expedient that the work undertaken by the League of Nations in connection with the traffic in opium under Article 23 of the Covenant should be completed by the preparation of a scheme of propaganda to acquaint the masses with the terrible consequences resulting from the use of dangerous drugs, and thereby to restrict the consumption of such drugs.

December 10th, 1924.

M. UNDÉN proposed that Bolivia should be asked to nominate a representative on the Committee.

The proposal was adopted.

Le 10 mars 1925.

Le Conseil de la Société des Nations prend acte de la lettre du 20 février 1925, reçue du président de la première Conférence de l'opium, ainsi que de l'Accord, du Protocole et de l'Acte final de la Conférence, en date du 11 février 1925.

Le 14 mars 1925.

I. Le Conseil autorise le Secrétaire général à faire les communications nécessaires prévues aux articles 33 et 35 de la Convention, en vue de permettre, soit la signature de la Convention ou l'adhésion à celle-ci par des autorités compétentes au nom des pays ci-après, soit seulement de prendre dans lesdits pays les mesures requises pour sa mise en application :

Afghanistan,
Andorre,
Equateur,
Hedjaz,
Islande,
Liechtenstein,

Mexique,
Monaco,
Union des Républiques socialistes soviétiques,
Saint-Marin,
Soudan.

II. Le Conseil invite le Comité d'hygiène de la Société des Nations à examiner dès à présent s'il y aurait lieu de consulter l'Office international d'hygiène publique au sujet des produits visés par les articles 8 et 10 de la Convention internationale de l'opium de 1925, afin que, s'il en est ainsi, une première décision quant aux préparations ne pouvant donner lieu à la toxicomanie et une première recommandation quant à tout autre stupéfiant susceptible d'être soumis aux dispositions de la Convention puissent être notifiées aussitôt que ladite Convention entrera en vigueur.

Le 8 juin 1925.

Le Conseil décide :

1. De renouveler jusqu'au 1^{er} janvier 1926 le mandat de Mrs. Hamilton WRIGHT, de sir John JORDAN et de M. BRENIER, en qualité d'assesseurs de la Commission consultative du trafic de l'opium et autres drogues nuisibles ;

2. D'inviter la Commission consultative à examiner, au cours de sa session d'août 1925, en raison de la situation nouvelle créée par les récentes conférences de l'opium, les conditions spéciales auxquelles les assesseurs devront satisfaire à l'avenir, pour que leur collaboration aux travaux de la Commission donne le maximum de résultats.

Le 9 juin 1925.

Le Conseil de la Société des Nations, ayant pris connaissance du règlement intérieur adopté par la Commission consultative du trafic de l'opium et autres drogues nuisibles, décide de charger le Secrétaire général d'adresser, au nom du Conseil, une communication aux gouvernements intéressés, ainsi qu'aux membres et assesseurs de la Commission consultative du trafic de l'opium, pour convoquer la septième session de la Commission qui s'ouvrira, au siège de la Société, le 24 août 1925.

Le 2 septembre 1925.

Le Conseil décide de prier la sixième Assemblée de porter la question suivante à son ordre du jour :

« Envoi d'une commission d'enquête dans certains pays producteurs d'opium : demande formulée par la deuxième Conférence de l'opium (Acte final de la Conférence, al. V). »

March 10th, 1925.

The Council of the League of Nations takes note of the letter, dated February 20th, 1925, from the President of the First Opium Conference and of the Agreement, the Protocol and the Final Act of the Conference dated February 11th, 1925.

March 14th, 1925.

I. The Council authorises the Secretary-General to make the necessary communications provided for in Articles 33 and 35 of the Convention, so as to enable the competent authorities to sign or to accede to the Convention on behalf of the following countries, or the necessary measures to be taken for the application of the Convention in those countries :

Afghanistan,	Mexico,
Andorra,	Monaco,
Ecuador,	Union of Socialist Soviet Republics,
Hedjaz,	San Marino,
Iceland,	Sudan.
Liechtenstein,	

II. The Council asks the Health Committee of the League of Nations to consider immediately whether it would be expedient to consult the Office international d'hygiène publique regarding the products mentioned in Articles 8 and 10 of the International Opium Convention of 1925, in order that, if so, a decision concerning preparations which cannot give rise to the drug habit and a recommendation concerning all other drugs which might come under the provisions of the Convention may be notified immediately upon the entry into force of the said Convention.

June 8th, 1925.

The Council decided :

1. To renew until January 1st, 1926, the appointments of Mrs. Hamilton WRIGHT, Sir John JORDAN and M. BRENIER as assessors on the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

2. To request the Advisory Committee at its session to be held in August 1925 to consider, in view of the changed conditions resulting from the recent Opium Conferences, what special qualifications will be required in the future to enable the assessors most effectively to assist the Committee in carrying out its work.

June 9th, 1925.

The Council of the League of Nations, having taken cognisance of the Rules of Procedure adopted by the Advisory Committee on Traffic in Opium and other Dangerous Drugs, decides :

To instruct the Secretary-General to address a communication in the name of the Council to the Governments concerned and to the members and assessors of the Advisory Committee on Traffic in Opium, convening the Committee to its seventh session, to be held at the seat of the League on August 24th, 1925.

September 2nd, 1925.

The Council decides to request the Sixth Assembly to place upon its agenda the following item :

" Commission of Enquiry in certain opium-producing countries : request by the Second Opium Conference (Final Act of the Conference, paragraph V). "

Le 9 septembre 1925.

I. Le Conseil de la Société des Nations prend acte des conditions essentielles auxquelles les assesseurs doivent satisfaire au point de vue technique, de l'avis de la Commission consultative du trafic de l'opium et autres drogues nuisibles ; il charge le Secrétaire général d'inviter le président de la Commission consultative à établir, de concert avec ses collègues, et à soumettre pour la session de décembre une liste de candidats possédant les qualités requises.

II. Le Conseil, ayant pris acte du rapport que lui a soumis la Commission consultative du trafic de l'opium et autres drogues nuisibles sur les travaux de sa septième session, décide :

1. D'approuver le rapport et les résolutions de la Commission, de charger le Secrétaire général d'y donner la suite qui convient, et

2. De communiquer à la sixième Assemblée le présent rapport et les résolutions qui y sont jointes.

Le 28 septembre 1925.

I. Le Conseil, ayant examiné la décision de la sixième Assemblée concernant la nomination d'une commission d'enquête chargée d'étudier la situation relative à la culture du pavot en Perse, charge le Secrétaire général de présenter, lors de la session de décembre du Conseil, une liste de personnalités qualifiées pour faire partie de la Commission d'enquête. En élaborant cette liste, le Secrétaire général se conformera aux termes de la résolution 2 adoptée par l'Assemblée au sujet de la Commission d'enquête.

II. Le Conseil charge le Secrétaire général de faire une démarche auprès du Gouvernement persan, afin de savoir si ce gouvernement pourrait accorder une subvention pour les travaux de la Commission d'enquête qui serait envoyée en Perse en vue d'étudier la situation actuelle au point de vue de la production de l'opium.

Le 11 décembre 1925.

M. UNDÉN propose au Conseil de charger le Secrétaire général d'adresser, en son nom, au Bureau d'hygiène sociale de New-York, ses remerciements pour le don généreux qu'il a consenti.

La proposition de M. Undén est adoptée.

Le 11 décembre 1925 (Privée).

Le Conseil décide d'inviter les personnalités suivantes à faire partie de la Commission :

Président : M. Frederic Adrien DELANO, financier et ingénieur des chemins de fer (Etats-Unis d'Amérique) ;

Commissaires : M. Fridiano CAVARA, professeur à l'Université de Naples (Italien) ;
M. Victor CAYLA, ingénieur agronome (Français).

Le 12 décembre 1925.

Le Conseil décide d'ajourner à sa session de mars l'examen de la nomination d'assesseurs auprès de la Commission consultative du trafic de l'opium.

Le 15 mars 1926.

Le Conseil décide de nommer, auprès de la Commission consultative du trafic de l'opium et autres drogues nuisibles, comme assesseur connaissant l'aspect commercial de la question, M. Henri BRENIER, et comme assesseur connaissant l'aspect « policier » de l'application de la législation relative à cette question, M. Arthur WOODS, ancien « Police Commissioner » de la ville de New-York. Ces assesseurs seront nommés pour une période d'un an, du 1^{er} avril 1926 au 1^{er} avril 1927.

September 9th, 1925.

I. The Council of the League of Nations notes the technical qualifications which the Advisory Committee on Traffic in Opium and other Dangerous Drugs considers as essential for its assessors, and instructs the Secretary-General to request the Chairman of the Advisory Committee to draw up with his colleagues, and to submit, in time for the December meeting of the Council, a list of names of persons qualified for appointment.

II. The Council, having noted the report submitted to it by the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work of its seventh session, decides :

(1) To approve the report and resolutions of the Committee, and to instruct the Secretary-General to take all necessary action arising therefrom ; and

(2) To communicate the present report and resolutions to the Sixth Assembly.

September 28th, 1925.

I. The Council, having considered the decision of the Sixth Assembly of the League of Nations relative to the question of the appointment of a Commission of Enquiry into the opium situation in Persia, requests the Secretary-General of the League of Nations to submit at the December meeting of the Council a list of persons suitable to serve as members on the Commission of Enquiry. In preparing this list, the Secretary-General should act in accordance with the terms of Resolution 2 adopted by the Assembly with regard to the Commission of Enquiry.

II. The Council requests the Secretary-General to approach the Persian Government with a view to ascertaining whether that Government could see its way to furnishing a grant in aid of the Commission of Enquiry to be sent to Persia to study the present conditions with regard to opium production.

December 11th, 1925.

M. UNDÉN proposed that the Council should instruct the Secretary-General to address its thanks to the Social and Health Bureau of New York for its generous gift of 100,000 gold francs.

The proposal of the Swedish representative was adopted.

December 11th, 1925 (Private).

The Council decided to invite the following persons to form the Commission :

President : M. Frederic Adrien DELANO, Financier and Railway Engineer (U.S.A.)

Members : M. Fridiano CAVARA, Professor at the University of Naples (Italian) ;
M. Victor CAYLA, Agricultural Engineer (French).

December 12th, 1925.

The Council decides to postpone the consideration of the nomination of assessors to the Advisory Committee on Traffic in Opium until the meeting of the Council which takes place in March.

March 15th, 1926.

The Council decides to appoint on the Advisory Committee on Traffic in Opium and other Dangerous Drugs, as an assessor having knowledge of the commercial side of the question, M. Henri BRENIER, and as an assessor having knowledge of the police side of the administration of the laws dealing with this subject, Mr. Arthur WOODS, formerly Police Commissioner, New York City. These assessors should be appointed for the period of one year from April 1st, 1926, to April 1st, 1927.

En ce qui concerne la nomination de l'assesseur qui doit connaître la situation générale de l'Extrême-Orient, le Conseil, conformément à la suggestion formulée par le président de la Commission consultative, diffère cette désignation en raison du fait que le président de la Commission consultative n'est pas, pour le moment, en mesure de présenter de proposition précise et que, de l'avis du président, la Commission consultative ne sera pas sérieusement gênée dans ses travaux, si on laisse ce poste provisoirement vacant.

Le 17 mars 1926.

Le Conseil,

Ayant pris connaissance d'une communication du Gouvernement britannique au sujet de la faculté de formuler des réserves concernant des conventions générales et relatives aux réserves formulées par le Gouvernement autrichien au sujet de la Convention de l'opium (deuxième Conférence) :

Prie le Comité d'experts pour la codification du droit international de bien vouloir lui adresser un rapport sur la question de la faculté de formuler des réserves concernant des conventions générales ;

Renvoie pour étude la question des réserves formulées par le Gouvernement autrichien au sujet de la Convention de l'opium (deuxième Conférence) à la Commission consultative de l'opium.

La résolution est adoptée.

Il est entendu que le Gouvernement autrichien aura la faculté de se faire représenter par un expert à la Commission consultative de l'opium.

Le 7 juin 1926.

Le Conseil

Accepte avec remerciements l'offre généreuse faite par le Bureau américain d'hygiène sociale de contribuer, jusqu'à concurrence d'une somme de 50.000 francs-or, aux dépenses de la Commission d'enquête qui dépasseraient le total du crédit voté par la sixième Assemblée et de la première contribution versée par le Bureau américain ;

Autorise le Secrétaire général, aux termes de l'article 33, paragraphe 2, du Règlement financier, à avancer, en cas de besoin, des sommes ne dépassant pas 50,000 francs-or, pour les dépenses supplémentaires de la Commission d'enquête et d'en recouvrer le montant sur la contribution supplémentaire consentie par le Bureau américain d'hygiène sociale.

Le 9 juin 1926.

M. SJÖBORG, rapporteur, explique que la Commission consultative du trafic de l'opium et autres drogues nuisibles s'est réunie à Genève, pour sa huitième session, le 26 mai 1926. Comme elle vient seulement de terminer ses travaux, elle se trouve dans l'impossibilité de soumettre un rapport à l'examen du Conseil au cours de la présente session. Il propose donc à ses collègues d'ajourner à la prochaine session l'examen de cette question.

La proposition de M. Sjöborg est adoptée.

Le 2 septembre 1926.

Le Conseil décide d'inviter le Secrétariat à envoyer aux Etats membres du Conseil qui n'ont pas ratifié la Convention une note signalant l'importance qui s'attache à cette ratification et émet le vœu qu'il soit procédé à cette ratification le plus rapidement possible.

Le Conseil décide également de prendre acte du rapport de la Commission consultative du trafic de l'opium et autres drogues nuisibles sur les travaux de sa huitième session et d'adopter le rapport du représentant de la Suède.

With regard to the appointment of the assessor having knowledge of conditions in the Far East, the Council accepts the suggestion put forward by the Chairman of the Committee that this appointment should be postponed in view of the fact that he is not in a position to make a definite recommendation at the moment, and that, in his view, no serious inconvenience would be caused to the Committee by leaving this post unfilled for the time being.

March 17th, 1926.

The Council,

Having examined the communication from the British Government concerning the admissibility of reservations to general conventions and concerning the reservations to the Opium Convention (Second Conference) made by the Austrian Government,

Requests the Committee of Experts for the Progressive Codification of International Law to report on the question of the admissibility of reservations to general conventions ;

And refers the question of the reservations to the Opium Convention (Second Conference) made by the Austrian Government to the Advisory Committee on Traffic in Opium for examination.

The [Rapporteur's] report was adopted, it being understood that account would be taken of the desire of the Austrian Government that its expert should be heard by the Opium Advisory Committee.

June 7th, 1926.

The Council

Accepts with thanks the generous offer made by the American Bureau of Social Hygiene to contribute up to an amount of 50,000 gold francs towards any expenditure incurred by the Commission of Enquiry over and above the total of the sum voted by the Sixth Assembly and the first grant made by the American Bureau ;

Authorises the Secretary-General, under the terms of Article 33, paragraph 2, of the Financial Regulations, to advance, if necessary, sums not exceeding 50,000 gold francs for the further expenses of the Commission of Enquiry and to recover the amount from the additional contribution of the American Bureau of Social Hygiene.

June 9th, 1926.

M. SJÖBORG, Rapporteur, explained that the Advisory Committee on Traffic in Opium and other Dangerous Drugs had met at Geneva, for its eighth session, on May 26th, 1926. Having only just finished its work, it found it impossible to submit a report for examination by the Council during the present session. He therefore proposed to his colleagues that this question should be adjourned till the next session of the Council.

The Council adopted M. Sjöborg's proposal.

September 2nd, 1926.

The Council decided to instruct the Secretariat to send to States Members of the Council which had not ratified the Convention a letter emphasising the importance attaching to that ratification, and expressing a hope that the ratification would be carried out as speedily as possible.

The Council also decided to take note of the report of the Advisory Committee on the Traffic in Opium and other Dangerous Drugs concerning the work of its eighth session, and adopted the report of the representative of Sweden.

COMMISSION CONSULTATIVE DU TRAFIC DE L'OPIMUM ET AUTRES DROGUES NUISIBLES

RÉSOLUTIONS

Mai 1921 — Juin 1922

Première session, mai 1921.

1. a) Que le Conseil use de toute son influence auprès des Etats membres de la Société des Nations, pour obtenir que ceux qui n'ont pas encore signé ou ratifié la Convention, le fassent le plus tôt possible ;

b) Que le Conseil prie le Gouvernement des Pays-Bas de continuer tous ses efforts pour obtenir la ratification des Etats qui ne sont pas membres de la Société des Nations.

2. Que tous les pays qui ont pris part à la Convention présentent chaque année à la Société des Nations un rapport exposant les mesures prises sur leur territoire pour appliquer les clauses de la Convention et donnant des détails statistiques sur la production, la fabrication et le commerce de l'opium.

3. Que le Conseil étudie la possibilité d'une enquête sous les auspices de l'Organisation internationale d'hygiène de la Société ou de toute autre organisation, pour déterminer approximativement la quantité moyenne de drogues mentionnées au chapitre III de la Convention, nécessaires pour les besoins de la médecine et autres besoins légitimes dans les divers pays.

4. Que le Conseil propose l'adoption de la procédure suivante aux gouvernements ayant pris part à la Convention internationale de l'opium, de façon à leur permettre de remplir les obligations qui leur incombent, conformément aux articles 3 et 5 et à l'article 13 de la Convention :

« Toute demande d'exportation faite par un importateur, pour la fourniture de l'un quelconque des produits auxquels s'applique la Convention, devra être accompagnée d'un certificat du gouvernement du pays importateur, stipulant que l'importation de l'envoi en question est approuvée par le gouvernement et qu'elle est requise pour des besoins légitimes. Dans le cas des drogues visées par le chapitre III de la Convention, le certificat spécifiera qu'elles sont destinées exclusivement à des fins médicales ou scientifiques. »

5. Que le Conseil propose aux pays signataires du traité, sous réserve du consentement du Gouvernement central de la Chine, de donner des instructions à leurs agents consulaires dans les provinces leur enjoignant d'adresser des représentations très sévères aux gouverneurs de provinces au sujet de la culture de l'opium.

6. Que le Conseil attire particulièrement l'attention des Puissances signataires du traité sur les stipulations de l'article 15 de la Convention et qu'il insiste pour que l'on prenne les mesures les plus efficaces pour empêcher la contrebande de l'opium et autres drogues dangereuses.

Deuxième session, avril 1922.

1. Le Conseil de la Société est invité à insister auprès de tous les Etats, en particulier auprès de la Suisse, de la Perse et de la Turquie, qui n'ont pas encore mis en vigueur la Convention de l'opium de 1912 dans son intégralité, sur l'importance d'y procéder sans retard.

2. Il est éminemment souhaitable que le système des certificats d'importation adopté à l'unanimité par le Conseil et l'Assemblée de la Société soit mis en vigueur le 1^{er} septembre 1922 au plus tard par les pays d'Europe, l'Amérique, l'Afrique et l'Australie, et le 1^{er} janvier 1923 au plus tard par tous les autres pays ; et que les gouvernements soient invités à adopter le modèle de certificat proposé par la Commission consultative.

3. La Commission d'hygiène de la Société des Nations devrait être invitée par le Conseil à poursuivre ses enquêtes sur les quantités de morphine et autres drogues dont ont besoin les différents pays pour des fins médicales ou scientifiques.

4. La Commission consultative du trafic de l'opium émet le vœu que le Conseil invite les gouvernements de tous les Etats signataires de la Convention de 1912 et les autres Etats membres de la Société des Nations à fournir au Secrétaire général de la Société des Nations un relevé des besoins totaux de leur consommation intérieure annuelle de l'opium et de ses dérivés, en indiquant séparément, si possible, les quantités employées respectivement pour des usages médicaux, scientifiques et autres. Ce relevé devra établir une distinction entre les

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM,
AND OTHER DANGEROUS DRUGS**

RESOLUTIONS.

May 1921 — June 1926.

First Session, May 1921.

SUMMARY OF RECOMMENDATIONS.

1. (a) That the Council should use its influence with those States which are Members of the League and have not signed or ratified the Convention to do so as soon as possible ;

(b) That the Netherlands Government should be asked to continue its efforts to secure ratification by those States which are not Members of the League.

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

3. That the Council should consider the possibility of undertaking an enquiry through the International Health Organisation of the League, or otherwise, to determine approximately the average requirements of the drugs specified in Chapter III of the Convention for medical and other legitimate purposes in different countries.

4. That the Council should suggest the adoption of the following procedure to the Governments which are parties to the International Opium Convention, in order to enable them to carry out their obligations under Articles 3 and 5 and under Article 13 of the Convention :

Every application for the export to an importer of a supply of any of the substances to which the Convention applies shall be accompanied by a certificate from the Government of the importing country that the import of the consignment in question is approved by that Government and is required for legitimate purposes. In the case of the drugs to which Chapter III of the Convention applies, the certificate shall state specifically that they are required solely for medicinal or scientific purposes.

5. That the Council should suggest to the Treaty Powers that, subject to the consent of the Central Government of China, they should instruct their consular representatives in the provinces to make strong representations to the Provincial Governors on the subject of poppy cultivation.

6. That the Council should direct the special attention of the Treaty Powers to the provisions of Article 15 of the Convention and urge that the most effective steps possible should be taken to prevent the contraband trade in opium and other dangerous drugs.

Second Session, April 1922.

1. That the Council of the League should be requested to urge on all States which have not yet done so, and in particular on Switzerland, Persia and Turkey, the desirability of bringing the Opium Convention of 1911 into force in its entirety without delay.

2. That it is most desirable that the system of importation certificates unanimously adopted by the Council and the Assembly of the League should be brought into force by countries in Europe, America, Africa and Australia not later than September 1st, 1922, and by other countries not later than January 1st, 1923 ; and that the Governments should be asked to adopt the form of importation certificate proposed by the Advisory Committee.

3. That the Health Committee of the League of Nations should be asked by the Council to continue its enquiries into the requirements of the various countries of morphine and other dangerous drugs for medicinal and scientific purposes.

4. That the Council should invite the Governments of all States signatory to the Convention of 1912 and other States Members of the League to furnish the Secretary-General of the League with a statement of their countries' total requirements for internal consumption per annum of opium and its derivatives, indicating separately, if possible, the quantities

sortes d'opium utilisées, et, dans le cas des dérivés de l'opium, les quantités seront indiquées d'après la teneur en morphine.

La Commission consultative estime, en outre, que ce relevé devra parvenir au Secrétaire général le 1^{er} janvier 1923, au plus tard, et qu'il est de la plus haute importance que les chiffres relatifs aux quantités d'opium nécessaires à la consommation des pays d'Extrême-Orient, où les Chinois sont les principaux consommateurs, parviennent au Secrétariat à cette date au plus tard.

5. Le Conseil de la Société devrait, si la nécessité s'en présente, inviter le gouvernement des Etats parties à la Convention à faciliter sur leur territoire les enquêtes sur la production de l'opium et la fabrication de la morphine et de la cocaïne, auxquelles procéderont, pour toute question relevant de la Convention de l'opium, des commissions mixtes nommées en partie par le gouvernement intéressé, en partie par le Conseil de la Société.

6. a) La Commission consultative du trafic de l'opium de la Société des Nations, ayant examiné les rapports communiqués par le représentant de la Chine à la Commission, sur la reprise de la culture de l'opium qui se serait produite dans diverses provinces; ayant tenu compte de l'époque, des circonstances et de la situation de certaines des personnes par qui ces enquêtes ont été effectuées, ainsi que du fait que des régions importantes ont échappé à cette enquête; ayant comparé ces rapports avec les renseignements contenus dans le *Livre Bleu* publié par le Gouvernement britannique, ainsi qu'avec d'autres renseignements communiqués à la Commission;

Se plaît à reconnaître les efforts qui ont été faits par les autorités dans certaines provinces en vue de la suppression de l'opium, mais regrette d'avoir à constater qu'il se produit en Chine une recrudescence considérable de la culture et de l'usage de l'opium¹.

7. La Commission prend acte de la promesse faite par le représentant du Japon, au nom de son gouvernement, de procéder à une enquête aussi rigoureuse que possible sur le trafic illicite de la morphine, qui se fait actuellement en Extrême-Orient, et qu'à cet effet une étroite coopération soit établie entre les autorités japonaises et les fonctionnaires des douanes maritimes chinoises afin de découvrir l'origine de la morphine de contrebande. Il importe, en outre, de tirer au clair les causes des divergences existant entre les statistiques d'importation japonaises et les statistiques d'exportation fournies par certains autres pays.

8. La Commission émet le vœu, afin de faciliter le contrôle général du trafic des drogues dangereuses :

a) Que soient complétées aussitôt que possible les informations relatives à la fabrication de la cocaïne;

b) Que le Conseil de la Société invite les gouvernements à envoyer au Secrétariat des estimations aussi exactes que possible des quantités de cocaïne qu'ils jugent nécessaires pour les besoins de leurs pays respectifs;

c) Que les gouvernements prennent toutes mesures nécessaires pour échanger mutuellement des renseignements complets sur toutes les saisies effectuées par leurs autorités respectives de douane et de police;

d) Que les gouvernements examinent l'opportunité d'éduquer la population au point de vue des dangers que présente l'usage des drogues nuisibles;

e) Que, l'expérience montrant que par suite des énormes profits réalisés par le trafic clandestin des stupéfiants, les amendes ne sont plus une peine suffisante, les gouvernements étudient la question de punir également ce trafic de prison;

f) Que la liste des drogues non comprises dans la Convention de 1912, transmise par le Gouvernement français, soit envoyée aux gouvernements intéressés pour toutes observations qu'ils jugeront utiles et que, dans l'intervalle, la question de la convocation d'une nouvelle conférence internationale soit ajournée.

9. La Commission est d'avis que soit acceptée l'offre de la Ligue des Sociétés de la Croix-Rouge, en vue d'inviter les Sociétés nationales de la Croix-Rouge s'intéressant à la question de l'opium, d'entreprendre une œuvre d'éducation populaire au point de vue des conséquences funestes de l'abus de l'opium.

10. La Commission émet le vœu que le Conseil invite les gouvernements, lorsqu'ils établiront leur rapport annuel à la Société des Nations sur l'opium et autres drogues nuisibles, à adopter le projet élaboré par la Commission consultative, à transmettre ce rapport pour le 1^{er} juillet au plus tard (en ce qui concerne les pays d'Occident) et pour le 1^{er} octobre (en ce qui concerne les pays d'Orient), que ce rapport soit rédigé dans l'une ou l'autre des deux langues officielles de la Société.

¹ Certains paragraphes de la présente résolution sont supprimés jusqu'à plus ample examen de la part de la Commission consultative.

employed respectively for medicinal, scientific and other uses. The statement should distinguish the kinds of opium required and in the case of opium derivatives the amounts should be given in terms of morphine content.

The Advisory Committee is further of the opinion that this statement should reach the Secretary-General not later than January 1st, 1923, and that it is of particular importance that the quantities of opium required for consumption in Far Eastern countries, where the Chinese are the principal consumers, should be available by that date.

5. That the Council of the League should, if the necessity arises, invite the Governments of States which are parties to the Convention to facilitate the carrying out in their territories of joint investigations by commissions, appointed partly by the Government concerned and partly by the League, into any questions arising under the Opium Convention.

6. (a) That the Committee, having considered the reports, as communicated by the Chinese representative on the Committee, of the enquiries instituted by the Chinese Government into the alleged revival of opium cultivation in various provinces, and having had regard to the time at which, the conditions under which, and the position of certain of the persons by whom the enquiries were made, and to the fact that certain important districts had not been covered, and having compared the reports with the information contained in the Blue Book issued by the British Government and with other information before the Committee,

Regrets that, while gladly acknowledging that in certain provinces efforts have been made by the authorities to enforce the prohibition of opium, it is forced to the conclusion that there is a large and widespread revival both of the cultivation and the use of opium in China¹.

7. That the Committee notes the promise of the Japanese Government, conveyed through its representative, to make the strictest possible investigation into the illicit traffic in morphine at present being carried on in the Far East; and it recommends that co-operation should be established between the Japanese authorities and the Chinese Maritime Customs with a view to tracing the sources of contraband morphine. It is further desirable that the discrepancies between the Japanese import statistics and the export statistics of certain other countries should be cleared up.

8. That, in order to facilitate the general control of the traffic in dangerous drugs, the Committee recommends:

(a) That the information with regard to the manufacture of cocaine should be completed as soon as possible;

(b) That the Council of the League should invite the Governments to furnish the Secretariat with as close an estimate as possible of the annual requirements of cocaine in their respective countries;

(c) That the Governments should arrange for the mutual exchange of full information concerning all seizures made by their respective Customs and police authorities;

(d) That the Governments should consider the advisability of undertaking educational work as to the dangers of indulgence in the drugs;

(e) That, as experience shows that, in consequence of the enormous profits realised by the illicit traffic in dangerous drugs, pecuniary penalties are no longer a sufficient deterrent, the Governments should consider the question of providing for a substantial sentence of imprisonment as an alternative penalty;

(f) That the list of drugs not covered by the Convention of 1912, communicated by the French Government, should be referred to the interested Governments for their observations; and that, pending the receipt of such information, the question of holding a further International Conference should be postponed.

9. That the offer of the League of Red Cross Societies to invite the National Red Cross Societies which are interested in the opium question to undertake educational work as to the evil results of the abuse of opium should be accepted.

10. That the Council should invite the Governments, in making their annual report to the League on opium and other dangerous drugs, to adopt the form prepared by the Advisory Committee; to furnish the report not later than July 1st in the case of Western countries and October 1st in the case of Eastern countries; and to make the report in one or other of the official languages of the League.

¹ Certain paragraphs of this resolution are omitted for the time being pending reconsideration by the Advisory Committee.

Troisième session.

(Séance spéciale tenue le 1^{er} septembre 1922.)

1. Lors de sa session de juillet, le Conseil a invité la Commission consultative à reviser un passage de son rapport concernant la situation de la Chine et lui a, sur ce point, renvoyé une proposition de nature à répondre aux exigences de la situation. Cette proposition avait obtenu l'assentiment du Gouvernement chinois et le Conseil était disposé à l'approuver. La proposition, sous sa forme complète, tenait compte de l'opinion que s'était formée la Commission sur la situation de la Chine et qu'exposait le rapport de la Commission tel qu'il a été publié. Elle tendait à ce que le Gouvernement chinois fût invité à procéder à des enquêtes plus approfondies sur la culture du pavot en Chine, de façon à pouvoir fournir à la Société un rapport plus digne de foi que celui auquel on s'attendait pour cette année. Le Gouvernement chinois était, en outre, prié de faire figurer dans la Commission d'enquête des représentants d'organisations telles que les Chambres de commerce et les Associations d'éducation. Enfin, la Commission d'enquête devait également être accompagnée d'un représentant de l'Association internationale pour la lutte contre l'opium (International Anti-Opium Association) de Pékin, qui serait autorisé à transmettre, par l'intermédiaire du Gouvernement chinois, un rapport de la Société, en complément du rapport général de la Commission d'enquête.

La Commission consultative croit comprendre qu'il faudra vraisemblablement désigner un certain nombre de commissions chargées de faire une enquête sur la situation des diverses provinces, comme cela fut fait lors de la saison dernière, et qu'en conséquence, la proposition signifie qu'un représentant de l'« International Anti-Opium Association » sera adjoint à chacune de ces commissions. Après un examen approfondi et en tenant compte des circonstances présentes, la Commission consultative est disposée à recommander au Conseil d'adopter cette procédure. Il est bien entendu que, une telle enquête ne pouvant donner de résultat que si elle est faite pendant la saison où le pavot est en fleur, les arrangements nécessaires seront pris d'accord avec le Gouvernement chinois.

2. La Commission consultative a le regret de constater qu'un grand nombre de gouvernements n'ont pas encore répondu à la lettre du Secrétaire général, en date du 30 mai 1922, concernant la mise en vigueur du système de certificats d'importation, et que, parmi les gouvernements qui ont répondu à cette lettre, il n'y en a qu'un nombre relativement restreint qui aient nettement accepté d'appliquer ce système aux dates proposées par la Commission. Toutefois, le système en lui-même n'a soulevé d'objection de la part d'aucun gouvernement et son application prochaine et, autant que possible simultanée par tous les gouvernements, apparaît à la Commission comme étant de la plus haute importance.

Le seul moyen pratique d'exercer sur le trafic un contrôle efficace consiste à obtenir de tous les pays qu'ils acceptent la mise en application immédiate du système de certificats d'importation et d'exportation.

En conséquence, la Commission recommande d'attirer de nouveau sur ce point l'attention de tous les gouvernements qui n'ont pas encore accepté de mettre le système en vigueur à une date fixe, et d'insister de la façon la plus pressante sur l'importance vitale de ce système, ainsi que sur la nécessité urgente qu'il y a à ce qu'il soit prochainement et universellement adopté.

3. La Commission avait été saisie d'une proposition du Comité d'hygiène de la Société, tendant à la création d'une sous-commission d'experts désignée par les deux organisations, en vue de faciliter les recherches ayant trait aux quantités de stupéfiants nécessaires pour les usages médicaux et scientifiques et, en général, à toutes questions sur lesquelles la Commission consultative désirerait avoir l'opinion d'experts en matière médicale.

La Commission convient de l'utilité qu'il y a à nommer une sous-commission de ce genre et, avec l'approbation du Conseil, elle désignera pour la représenter M. J. CAMPBELL et le Dr ANSELMINO.

Pour des considérations d'économie, la Commission estime que, dans la mesure du possible, il y aurait lieu, lorsqu'une réunion de la Sous-Commission apparaîtra nécessaire, de la convoquer à l'époque des réunions de la Commission consultative.

Une grande partie des travaux de la Sous-Commission pourrait, sans aucun doute, s'effectuer par correspondance.

Quatrième session, janvier 1923.

1. La décision définitive, relative à la proposition contenue dans la deuxième résolution adoptée par l'Assemblée de septembre 1922, pour remédier à la situation résultant du fait que certains pays n'ont pas mis en vigueur la Convention internationale de l'opium et le système des certificats d'importation, est ajournée jusqu'à la prochaine session de la Commission de l'opium. Lors de cette session, la Commission examinera toutes autres propositions qui pourraient être présentées sur cette question.

2. Le Conseil est prié, dans l'intervalle, de faire toutes les démarches qu'il jugera possibles auprès des gouvernements des Etats en question, pour obtenir leur adhésion à la Convention et leur acceptation du système des certificats d'importation. Il serait désirable de se renseigner en particulier sur les motifs de l'abstention des Etats de l'Amérique du Sud et de l'Amérique centrale.

Third Session.

(Emergency Meeting held on September 1st, 1922.)

1. 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 were 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. It is understood that, as the investigations can only be effective if made during the season of the year while the poppy is in flower, arrangements will be made by the Chinese Government accordingly.

2. The Advisory Committee notes with regret that a large number of Governments have not yet replied to the Secretary-General's letter of May 30th, 1922, on the subject of the introduction of the import certificate system, and that comparatively few of the Governments which have replied have definitely agreed to bring that system into force on the dates suggested by the Committee. No objections have been lodged by any Government to the system in itself, and its early and, so far as possible, simultaneous introduction by all Governments appears to the Committee of the utmost importance.

The only practical means of exercising effective control over the traffic is to secure the assent of all countries to the immediate introduction of the import and export certificate system.

The Committee therefore recommends that the attention of all Governments which have not yet agreed to bring the system into operation on a fixed date should again be invited to the matter, and that its vital importance should be emphasised as strongly as possible, as also the urgent necessity for the early and universal adoption of the system.

3. The Committee has had before it a suggestion from the Health Committee of the League that, for the purpose of facilitating the investigation into the requirements of the drugs for medical and scientific purposes and any other investigations into questions on which the Advisory Committee may desire an expert medical opinion, an expert sub-committee of the two organisations should be formed.

The Committee concurs in thinking the appointment of such a sub-committee desirable, and, if it is approved by the Council, it would nominate as its representatives Mr. J. CAMPBELL and Dr. ANSELMINO.

With a view to avoiding expense, the Committee thinks that, as far as possible, such meetings of the sub-committee as may be necessary should take place at the same time as the meetings of the Advisory Committee. Much of the work of the sub-committee could no doubt be conducted by correspondence.

Fourth Session, January 1923.

1. That a final decision in regard to the suggestion, contained in the second resolution adopted by the Assembly of September 1922, for dealing with the situation created by the abstention of certain countries from putting into force the International Opium Convention and the import certificate system, be postponed until the next meeting of the Opium Committee. At this meeting, the Committee will consider any other suggestions for dealing with the situation that may be submitted.

2. That the Council be asked, in the meantime, to take all possible steps with the Governments of the States in question to secure their adhesion to the Convention and acceptance of the import certificate system. Special enquiries would be desirable in regard to the abstention of the South and Central American States.

3. Le Conseil est invité à prier instamment les gouvernements qui n'ont pas encore fourni leurs rapports et leurs statistiques pour 1921 de les envoyer immédiatement, de manière qu'ils puissent être à la disposition de la Commission lors de sa prochaine session; les gouvernements devraient être également invités à fournir, si possible, un premier relevé de statistique pour 1922.

4. Dans le cas des préparations des stupéfiants mentionnés à l'article 14 de la Convention, une limite devra être fixée, au-dessous de laquelle, en vue des relevés-statistiques, les importations et exportations puissent être considérées comme négligeables, si on le désire; et, pour les préparations de chacune des drogues suivantes: morphine, héroïne et cocaïne, la limite devra être fixée à trois kilogrammes. Cette résolution ne s'applique pas aux drogues à l'état pur ni à leurs sels.

5. La Commission fait siennes les propositions de la Sous-Commission mixte du Comité d'hygiène et de la Commission de l'opium, relatives aux méthodes à adopter pour fixer les quantités de stupéfiants nécessaires aux besoins légitimes du monde entier.

6. Les observations des gouvernements relatives à la liste soumise par le Gouvernement français des stupéfiants non compris dans la Convention devront être renvoyées pour examen à la Sous-Commission mixte, qui présentera un rapport.

7. La Commission fait siennes les propositions de la Sous-Commission de la Commission du transit, relatives au contrôle du trafic des stupéfiants dans les ports francs.

8. Les gouvernements seront invités à prendre des dispositions permettant de comprendre, parmi les échanges mutuels de renseignements relatifs aux saisies, les échanges de renseignements relatifs aux agissements et aux déplacements des individus connus des autorités comme se livrant au trafic international illicite des stupéfiants.

La Commission prend note, avec la plus grande satisfaction, de la déclaration du Gouvernement ottoman, d'après laquelle celui-ci est disposé à donner effet à la Convention internationale de l'opium de 1912; la collaboration sans réserve de la Turquie, en vue du contrôle du trafic de l'opium, facilitera considérablement la tâche difficile de la Commission. La Commission désire exprimer sa vive appréciation de la décision du Gouvernement ottoman et elle espère que les formalités nécessaires pour donner effet à cette décision interviendront prochainement.

Cinquième session, mai 1923.

1.

I. La Commission consultative du trafic de l'opium accepte et recommande à la Société des Nations les propositions des délégués des Etats-Unis, reconnaissant qu'elles expriment les principes généraux dont les gouvernements devraient s'inspirer pour traiter la question de l'abus des drogues nuisibles et sur lesquels, en fait, repose la Convention internationale de 1912, en tenant compte des réserves suivantes, présentées par les délégués des Gouvernements de la France, de l'Allemagne, de la Grande-Bretagne, du Japon, des Pays-Bas, du Portugal et du Siam.

L'usage de l'opium préparé et la production, l'exportation et l'importation de l'opium à cette fin, sont légitimes tant que cet usage est soumis et conforme aux dispositions du chapitre II de la Convention.

II. La Commission consultative, appréciant tout l'intérêt que présente la collaboration du Gouvernement des Etats-Unis d'Amérique aux efforts tentés par la Société des Nations, au cours des deux dernières années, pour résoudre la question de l'abus des drogues nuisibles, exprime sa conviction que tous les gouvernements intéressés seront désireux de collaborer avec le Gouvernement des Etats-Unis pour assurer l'application la plus complète possible de la Convention.

III. En portant les propositions américaines à la connaissance du Conseil et de l'Assemblée, la Commission consultative rappelle que, pendant les deux années écoulées depuis la mise en vigueur de la Convention, elle a poursuivi le même objet: 1° en faisant toutes les démarches possibles en vue d'obtenir l'adhésion de tous les pays à la Convention; 2° en procédant à une enquête sur les besoins du monde en stupéfiants manufacturés pour les usages médicaux et scientifiques, en vue d'aboutir à la limitation de la production de ces stupéfiants; 3° en recommandant le système des certificats d'importation, en organisant un échange de renseignements entre les Etats sur le trafic illicite des stupéfiants et en proposant d'autres mesures pour obtenir la collaboration de tous les pays en vue de la suppression de ce trafic; 4° en invitant les Puissances qui ont des territoires en Extrême-Orient à vérifier leurs besoins en opium et en présentant des propositions en vue d'une enquête du Gouvernement chinois sur la situation en Chine, pour assurer une application plus rigoureuse du chapitre II de la Convention et résoudre le problème de l'usage de l'opium préparé en Extrême-Orient; 5° en recueillant et en publiant des renseignements sur les mesures prises pour donner effet à la Convention et, d'une manière générale, sur l'attitude de tous les pays à l'égard de ce trafic, pour assurer l'exécution de la Convention.

3. That the Council be asked to urge the Governments which have not yet furnished their report and statistics for 1921 to send them immediately, so that they may be available for the Committee at its next meeting, and that the Governments should also be asked to furnish, if possible, preliminary statistics for 1922.

4. That, in the case of preparations of the drugs mentioned in Article XIV of the Convention, a limit shall be fixed below which, for the purposes of the statistical returns, imports and exports might be disregarded if desired, and that, for the preparation of each of the drugs, morphine, heroin and cocaine, the limit shall be 3 kilograms. This resolution does not apply to the pure drugs and their salts.

5. That the Committee concurs in the proposals of the Joint Sub-Committee of the Health and Opium Committees as to the methods to be adopted for determining the world's legitimate requirements of the drugs.

6. That the observations of the Governments on the list of drugs not included in the Convention, submitted by the French Government, be referred to the Joint Sub-Committee for consideration and report.

7. That the Committee concurs in the proposals of the Sub-Committee of the Transit Committee as to the control of the traffic in the drugs at "free ports".

8. That the Governments be asked to extend the arrangement for the mutual exchange of information in regard to seizures to include information in regard to the proceedings and movements of persons who are known to the authorities to be engaged in carrying on an illicit international traffic in the drugs.

That this Committee learns with the greatest satisfaction of the Turkish declaration of readiness to give effect to the International Opium Convention of 1912, since the full co-operation of Turkey in the supervision of the traffic in opium will greatly facilitate the difficult task of the Committee. The Committee desires to express its lively appreciation of the decision of the Turkish Government and its hope that the necessary formal steps to give effect to that decision may shortly be taken.

Fifth Session, May 1923.

1.

I. 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, the Netherlands, Portugal and Siam :

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

II. 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.

III. In bringing the American proposals to the notice of the Council and 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 medicinal 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.

IV. Afin de donner leur effet aux principes formulés par les délégués des Etats-Unis et une application pratique à la ligne de conduite adoptée par la Société des Nations, sur la recommandation de la Commission consultative, et tenant compte, d'autre part, des renseignements recueillis jusqu'à ce jour, la Commission signale au Conseil l'opportunité d'inviter :

a) Les gouvernements des Etats dans lesquels la morphine, l'héroïne, la cocaïne et leurs sels respectifs sont fabriqués et les gouvernements des Etats dans lesquels l'opium brut ou la feuille de coca sont produits pour être exportés, en vue de cette fabrication ;

b) Les gouvernements possédant des territoires dans lesquels l'usage de l'opium préparé est temporairement maintenu, conformément aux dispositions du chapitre II de la Convention, et le Gouvernement de la République Chinoise,

à se mettre immédiatement en rapport les uns avec les autres (en désignant des délégués qui formeront une ou plusieurs commissions, ou de toute autre manière), pour examiner si, afin d'assurer l'application la plus complète possible de la Convention de 1912, ils ne pourraient pas, dès maintenant, aboutir entre eux à des accords :

a) Sur la limitation des quantités de morphine, d'héroïne et de cocaïne et de leurs sels respectifs qui pourront être manufacturées, ainsi que des quantités d'opium brut et de feuilles de coca qui pourront être importées à cet effet et pour d'autres fins médicales et scientifiques ; et sur la limitation aux quantités nécessaires pour ces besoins médicaux et scientifiques, de la production de l'opium brut et de la feuille de coca, destinés à être exportés. Cette dernière limitation ne doit pas être considérée comme s'appliquant à la production et à l'exportation de l'opium brut destiné à être fumé dans les territoires où cet usage est temporairement maintenu, conformément aux dispositions du chapitre II de la Convention ;

b) Sur la réduction de la quantité d'opium brut qui pourra être importé pour être fumé dans les territoires où cet usage est temporairement maintenu, et sur les mesures qui doivent être prises par le Gouvernement de la République Chinoise pour aboutir à la suppression de la production et de l'usage illégaux de l'opium en Chine.

Réserve présentée par le délégué du Gouvernement de l'Inde.

Le délégué du Gouvernement de l'Inde s'associe à la résolution ci-dessus, sous réserve de la déclaration suivante relative au paragraphe I :

« L'emploi de l'opium brut, conformément à l'usage établi dans l'Inde, et sa production en vue de cet emploi, ne sont pas illégitimes aux termes de la Convention. »

2.

La Commission consultative, étant donné l'abondance des renseignements détaillés actuellement disponibles, recommande au Conseil d'inviter les Puissances ayant, en Extrême-Orient, des territoires où l'usage de l'opium à fumer est temporairement maintenu, en vertu du chapitre II de la Convention de l'opium, à entrer immédiatement en négociations, en convoquant une conférence spéciale des représentants des gouvernements intéressés ou par tout autre moyen, en vue d'examiner les mesures à prendre afin d'assurer une application plus rigoureuse du chapitre II de la Convention et d'aboutir à une réduction de la quantité d'opium utilisée. Cette Conférence examinerait également si, en s'inspirant des propositions indiquées ci-dessous ou d'autres propositions, un accord ou une entente ne pourrait pas être conclu, dès maintenant, en vue d'adopter une politique uniforme dans ce domaine.

I. Le système des fermes sera supprimé là où il est encore en vigueur ; le commerce de l'opium sera transformé en un monopole d'Etat, dépendant entièrement du gouvernement.

II. Comme corollaire de la proposition I, la vente au détail de l'opium préparé sera effectuée uniquement dans les débits du gouvernement, tous les autres débits privés étant supprimés. Les personnes à qui seraient confiés les débits du gouvernement recevront une rémunération fixe, ne comprenant aucune commission sur le montant des transactions effectuées, afin qu'elles ne soient pas tentées de pousser à la vente.

III. Une limite maximum uniforme sera fixée pour la quantité d'opium préparé, mise en vente en vue de la consommation : cette quantité sera calculée d'après le nombre des adultes mâles de la population chinoise, soit x taels pour 10.000 Chinois adultes mâles, vivant sur le territoire ; les importations annuelles d'opium brut seront limitées à la quantité nécessaire à la consommation ainsi calculée.

IV. Il sera procédé à une étude approfondie des résultats que pourrait donner le régime d'enregistrement et de licence déjà introduit dans certains territoires d'Extrême-Orient.

IV. 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 :

(a) 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 ;

(b) 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 :

(a) As to a limitation of the amounts of morphine, heroin or cocaine and their respective salts to be manufactured ; as to a 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 :

(b) 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 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 I :

" The use of raw opium, according to the established practice in India, and its production for such use are not illegitimate under the Convention. "

2.

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 :

I. 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.

II. As a corollary of paragraph I, 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.

III. 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.

IV. 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.

V. Il y aura lieu d'examiner la possibilité de rendre uniformes, dans la mesure où les circonstances le permettraient :

- a) le prix de la vente au détail de l'opium préparé dans les différents territoires ;
- b) les peines prévues pour infraction à la loi sur l'importation, l'exportation, la vente et l'usage de l'opium préparé.

VI. Les Puissances intéressées, c'est-à-dire les Puissances ayant des territoires en Extrême-Orient, où la consommation d'opium préparé est encore autorisée, devront conclure un accord entre elles, afin d'appliquer les mesures qui précèdent, de manière à mettre en exécution le chapitre II de la Convention.

VII. Une étude générale de la situation sera périodiquement effectuée par les Puissances intéressées; la question d'une réduction nouvelle à apporter à la limite maximum fixée dans l'accord devra être examinée à cette occasion.

3.

La Commission consultative décide de demander au Conseil de prier les gouvernements de transmettre leurs vues sur la possibilité d'une suppression totale de la fabrication de l'héroïne ou de sa limitation aux quantités minima reconnues nécessaires.

4.

La Commission consultative, convaincue de la grande valeur que présentent les renseignements contenus dans les rapports annuels que chaque gouvernement a été invité à transmettre au Secrétariat, recommande de nouveau au Conseil de rappeler aux gouvernements, combien est important l'envoi régulier au Secrétariat de ces rapports, avec les renseignements les plus complets possible sur la production et le trafic de l'opium et des autres stupéfiants

5.

L'attention des gouvernements devra être attirée sur l'extrême intérêt qu'il y a, non seulement à communiquer directement à tous les autres gouvernements immédiatement intéressés les détails des saisies opérées, mais aussi, en règle générale, à aviser de toutes les saisies importantes le Secrétariat de la Société des Nations afin d'obtenir dans le monde entier la plus vaste publicité, le Secrétariat étant chargé de transmettre, avec l'assentiment du gouvernement intéressé, ces renseignements à la fois aux autres gouvernements qui ne sont pas immédiatement intéressés par le cas dont il s'agit, et à la presse.

6.

La Commission consultative recommande que l'exposé préparé par le Secrétariat pour la Sous-Commission des statistiques douanières et le memorandum de sir Malcolm Delevingne sur la situation des entrepôts par rapport au trafic des stupéfiants, soient transmis aux gouvernements et que ceux-ci soient invités à présenter leurs observations.

7.

La Commission consultative, considérant que le fait de frapper de peines très sévères les personnes qui se livrent au trafic illicite des stupéfiants est l'un des meilleurs moyens d'empêcher la propagation de ce trafic, recommande l'aggravation des pénalités dans certains pays, la prévision de la peine de prison et, si possible, l'interdiction de séjour, une très rigoureuse application des pénalités prévues et l'introduction de clauses visant la punition d'infractions commises à l'étranger.

Les séances de la présente session de la Commission seront publiques à moins que la Commission décide qu'une partie des débats ait lieu à huis clos.

Sixième session, août 1924.

I. La Commission consultative transmet au Conseil et aux gouvernements convoqués à la deuxième Conférence internationale, comme complément au rapport du Comité préparatoire, les documents ci-joints¹ (Annexes 1 et 2) contenant l'ensemble des mesures qui lui ont paru de nature à pouvoir fournir une base utile aux travaux de la Conférence et à ouvrir la voie à un accord final.

II. Les Puissances jouissant de droits d'exterritorialité en Chine devraient, si elles ne l'ont déjà fait, établir un règlement dont la violation fera l'objet de pénalités adéquates en vue de contrôler la pratique, par leurs ressortissants en Chine, de tout commerce des stupéfiants visés par le chapitre III de la Convention de l'opium ; elles devraient communiquer copie de ce règlement au Secrétariat de la Société.

¹ Voir rapport, document A. 32. 1924.

V. 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.

VI. 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.

VII. 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.

3.

The Advisory Committee asks the Council to request the Governments to communicate their views as to the possibility of a total suppression of the manufacture of heroin or of its limitation to the minimum amount required.

4.

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.

5.

The Advisory Committee recommends the Council to draw the attention of the Governments to the extreme desirability not only of direct communication to other immediately interested Governments of the details of any seizures 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 concerned, of this information by the Secretariat both to other Governments not immediately concerned in the specific case and to the Press.

6.

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.

7.

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.

The meetings of the Advisory Committee during the present session shall be held in public, unless the Committee decides that any part of its proceedings shall be held in private.

Sixth Session, August 1924.

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 hereto¹ (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.

¹ See Report, document A. 32. 1924.

III. La Commission consultative est d'avis qu'étant donné qu'un projet de mesures de contrôle doit être soumis à la seconde Conférence internationale et que cette Conférence examinera la situation dans son ensemble, il serait préférable d'ajourner à l'année prochaine un nouvel examen de la deuxième résolution de l'Assemblée de 1922.

IV. En ce qui concerne la proposition du Gouvernement de l'Union Sud-Africaine, tendant à ce que le chanvre indien (*Cannabis indica* ou *Cannabis sativa*) soit considéré comme une des drogues nuisibles, la Commission consultative recommande au Conseil que les gouvernements soient invités, en premier lieu, à transmettre à la Société des renseignements sur la production, l'usage et le commerce de cette substance dans leurs territoires, ainsi que leurs observations sur la proposition soumise par le Gouvernement de l'Union Sud-Africaine. La commission recommande, en outre, que la question soit examinée à la session annuelle de la Commission consultative en 1925.

Etant donné que tous les membres du Comité préparatoire assistent aux séances de la Commission consultative, la Commission espère que les membres de l'ancien Comité préparatoire et le Dr Anselmino voudront bien se réunir en sous-commission afin d'examiner s'il ne serait pas possible d'adopter un programme unique portant sur les points au sujet desquels l'accord a été réalisé.

La Commission consultative transmet au Conseil et aux gouvernements convoqués à la Conférence, comme complément au rapport du Comité préparatoire, l'ensemble des mesures ci-jointes,¹ qui lui ont paru de nature à pouvoir fournir une base utile aux travaux de la Conférence et à ouvrir la voie à un accord final.

Septième session, août 1925.

I.

1° La Commission désire attirer l'attention du Conseil et de l'Assemblée sur le développement pris actuellement par le trafic illicite des stupéfiants, son caractère organisé et les ressources financières considérables sur lesquelles il s'appuie, ainsi qu'il ressort des documents soumis à la Commission et joints à son rapport.

2° L'examen des rapports et des mesures prises par les divers gouvernements et signalées dans les rapports a conduit la Commission à développer les recommandations qu'elle avait précédemment formulées sur le sujet et à exprimer le vœu :

a) Que, dans tous les cas où des transactions illicites sont découvertes ou soupçonnées le gouvernement prenne les mesures les plus énergiques en vue de suivre toutes les pistes qui peuvent éventuellement permettre de découvrir les personnes qui se livrent au trafic ;

b) Que tout renseignement tendant à prouver la complicité d'une ou de plusieurs personnes résidant dans un autre pays soit immédiatement communiqué au gouvernement dudit pays, afin qu'il soit procédé à une enquête analogue (les recommandations formulées par la Commission en 1922 et 1923 n'ont, en beaucoup de cas, reçu aucune suite de la part des gouvernements). Un compte rendu des résultats de l'enquête devrait être transmis au gouvernement qui a communiqué le renseignement (ainsi qu'au Secrétariat de la Société des Nations dans les cas où la communication a été faite par son intermédiaire) ;

c) Que les détails ainsi communiqués soient aussi complets que possible et comprennent en particulier, dans le cas où ces détails seraient connus, la description des colis, les marques y figurant, les noms et adresses de l'expéditeur et du destinataire, les noms et adresses des agents par lesquels les marchandises ont passé, l'endroit d'où les marchandises ont été expédiées, la date d'expédition, le nom du bateau (ou la description de l'itinéraire), etc. Des spécimens des boîtes ou récipients, ainsi que des étiquettes, devraient également être envoyés.

3° La Commission désire également signaler toute l'importance que présente la découverte des sources où les trafiquants illicites ont obtenu les stupéfiants, ainsi que l'application de sanctions sévères aux fabricants et commerçants pourvus de licences qui fourniraient sciemment des drogues en vue d'un trafic illicite. La Commission estime que la sanction la plus efficace serait de leur retirer leur licence ou leur autorisation de fabriquer, de vendre ou de détenir des drogues ; elle recommande donc que les gouvernements examinent dans chaque cas la possibilité d'appliquer une telle sanction.

4° La Commission désire également attirer l'attention sur le fait que, dans certains des cas les plus importants mentionnés dans les documents qui lui ont été soumis, les gouvernements se sont trouvés dans l'impossibilité d'engager des poursuites contre les trafiquants, étant donné qu'il n'y avait pas violation des lois du pays ; cette situation accentue davantage encore l'importance des dispositions de l'article 29 de la Convention adoptée par la deuxième Conférence internationale de l'opium, en février 1925.

¹ Voir rapport, document A. 32, 1924.

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 to 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.

That, in view of the fact that all the members of the Preparatory Committee are present at the sittings 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 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 hereto¹, which, in its opinion, furnish a satisfactory basis for the work of the Conference and may prepare the way for a final agreement.

Seventh Session, August 1925.

I.

(i) The Committee desires to call the attention of the Council and the Assembly to the prevalence of the illicit traffic in the drugs at the present time, its organised character and the large financial resources behind it, as indicated by the documents laid before the Committee and appended to its report.

(ii) Its examination of these reports and of the action taken by various Governments as indicated in the reports leads the Committee to urge, in amplification of its previous recommendations on the subject :

(a) That in all cases in which illicit transactions are discovered or suspected the most energetic steps should be taken by the Government to follow up every clue which may lead to the discovery of the persons engaged in the traffic.

(b) That any information pointing to the complicity of any person or persons in another country should be *immediately* communicated to the Government of that country with a view to similar investigations being made. (The recommendations made by the Committee in 1922 and 1923 have, in many cases, not been acted upon by the Governments.) A report of the results of the investigations should be sent to the Government communicating the information (and to the Secretariat of the League in any case in which the communication is made through the Secretariat).

(c) That the particulars so communicated should be as full as possible and should include in particular, if known, a description of the packages and the *marks* on the packages, the names and addresses of the consigner and consignee, the names and addresses of any agents through whom the goods have passed, the place from which the goods were despatched, the date on which they were despatched, the name of the ship (or description of the route) by which they were despatched, etc. Specimens of the containers and labels should also be sent.

(iii) The Committee would also lay great stress on the importance of discovering the sources from which the supplies are obtained by the illicit traffickers and of dealing severely with firms of licensed manufacturers and dealers who are found to be knowingly supplying drugs for the illicit traffic. In the opinion of the Committee, the most effective method of dealing with such manufacturers and dealers is to deprive them of their licence or authorisation to manufacture, deal in or be in possession of the drugs, and it recommends that this course should be considered by the Government in each case.

(iv) The Committee would also draw attention to the fact that, in some of the most important cases mentioned in the documents before it, it has not been possible for the Governments to take any action for the punishment of the persons engaged, for the reason that no offence against the laws of the country had been committed, and it would point out that this fact strongly emphasises the importance of the provisions in Article 29 of the Convention adopted by the Second International Opium Conference in February 1925.

¹ See Report, document A. 32. 1924.

II.

La Commission désire attirer l'attention du Conseil sur l'important trafic illicite d'opium qui s'effectue entre le golfe Persique et l'Extrême-Orient. Elle suggère :

a) Que le Gouvernement persan soit expressément invité à mettre en vigueur, *sans délai*, un système efficace de contrôle sur les exportations d'opium en provenance des ports persans, plus particulièrement grâce à l'adoption du système des autorisations d'exportation et des certificats d'importation, en ce qui concerne chaque expédition ;

b) Que l'on recommande aux Puissances dont les navires engagés dans des transactions commerciales avec les ports du golfe Persique battent le pavillon d'adopter des mesures destinées à permettre le contrôle du transport sur lesdits navires de l'opium en provenance du golfe Persique et d'empêcher que cet opium ne soit détourné au profit du trafic illicite ;

c) Que l'on recommande aux Puissances dans les ports desquelles font escale les navires transportant de l'opium en provenance du golfe Persique de mettre immédiatement en vigueur les dispositions contenues dans le chapitre V de la Convention conclue par la seconde Conférence internationale de l'opium et visant le contrôle des transbordements d'expéditions d'opium et de drogues nuisibles.

III.

La Commission invite le Conseil à signaler aux Etats membres de la Société des Nations ou parties à la Convention l'importance que présente, pour les travaux de la Commission, l'envoi des rapports annuels concernant le trafic de l'opium et des drogues nuisibles à une date qui ne soit en aucun cas postérieure au 1^{er} octobre suivant l'année dont traite le rapport en question, dans le cas des Etats d'Extrême-Orient, ou au 1^{er} juillet, dans le cas des autres Etats.

IV.

La Commission est d'avis qu'il n'est pas opportun que la Société des Nations prépare ou recommande un plan quelconque de propagande destiné à familiariser le grand public avec les conséquences qui résultent de l'abus des drogues nuisibles.

V.

L'attention de la Commission a été attirée sur le traité d'extradition récemment conclu entre le Canada et les Etats-Unis au sujet des délinquants ayant commis des infractions aux lois relatives à l'opium et aux drogues nuisibles. Elle a été frappée de la gravité que présentent un grand nombre des infractions commises en violation de ces lois, et elle suggère au Conseil que l'attention des gouvernements membres de la Société des Nations ou parties à la Convention pourrait être attirée sur la conclusion dudit traité, et que ces gouvernements pourraient être invités à examiner la question en vue de la conclusion éventuelle de traités analogues.

VI.

La Commission ayant *recherché* la méthode qui permettrait le mieux de mettre à effet la disposition figurant aux articles 13 et 15 de la Convention adoptée par la deuxième Conférence internationale de l'opium et suivant laquelle une copie de toute autorisation d'exportation ou de tout certificat de déroutement devra être adressée au gouvernement du pays importateur ; elle recommande que cette copie soit adressée directement, par l'autorité qui délivre le certificat, à l'autorité correspondante du pays importateur, et que, lorsque la Convention entrera en vigueur, le Conseil communique à tous les Etats signataires une liste indiquant les autorités qui, dans les différents pays, sont chargées de la délivrance et de la réception des certificats en question.

A titre de solution alternative, cette copie pourrait être expédiée, si on le juge préférable, par l'intermédiaire du fonctionnaire consulaire ou diplomatique résidant dans le pays importateur.

VII.

La Commission, dont l'attention a été attirée sur une déclaration figurant dans certaines statistiques officielles communiquées par le Secrétariat et suivant laquelle une importation d'« opium préparé » avait été effectuée en provenance d'un autre pays (importation qui serait contraire aux dispositions de la Convention de La Haye), estime qu'en pareil cas lorsqu'il existe, *à première vue*, des raisons de mettre en doute l'exactitude de la déclaration, le Secrétariat devrait, en règle générale, avant de communiquer le document aux autres gouvernements, adresser officiellement ou officieusement une demande de renseignements au gouvernement qui a fourni la déclaration, au sujet de l'exactitude de ladite déclaration.

II.

The Committee desires to call the attention of the Council to the large illicit traffic in opium which is being carried on between the Persian Gulf and the Far East and it suggests :

(a) That the Persian Government should be urged to put into force *without delay* an effective system of control over exports of opium from Persian ports, more particularly by the adoption of the system of export authorisations and import certificates in respect of each consignment.

(b) That Powers whose flag is carried by ships engaged in trade with the Persian Gulf should be recommended to adopt measures to control the conveyance of opium from the Persian Gulf on such ships and to prevent its diversion into the illicit traffic.

(c) That Powers at whose ports vessels conveying opium from the Persian Gulf call should be recommended to put in force at once the measures contained in Chapter V of the Convention concluded by the Second International Opium Conference for the control of transshipment of consignments of opium and dangerous drugs.

III.

The Committee asks the Council to represent to the States Members of the League or parties to the Convention the importance for the work of the Committee of the annual reports relating to the traffic in opium and dangerous drugs being despatched in no case later than October 1st following the year to which the reports relate in the case of the Far Eastern States, or than July 1st in the case of other States.

IV.

The Committee is of the opinion that it is not desirable that any scheme of propaganda for the purpose of acquainting the general public with the consequences resulting from the abuse of dangerous drugs should be prepared or recommended by the League.

V.

The Committee, having had its attention called to the extradition treaty recently concluded between the United States and Canada in respect of offenders against the laws relating to opium and dangerous drugs, and being impressed with the gravity of many of the offences against those laws, suggests to the Council that the attention of the Governments Members of the League or parties to the Convention might be called to the conclusion of this treaty, and that they might be asked to examine the question with a view to the possible conclusion of similar treaties.

VI.

The Committee, having considered the method by which the provisions in Articles 13 and 15 of the Convention adopted by the Second International Opium Conference (that a copy of any export authorisation or diversion certificate shall be sent to the Government of the importing country) can be best carried into effect, recommends that the copies should be sent direct by the authority which issues the certificate to the corresponding authority in the importing country, and that, on the Convention coming into operation, a list of the authorities in the different countries charged with the issue and reception of such certificates should be issued by the Council to all the signatory States.

Alternatively, a copy might be sent, if preferred, through the consular or diplomatic officer in the importing country.

VII.

The Committee, having had its attention called to a statement in certain official statistics circulated by the Secretariat that an import of "prepared opium" had been made from another country (an import which would be contrary to the provisions of the Hague Convention), considers that in such a case, where there is *prima-facie* reason for questioning the correctness of the statement, the Secretariat should, as a general rule, before circulating the document to other Governments, make enquiry, officially or unofficially, of the Government supplying it as to the correctness of the statement.

Huitième session, juin 1926.

I.

La Commission, après avoir examiné les renseignements dont elle dispose sur le trafic illicite, signale la gravité de la situation actuelle. Les saisies de stupéfiants manufacturés et d'opium continuent à être considérables, et il n'est pas douteux que la fabrication des stupéfiants se poursuit dans des proportions qui dépassent de beaucoup les quantités nécessaires pour les besoins médicaux et scientifiques mondiaux. Tant que la Convention de Genève du 19 février 1925 ne sera pas entrée en vigueur, il est extrêmement difficile d'assurer un contrôle efficace du trafic international, et la Commission tient à insister aussi énergiquement que possible pour que tous les Etats ratifient la Convention sans retard, afin que le mécanisme de contrôle prévu par la Convention puisse commencer à fonctionner durant l'année en cours. Il est notamment important, en raison des dispositions des articles 36 et 19, d'obtenir la ratification des Etats membres du Conseil.

II.

La Commission exprime le vœu que les administrations appelées à se prononcer sur une demande d'exportation de stupéfiants à destination d'un pays qui n'applique pas un système d'autorisation d'importation cherchent à se rendre compte de la légitimité de la demande qui leur est présentée. Ce vœu est formulé dans l'esprit qui a inspiré l'article 18 de la Convention de Genève du 19 février 1925.

III.

La Commission invite le Conseil à signaler à ceux des Etats membres de la Société des Nations et parties à la Convention de La Haye qui n'envoient pas régulièrement leurs rapports annuels concernant le trafic de l'opium et des drogues nuisibles, ou dont les rapports sont incomplets. L'importance qu'attache la Commission consultative à recevoir de façon régulière des rapports complets qui, seuls, lui permettraient de suivre le commerce international.

IV.

La Commission recommande d'inviter les gouvernements à indiquer dans leurs rapports annuels les quantités totales de chacun des stupéfiants (y compris l'opium) saisies par leurs autorités au cours de l'année, en prenant soin de distinguer les saisies effectuées par les autorités douanières des autres saisies.

V.

La Commission désire attirer l'attention du Conseil sur l'utilité qu'il y aurait à obtenir de tous les pays producteurs de coca les statistiques prévues à l'article 22 de la Convention de Genève du 19 février 1925, relatives à l'exportation de cette matière première, ainsi que de la cocaïne brute.

La Commission prie le Conseil de bien vouloir demander au Secrétaire général de se mettre en communication avec les gouvernements des pays producteurs qui n'ont pas encore fourni ces statistiques, afin de les obtenir.

VI.

Etant donné que la Turquie n'a pas encore adhéré à la Convention de La Haye et que, à la connaissance de la Commission, le gouvernement de ce pays n'exerce pas, sur l'exportation de l'opium de Turquie, un contrôle conforme aux dispositions de la Convention, — étant donné, d'autre part, la résolution de la quatrième Assemblée de la Société des Nations, qui attire l'attention sur le fait que le Gouvernement de la Turquie s'est engagé, dans le Traité de Lausanne, à adhérer à la Convention, la Commission prie le Conseil de bien vouloir demander au Gouvernement de la Turquie d'adhérer à la Convention aussitôt que possible.

VII.

La Commission a de nouveau examiné la situation en ce qui concerne l'exportation de l'opium du golfe Persique en Extrême-Orient. La quantité d'opium exportée en provenance du golfe Persique continue à être expédiée en Extrême-Orient sous couvert d'une fausse déclaration de destination et va, sans aucun doute, alimenter le trafic illicite. La Commission prend note que la recommandation qu'elle a présentée dans le paragraphe b) de la résolution II de son rapport de 1925, d'après laquelle les Puissances dont les navires se livrent au trafic dans le golfe Persique devraient adopter des mesures propres à contrôler le transport de l'opium en provenance du golfe Persique, à bord de ces navires, et empêcher qu'il ne soit détourné dans les voies du trafic illicite, n'a été appliquée que par l'un des Etats dont les navires se livrent

Eighth Session, June 1926.

I.

The Committee, after examining the information before it relating to the illicit traffic, points out the gravity of the present situation. Considerable seizures of the manufactured drugs and of opium continue to be made, and there is no doubt that the drugs continue to be manufactured on a scale vastly in excess of the world's medical and scientific requirements. Pending the coming into operation of the Geneva Convention of February 19th, 1925, it is extremely difficult to secure an effective control of the international traffic, and the Committee desires to urge as strongly as possible that all States should complete their ratification without delay in order that the machinery of control provided for by the Convention may be brought into operation during the present year. It is, in particular, important to secure ratification by the States Members of the Council in view of the provisions of Articles 36 and 19.

II.

The Committee recommends that the Administrations called upon to decide on an application for export of drugs to a country not applying a system of import authorisations should endeavour to ascertain whether the application submitted to them is a legitimate one. This recommendation is made in the spirit which inspired Article 18 of the Geneva Convention of February 19th, 1925.

III.

The Committee requests the Council to draw the attention of those States Members of the League of Nations and parties to the Hague Convention which do not regularly send in annual reports on the traffic in opium and dangerous drugs, or whose reports are incomplete, to the great importance that the Advisory Committee attaches to the regular receipt of full reports, which are the only means by which the Committee can keep informed on the international traffic.

IV.

The Committee recommends that the Governments, in their annual reports to the League, should be asked to state the total quantities of each of the drugs (including opium) seized by their authorities during the year, taking care to distinguish the seizures made by the Customs authorities from other seizures.

V.

The Committee desires to draw the attention of the Council to the desirability of obtaining from all countries producing coca the statistics provided for in Article 22 of the Geneva Convention of February 19th, 1925, in so far as they relate to the export of this raw material and of crude cocaine.

The Committee requests the Council to ask the Secretary-General to approach the Governments of those producing States which have not yet supplied these statistics with a view to obtaining this information.

VI.

In view of the fact that Turkey has not yet adhered to the Hague Convention and that a control over the export of opium from Turkey in accordance with the provisions of the Convention is not, so far as the Committee is aware, being exercised by the Government of that country ;

In view also of the resolution of the Fourth Assembly of the League of Nations calling attention to the fact that the Government of Turkey has undertaken in the Treaty of Lausanne to adhere to the Convention :

The Committee asks the Council to request the Government of Turkey to adhere to the Convention as soon as possible.

VII.

The Committee has again examined the situation in regard to the export of opium from the Persian Gulf to the Far East. The bulk of the opium exported from the Gulf continues to be sent to the Far East under false declaration of destination and undoubtedly finds its way into the illicit traffic. The Committee notes that the recommendation made by it in paragraph (b) of Resolution II of its report for 1925, that Powers whose ships are engaged in traffic with the Persian Gulf should adopt measures to control the conveyance of opium from the Persian Gulf on such ships and to prevent its diversion into the illicit traffic, has

au trafic avec l'Extrême-Orient ; il en est résulté que, alors que les mesures prises par cette Puissance ont empêché le trafic à bord de ses propres navires, les trafiquants continuent à s'y livrer à bord des navires d'autres pays. En conséquence, la Commission demande au Conseil d'insister auprès des gouvernements des pays dont les navires se sont livrés au trafic au cours de l'année passée, pour qu'ils prennent les mesures nécessaires pour le contrôle de ce trafic. La Commission recommande, en outre, que les gouvernements des Puissances possédant des droits d'exterritorialité en Perse soient priés d'instituer un contrôle applicable à leurs nationaux en Perse, analogue aux règlements déjà édictés par certaines Puissances, afin de les empêcher de se livrer au trafic illicite de l'opium.

VIII.

La Commission désire appeler tout spécialement l'attention sur les dispositions existant en Grande-Bretagne au sujet d'assurances maritimes, en vue d'empêcher l'assurance d'envois d'opium et de stupéfiants destinés à des fins illicites, et elle exprime le vif désir que des mesures analogues soient prises aussitôt que possible par les gouvernements des autres Etats dont les ressortissants s'occupent d'affaires d'assurances maritimes.

IX.

La Commission attire tout spécialement l'attention sur les preuves qu'elle a reçues de l'utilisation de la poste, sur une large échelle, par les trafiquants illicites pour le transport de la morphine et des autres stupéfiants à destination de l'Extrême-Orient.

Comme il s'agit ici d'un danger auquel tous les pays se trouvent également exposés, la Commission recommande :

a) Que le Conseil attire sur la question l'attention de tous les gouvernements et de l'Union postale universelle ;

b) Que les avis de toute saisie de stupéfiants envoyés de l'étranger par la poste soient transmis immédiatement aux autorités du pays d'où les stupéfiants ont été expédiés, avec des détails sur le lieu et la date d'envoi des stupéfiants ;

c) Qu'une liste de toutes ces saisies et des résultats des enquêtes faites soit insérée dans les rapports annuels adressés par les gouvernements à la Société des Nations.

X.

La Commission consultative demande au Conseil d'attirer l'attention des gouvernements sur l'importance de communications directes entre les autorités chargées d'appliquer les lois sur la répression du trafic illicite. C'est un point sur lequel la Commission a déjà insisté à plusieurs reprises et qui fait l'objet de l'article III de l'Acte final de la deuxième Conférence de l'opium.

Des communications de ce genre pourraient s'établir, soit par des échanges entre ces autorités de renseignements relatifs aux mesures administratives ou de police, soit par des prises de contact directes entre elles.

XI.

La Commission consultative prie le Conseil d'inviter le Secrétaire général à demander aux Etats qui n'ont pas encore fait connaître leur législation en matière d'opium et de stupéfiants de le faire et de signaler toutes lois nouvelles qui pourraient être promulguées.

not been carried out except by one of the States whose ships are engaged in the traffic with the Far East. The result has been that, while the measures taken by the latter Power have prevented the traffic from being carried on in the ships of that Power, the traffickers continue to carry it on on the ships of other countries. It accordingly asks the Council to make urgent representations to the Government of the countries whose ships were engaged in the traffic during the past year to take the necessary measures for the control of the traffic. Further, the Committee recommends that the Governments of Powers having extra-territorial rights in Persia should be asked to institute a control over their nationals in Persia on the lines of the regulations already made by some Powers, in order to prevent their engaging in the illicit traffic in opium.

VIII.

The Committee desires to call special attention to the steps taken in Great Britain in regard to maritime insurance with a view to preventing the insurance of consignments of opium or drugs destined for illicit purposes, and would urge that similar steps should be taken as soon as possible in other countries whose nationals undertake the business of maritime insurance.

IX.

The Committee draws special attention to the evidence it has received of the extensive use of the post by illicit traffickers in morphine and the other drugs with the Far East. As this is a danger to which all countries are exposed, the Committee recommends :

(a) That the Council should bring the matter to the notice of all Governments and of the Universal Postal Union ;

(b) That notice of any seizure of drugs sent from abroad through the post should be sent immediately, with particulars of the place at which and the date on which the drugs were posted, to the authorities of the country from which the drugs were sent ;

(c) That a list of all such seizures and of the results of the investigations made should be included in the annual reports of the Governments to the League.

X.

The Advisory Committee asks the Council to draw the attention of the Governments to the importance of direct communication between the authorities which are entrusted with the enforcement of the laws on the suppression of the illicit traffic. The Committee has already several times laid stress on this point, and the matter is dealt with in Article III of the Final Act of the Second Opium Conference.

Communications of this kind might be established either by exchange between these authorities of information on administrative or police measures or by direct contact between the said authorities.

XI.

The Advisory Committee requests the Council to instruct the Secretary-General to ask those States which have not yet communicated their legislation on opium and drugs to do so and to give notice of any new laws which may be promulgated.

INDEX

Afghanistan , Convention internationale de l'opium : adhésion, ou signature ou mise en application : communications à faire.	14	Chine (Suite)	
Afrique du Sud , voir Union Sud-Africaine		Représentation à la Commission consultative	3, 8
Albanie , Communication du Conseil au sujet de la ratification et de la mise en vigueur de la Convention de La Haye		Usage illégal de l'opium	6, 18, 21
Allemagne :		Chinoise , Population mâle — dans des territoires étrangers où l'usage de l'opium à fumer est temporairement maintenu. Limite de la quantité mise en vente pour la consommation à calculer proportionnellement à la.	21
Représentation à la Commission consultative	9	Coca, feuille de	6, 21, 25
Réserves concernant les propositions des Etats-Unis	20	Cocaïne	6, 18, 20, 21, 25
Amérique Centrale et du Sud, Etats de l' :		Colombie , Communication du Conseil au sujet de la ratification et de la mise en vigueur de la Convention de la Haye	5
Informations à recueillir sur les motifs de leur non-adhésion à la Convention de La Haye et de leur non-acceptation du système des certificats d'importations	19	Comité préparatoire de la première et de la seconde conférences	11-12, 13, 23
Représentation à la Commission consultative	7	Commerces :	
Andorre , Convention internationale de l'opium: adhésion ou signature ou mise en application : communications à faire	14	Illicite, voir Contrebande et trafic illicite de l'opium. Statistiques à communiquer à la Société des Nations	3
Argentine , Communication du Conseil au sujet de la ratification et de la mise en vigueur de la Convention de La Haye	5	Commerces, Chambres de . Représentation à la Commission d'enquête de Chine	19
Assemblée :		Commission consultative du trafic de l'opium et autres drogues nuisibles :	
Rapports avec les organisations techniques de la Société.	2	Assesseurs	3, 8, 11, 12, 14, 15-16
Résolutions, Texte	2-7	Certificats d'importation :	
Assurances maritimes , Dispositions relatives aux, en Grande-Bretagne. Adoption d'un même système recommandée aux autres pays	26	Etude de cette question	
Autriche , Réserves concernant la Convention internationale de l'opium (1925)	16	décidée	4-5
Belgique , Désignation d'un représentant pouvant être appelé à collaborer avec le Comité préparatoire	13	à continuer	12
Besoin(s) :		différée	23
de la consommation intérieure d'opium et de dérivés	17	Recommandation	4
Médicaux et scientifiques. Limitation de la production et du commerce de l'opium et des drogues aux,		Collaboration des Etats non-membres de la Société	3
5, 6, 8, 9, 17-18, 19, 20, 21, 25		Convocations aux diverses sessions	9, 11, 14
Bolivie , Désignation d'un représentant à la Commission consultative	13	Etudes de la Commission . A étendre, de manière à englober toutes les drogues nuisibles	4, 9
Brenier, M. Henri , Assesseur de la Commission consultative.	8, 11, 12, 14, 15	Mesures suggérées par la Commission à discuter par la Seconde Conférence	6, 23
Bureau américain d'hygiène sociale , Acceptation de sa contribution	16	portées à la connaissance des gouvernements	22
Canada , Traité d'extradition avec les Etats-Unis	24	Nomination	3, 8
Cavara, Fridiano M. , Membre de la Commission d'enquête en Perse	15	Rapports :	
Cayla, Victor M. , Membre de la Commission d'enquête en Perse	15	Approuvés et adoptés par le Conseil et l'Assemblée	5, 6, 7, 10, 11, 15
Chambres de Commerce , Représentation à la Commission d'enquête de Chine	19	Communication aux Etats-membres de la Société. (Décision du Conseil du 7 juillet 1923)	11
Chanvre indien	13, 23	Huitième session. Examen par le Conseil ajournée.	16
Chine :		Soumission au Conseil. Dates fixées	3, 8
Application à la Convention de La Haye		Représentation des diverses nations à la Commission	4, 5, 6, 7, 8, 9, 11, 13
Article 15	3, 4, 8, 9, 17	Réserves . Question de la faculté de formuler des réserves concernant des conventions générales et question des réserves formulées par le Gouvernement autrichien au sujet de la Convention de l'opium (1925) renvoyées pour étude à la Commission consultative.	16
Chapitre II	6, 20	Résolutions :	
III	22	Communication aux gouvernements.	12
Commission d'enquête.	10, 18, 19	Texte	17-26
Contrebande, Mesures à prendre par les Puissances contractantes (Convention de La Haye) ayant des traités avec la Chine	3, 4, 8, 9, 17	Sous-commission mixte du Comité d'Hygiène et de la Commission consultative, création et compétence	19, 20
Douanes maritimes, Coopération avec le Japon à une enquête sur la contrebande de la morphine en Extrême-Orient.	18	Commissions d'enquête :	
Exterritorialité. Contrôle du Commerce des stupéfiants pratiqué par les ressortissants des Puissances jouissant de droits d'	22	en Chine, voir sous Chine	
Production illégale de l'opium	6, 17, 18, 21	Etats Parties à la Convention de La Haye invités à faciliter leurs travaux	18
		en Perse, voir sous Perse	

Conférences de Genève, 1924-1925 :	
Première	
Accord, Protocole, Acte final	7, 14, 22
Budget	13
Convocation	5-6, 11, 21-22
Président, Lettre au Conseil	14
Travaux à préparer par le Comité préparatoire	12, 13
Seconde	
Acte final. Application	7, 14, 26
Budget	13
Convention élaborée, voir Convention internationale de l'opium, 1925	
Convocation	4, 6, 9, 11
Président. Nomination, indemnités	13
Représentation des Etats	11
Travaux. Programmes	6, 11, 12, 22
Conseil :	
Etats-membres du Conseil. Ratification par eux de la Convention de Genève. Importance	16, 25
Rapports avec les organisations techniques de la Société.	2
Résolutions	8-16
Consommation, Statistiques à fournir. 3, 5, 17-18	
Contrebande et trafic illicite :	
Assurances maritimes. Dispositions applicables aux, en Grande-Bretagne, visant à empêcher les envois destinés à des fins illicites	26
Enquête concertée des autorités douanières maritimes du Japon et de la Chine	18
Peines à prévoir	12, 18, 22, 23
par la Poste.	26
Renseignements à fournir	4, 9, 20, 23, 26
à Signaler aux Puissances ayant des traités avec la Chine	3, 8, 9, 17
Suppression	5, 7, 23, 25-26
Conventions :	
Communication du Gouvernement Britannique au sujet de la faculté de formuler des réserves aux	16
Convention de La Haye 1912, voir Haye, Convention de La	
Convention internationale de l'opium 1925 :	
Adhésion	7, 14
Application des dispositions	
du Chapitre V	24, 25
du Chapitre VI, article 22	25
du Chapitre VII	14, 23
de l'ensemble de la Convention	14
Consultation de l'Office international d'hygiène publique au sujet des produits visés aux articles 8 et 10	14
Ratifications	7, 16, 25
Réserves du Gouvernement autrichien renvoyées pour examen à la Commission consultative.	16
Signataires, Etats. Traité d'extradition entre le Canada et les Etats-Unis à leur signaler	24
Signatures	14
Costa-Rica, Communication du Conseil au sujet de la ratification et de la mise en vigueur de la Convention de La Haye.	5
Croix-Rouge, Ligue des sociétés de la. Propagande à entreprendre	18
Delano, M. Frédéric Adrien. Président de la Commission d'enquête en Perse	15
Delevingne, Sir Malcolm. Memorandum sur les entrepôts en douane.	12, 22
Déroutement, Certificats de. Liste des personnes autorisées à les délivrer	24
Distribution des drogues, Renseignements à recueillir par le Secrétariat	3
Douanes :	
Saisies effectuées par les autorités douanières	25
Statistiques. Exposé préparé pour la Sous-Commission des statistiques douanières	12, 22
Drogues :	
Production, distribution, consommation, voir Production, distribution, consommation	
Droit international, Comité d'experts pour la codification progressive du. Question de la faculté de formuler des réserves concernant des conventions générales	16
Echange de renseignements entre gouvernements	18, 20, 22, 23, 26
Education, Associations d'. Représentation dans la Commission d'enquête de Chine	19
Enregistrement et des licences, Régime de l' : Etude des résultats qu'il pourrait donner en Extrême-Orient	21
Entrepôts en douane. Memorandum de Sir Malcolm Delevingne	12, 22
Equateur, Convention internationale de l'opium : adhésion ou signature ou mise en application : communications à faire	14
Etats-Unis d'Amérique :	
Efforts pour mettre en application la Convention de La Haye	20
Propositions relatives à l'abus des drogues nuisibles	20
Représentation dans divers organismes	5, 11, 12
Traité d'extradition avec le Canada	24
Exportation :	
Autorisations.	4, 24
Demandes d'exportation doivent être accompagnées d'un certificat d'importation	3, 8, 17, 25
Législation relative à l'exportation de l'opium préparé. Peines prévues en cas d'infraction	22
Production d'opium brut et de feuille de coca pour l'exportation. Limitation aux besoins scientifiques et médicaux	6, 20, 21
Statistiques :	
Divergences entre les statistiques d'importation du Japon et les statistiques d'exportation d'autres pays	18
à fournir	25
Limite au-dessous de laquelle certaines exportations pourront être considérées comme négligeables	20
Exterritorialité; Puissances possédant des droits d', en Chine et en Perse, voir sous Chine et sous Perse	
Extradition, Traité d', entre le Canada et les Etats-Unis	24
Extrême-Orient :	
Accord à conclure entre Puissances ayant des possessions en	22
Application du chapitre II de la Convention de La Haye. Question à étudier par la Conférence	5-6, 21-22
Assesseurs de la Commission consultative connaissant la situation en Extrême-Orient. Nomination ajournée	16
Collaboration des Etats-Unis aux essais de résoudre le problème de l'abus de l'opium préparé	20
Commerce illicite dans l'	18, 24, 25-26
Rapports annuels. Importance de leur transmission régulière	18, 24
Fabrication (d'opium et de drogues) :	
Héroïne. Renseignements demandés	12, 22
Illicite.	4, 9, 25
Limitation aux besoins scientifiques et médicaux.	6, 21
Pays de production, voir sous Production	
Renseignements demandés. 3, 4, 9, 12, 18, 22	
Statistiques à communiquer à la Société des Nations	3
Fermes, Système des, Abolition	21
France :	
Liste de stupéfiants non compris dans la Convention de La Haye soumise par la France	18, 20
Représentation à la Commission consultative	3, 8
Réserves concernant les propositions des Etats-Unis	20

Golfe Persique :	
Trafic illicite dans le	24, 25-26
Grande-Bretagne :	
Communication du Gouvernement britannique au sujet de la faculté de formuler des réserves concernant des conventions générales	16
Renseignements fournis par le Gouvernement britannique et relatifs à la recrudescence de la culture et de l'usage de l'opium en Chine	18
Représentation à la Commission consultative	3, 8
Réserves concernant les propositions des Etats-Unis	20
Système des assurances maritimes en, Adoption dans les autres pays recommandée.	26
Haye. Convention de La (1912)	
Adhésions	19, 20, 25
Chapitre II. Application	5-6, 8, 17, 20, 21-22
Chapitre III. Application	4, 8, 9, 17, 20
Chapitre IV. Article 15, Application	3, 4, 8, 9, 17
Enquêtes des commissions mixtes prévues par la Convention, à faciliter	18
Etats-Unis. Coopèrent à l'application de la Convention	20
Exécution de ses dispositions dans les divers pays. Rapports à adresser à la Société des Nations	3
Liste de stupéfiants non mentionnés dans la Convention	18, 20
Mise en vigueur	5, 17, 19, 20
Pays-Bas. Responsabilités incombant, en vertu de la Convention, au Gouvernement des Pays-Bas. à assumer désormais par la Société des Nations.	2-3
Protocole de 1914. Etats n'ayant pas signé le	4 (note)
Signataires, Etats :	
Licences d'importation. Octroi sous certaines conditions relatives à la provenance de la marchandise	4-5, 10, 23
Relevé des besoins totaux de leur consommation intérieure à fournir au Secrétaire général	17-18
Représentation à la seconde Conférence	6, 11
Signature, ratification	3, 4, 5, 6, 8, 12, 13, 17
Hediaz, Convention internationale de l'opium : adhésion ou signature ou mise en application: communications à faire	14
Heroïne	6, 12, 20, 21, 22
Hygiène publique. Office international d' Consultation au sujet des produits visés aux articles 8 et 10 de la Convention de 1925	14
Hygiène sociale. Bureau américain d' :	
Acceptation de sa contribution.	16
Remerciements	15
Hygiène. Comité d' :	
Enquête à entreprendre sur les besoins médicaux et scientifiques	8, 9, 17
Office international d'hygiène publique. Collaboration avec l'	14
Sous-Commission mixte de la Commission consultative et du Comité d'hygiène	19, 20
Hymans, M. Proposition de M. Hymans de renvoyer à la Commission consultative certains passages du rapport	10
Illicite, trafic, voir Contrebande et trafic illicite	
Importation :	
Certificat(s) d'importation :	
Communication aux Membres de la Société de la résolution de la Commission consultative	9
Devra accompagner toute demande d'exportation	3, 8, 17, 25
Système des, Importance de son adoption	4, 5, 9, 12, 17, 19, 20, 24
Légitime de l'opium. Réserves faites par certains pays au sujet des propositions des Etats-Unis	20
Licences d'importation. Octroi sous certaines conditions relatives à la provenance de la marchandise	4-5, 10, 23
Importation (Suite)	
Opium brut. Limitation.	5-6, 20, 21
Opium préparé	22, 24
Pays d'importation. Copies des certificats d'exportation et de déroutement à leur envoyer	24
Statistiques :	
Divergences entre les statistiques d'importation du Japon et les statistiques d'exportation d'autres pays	18
Limite au-dessous de laquelle certaines importations pourront être considérées comme négligeables	20
Inde :	
Représentation à la Commission consultative	3, 8
Réserve concernant l'usage de l'opium brut dans l'Inde	21
Indien, Chanvre.	13, 23
Islande. Convention internationale de l'opium : adhésion ou signature ou mise en application: communications à faire	14
Italie :	
Désignation d'un représentant pouvant être appelé à collaborer avec le Comité préparatoire.	13
Japon :	
Enquête sur la contrebande de la morphine en Extrême-Orient	18
Représentation à la Commission consultative	3, 8
Réserves concernant les propositions des Etats-Unis	20
Statistiques d'importation. Divergences avec les statistiques d'exportation d'autres pays	18
Jordan. Sir John, Assesseur de la Commission consultative	8, 11, 12, 14
Législation en matière d'opium et de stupéfiants. Echange entre Etats de renseignements relatifs à cette législation	26
Liechtenstein. Convention internationale de l'opium 1925 : adhésion ou signature ou mise en application : communications à faire	14
Lituanie. Communication du Conseil au sujet de la ratification et de la mise en vigueur de la Convention de La Haye	5
Lutte contre l'opium. Association internationale pour la, Représentation à la Commission d'enquête en Chine; rapport à adresser à la Société des Nations.	10, 19
Médicaux. Besoins, Voir Besoins médicaux et scientifiques	
Mexique. Convention internationale de l'opium : adhésion ou signature ou mise en application: communications à faire	14
Monaco, Convention internationale de l'opium 1925 : adhésion ou signature ou mise en application : communications à faire	14
Monopole. Monopolisation par l'Etat du commerce de l'opium.	21-2
Morphine	6, 18, 20, 21
Office international d'Hygiène publique. Consultation au sujet des produits visés aux articles 8 et 10 de la Convention de 1925	14
Opium :	
Brut	4, 5-6, 8, 9, 20, 21
à Fumer.	5-6, 21-22
Préparé	4, 8, 20, 21-22, 24
Paraguay, Communication du Conseil au sujet de la ratification et de la mise en vigueur de la Convention de La Haye	5
Pays-Bas :	
Convention de La Haye. Tâche confiée aux	2-3, 8, 17
Représentation à la Commission consultative	3, 8
Réserves concernant les propositions des Etats-Unis	20
Peines :	
Applicables, en Chine, aux ressortissants de Puissances jouissant de droits d'extraterritorialité	22
à prévoir pour le commerce illicite	12, 18, 22, 23
Perse :	
Application de la Convention de La Haye	5, 17

Perse (Suite)

Certificats d'importation et autorisations d'exportation. Gouvernement persan invité à adopter le système des	24
Commission d'enquête de 7, 14, 15,	16
Convention de La Haye. Ratification	5
Puissances possédant des droits d'exterritorialité en, contrôle de leurs nationaux	25-26
Ports-francs, Propositions de la sous-commission de la Commission du transit, relatives au contrôle dans les ports-francs.	20
Portugal :	
Représentation à la Commission consultative	3, 8
Réserves concernant les propositions des Etats-Unis	20
Poste, Utilisée pour le trafic illicite en Extrême-Orient.	26
Préparatoire, Comité, voir Comité préparatoire	
Préparé, Opium, voir Opium : préparé	
Presse, Publicité à donner, dans la presse, aux saisies	22
Production (d'opium ou de drogues):	
en Chine 5-6, 8, 17, 18, 19,	21
Illicite. 4, 5-6, 8, 9, 17, 18, 19,	21
Légitime de l'opium. Réserves faites par certains pays au sujet des propositions des Etats-Unis	20
Limitation aux besoins médicaux et scientifiques	6, 8, 9, 21
Pays de :	
Négociations entre	21
Représentation à la Commission consultative	4
en Perse. Enquête 7, 15, 16	
Statistiques à fournir	3, 25
Propagande :	
de la Ligue des Sociétés de la Croix-Rouge et des Sociétés nationales de la Croix-Rouge	18
de la Société des Nations 6, 13, 18,	24
Rapports annuels à soumettre à la Société des Nations :	
Date de transmission 18, 24	
Importance de leur transmission régulière	12, 20, 22, 24, 25
Rédaction dans l'une des deux langues officielles	18
Renseignements qu'ils doivent contenir	3, 17, 25, 26
Relevés demandés aux différents Etats.	5
Renseignements :	
à communiquer au Secrétariat de la Société des Nations 3, 9, 12, 18, 20, 22, 23, 24,	26
Echange de, entre gouvernements	18, 20, 22, 23, 26
Publication des, par la Commission consultative	20
Rapports annuels, <i>voir ce titre</i>	
Russie, voir Union des Républiques soviétiques socialistes	
Saint-Marin, Convention internationale de l'opium 1925 : adhésion ou signature ou mise en application : communications à faire	14
Saisies :	
<i>Voir aussi sous</i> contrebande	
Distinction à faire entre saisies pratiquées par les douanes et autres saisies	25
Nombre considérable de.	25
par la poste	26
Publicité à leur donner dans la presse.	22
Renseignements à fournir . 12, 18, 20, 22,	26
Scientifiques, besoins, Voir besoins médicaux et scientifiques	
Secrétariat de la Société des Nations :	
Rapports annuels à lui envoyer	<i>Voir Rapports annuels</i>
Renseignements :	
à lui communiquer 3, 9, 12, 18, 20, 22, 23, 26	

Secrétariat de la S. d. N. (Suite)

Renseignements (Suite)	
A répandre par le Secrétariat après s'être assuré, s'il y a lieu, de leur exactitude	24
Serbes, Croates, Slovènes, Royaume des. Représentation à la Commission consultative.	9
Siam :	
Représentation à la Commission consultative	3, 8
Réserves concernant les propositions des Etats-Unis	20
Société des Nations :	
Assemblée, <i>voir</i> Assemblée	
Conseil, <i>voir</i> Conseil	
Membres de la :	
Certificats d'importation. Adoption du système des	4, 9
Chanvre indien. Renseignements à fournir	13, 23
Communication du rapport de la Commission consultative	11
Rapports annuels des, <i>voir</i> Rapports annuels	
Rapports avec les Organisations techniques de la Société	2
Ratification et signature des conventions	3, 4, 7, 8, 9, 17
Relevé des besoins totaux de la consommation intérieure d'opium et de dérivés	17
Représentation à la seconde Conférence de l'opium.	6, 11
Traité d'extradition entre le Canada et les Etats-Unis, à leur signaler.	24
Propagande par la 6, 13, 18, 24	
Rapport sur la culture du pavot en Chine à fournir à la Société.	10, 19
Secrétariat, <i>Voir</i> Secrétariat de la Société des Nations	
Soudan, Convention internationale de l'opium 1925 : adhésion ou signature ou mise en application : communications à faire.	14
Suède, Rapport de son représentant au Conseil	16
Suisse :	
Ratification et mise en vigueur de la Convention de La Haye 5, 6, 13,	17
Représentation à la Commission consultative	6, 13
Techniques, Organisations, Rapports avec le Conseil, l'Assemblée et les Membres de la Société	2
Traffic illicite, voir Contrebande et trafic illicite	
Transit, Commission du, Sous-commission. Propositions relatives au contrôle du trafic des stupéfiants dans les ports-francs.	20
Turquie :	
Convention de La Haye. Adhésion, mise en vigueur. 17, 20,	55
Représentation à la Commission consultative	2
Union postale universelle. Trafic illicite à lui signaler	26
Union des Républiques soviétiques socialistes. Convention internationale de l'opium 1925 : adhésion ou signature ou mise en application : communications à faire	14
Union Sud-Africaine. Propositions concernant le chanvre indien.	13, 23
Usage, Légitime de l'opium. Réserves faites par certains pays au sujet des propositions des Etats-Unis	20
Vente d'opium préparé. Peines à prévoir en cas d'infraction aux lois	22
Woods, M. Arthur, Assesseur de la Commission consultative	15
Wright, Mrs. Hamilton, Assesseur de la Commission consultative 8, 11, 12,	14
Zahle, Hertuf, Président de la seconde Conférence. Nomination	13

INDEX

- Advisory Committee on Opium Traffic:**
 Appointment. 3, 8
 Assessors 3, 8, 11, 12, 14, 15-16
 Austrian reservations to International
 Opium Convention, 1925, to be examined
 by 16
 Convocation to various sessions . . . 9, 11, 14
 Co-operation of states non-members of
 League 3
 Import licences, examination of conditions
 4-5, 12
 Postponed 23
 Investigations, extension to include all
 dangerous drugs 4, 9
 Measures suggested for work of Second Confer-
 ence, transmission to governments 6, 22, 23
 Mixed Sub-committee of Health committee
 and to examine average requirements for
 medical and scientific purposes . . . 19, 20
 Reports :
 Approved and adopted by Council and
 Assembly 5, 6, 7, 10, 11, 15
 Communication to Members of League . 11
 Consideration, adjournment 16
 Submission to Council 3, 8
 Representation of various countries on
 4, 5, 6, 7, 8, 9, 11, 13
 Resolutions, text 17-26
 Communication to governments 12
Afghanistan, measures to be taken *re* appli-
 cation of International Opium Convention,
 1925 14
Albania, application and ratification of Hague
 Convention 5
American Bureau of Social Hygiene, acknow-
 ledgement of gift of money from 16
Andorra, measures to be taken *re* application
 of International Opium Convention 1925 . 14
Annual reports to be submitted to League:
 Arrangements 3, 17, 18
 Importance of regular transmission
 12, 20, 22, 24, 25
 Seizures, information to be included *re* 25, 26
Argentine, ratification and application of
 Hague Convention 5
Assembly :
 Relations with Technical Organisations of
 the League 2
 Resolutions by 2-7
Austria, reservation to International Opium
 Convention, 1925 16
Belgium, representative to collaborate with
 Preparatory Committee 13
Bolivia, representation on Advisory Committee
 on Opium 13
Bonded Warehouses, memorandum by Sir
 Malcolm Delevingne 12, 22
Brenier, M. Henri, assessor to Advisory Com-
 mittee on Opium. 8, 11, 12, 14, 15
Canada, extradition treaty with United States 24
Cavara, M. Fridiano, member of Commission
 of Enquiry to examine conditions in Persia 15
Cayla, M. Victor, member of Commission of
 Enquiry to examine conditions in Persia. 15
Central American States, enquiry into adhesion
 to Hague Convention and import certificate
 system 19
**Chambers of Commerce and of Educational
 Associations**, representation on Commission
 of Investigation to study conditions in China 19
China :
 Application of Chapter II of Hague Con-
 vention, work of United States *re* . . . 20
 Extra-territorials, measures to be taken for
 control by 3, 8, 9, 17, 22
China (continued):
 Male populations in other countries, sale
 of prepared opium to be calculated in
 proportions to 21
 Production, suppression of illegal
 5-6, 8, 17, 18, 19, 21
 Commission of Investigation to examine
 conditions 10, 18, 19
 Representation on Advisory Committee. 3, 8
 Smuggling, suppression 3, 4, 8, 9, 17
Chinese Maritime Customs, co-operation with
 Japan for enquiry into smuggling of mor-
 phine in Far East 18
Coca Leaf 6, 21, 25
Cocaine 6, 18, 20, 21, 25
Colombia, ratification and application of Hague
 Convention 5
Commerce, representation of Chamber of, on
 Committee of Investigation to study condi-
 tions in China 19
Commissions of Investigation :
 for China, *see* China : Production, suppression
 of illegal
 for Persia, *see that title*
 Signatories of Hague Convention to facilitate 18
**Committee of Experts for the Progressive Codifi-
 cation of International Law**, question of
 admissibility of reservations to general con-
 ventions referred to 16
Conferences at Geneva, 1924-1925 :
 First :
 Agreement, Protocol and Final Act 7, 14, 22
 Budget for. 13
 Convocation 5-6, 11, 21-2
 President, letter to Council 14
 Work to be prepared by Preparatory Com-
 mittee 12, 13
 Second :
 Budget for. 13
 Convocation 4, 6, 9, 11
 Convention drawn up by, *see* International
 Opium Convention, 1925
 Final Act, *see that title*
 President 13
 Representation at 11
 Work, submission of programmes for
 6, 11, 12, 22
Consumption, returns to be furnished 3, 5, 17-18
Conventions :
 Communication from British Government
re admissibility of reservations. 16
 Hague Convention, 1912, *see that title*
 International Opium Convention, 1925, *see
 that title*
Costa Rica, ratification and application of
 Hague Convention 5
Council :
 Relations with Technical organisations of
 the League 2
 Resolutions by 8-16
 States Members, importance of ratification
 of Geneva Convention 16, 25
Customs Authorities, seizures made by. . . . 25
Customs Statistics, statement prepared for Sub-
 committee on 12, 22
Delano, M. Frederic Adrien, president of Com-
 mission of enquiry to examine conditions in
 Persia 15
Delevingne, Sir Malcolm, memorandum *re*
 bonded warehouses 12, 22
Distribution, collection of data by Secretariat
re 3
Diversion Certificates, list of persons authori-
 sed to issue 24
Ecuador, measures to be taken *re* application
 of International Opium Convention, 1925 14

Educational Associations, representation of, on Committee of Investigation to study conditions in China	19	Hague Convention, 1912 (continued):	
Exchange of information between governments, 18, 20, 22, 23, 26	26	Signature and ratification	
Export:		3, 4, 5, 6, 8, 9, 12, 13, 17	
Applications for, to be accompanied by import certificate	3, 8, 17, 25	United States, work in giving effect to	20
Authorisations	4, 24	Health Committee:	
Legislation <i>re</i> prepared opium, penalties for infraction	22	Enquiry to be undertaken into medical and scientific needs by	8, 9, 17
Production of raw opium and coca leaf for, limitation to medical and scientific needs 6, 20, 21	21	Collaboration with Office international d'hygiène publique	14
Statistics to be provided	25	Mixed Sub-committee of Advisory Committee and	19, 20
Discrepancy of import statistics in Japan with export statistics of other countries	18	Hedjaz, measures to be taken <i>re</i> application of International Opium Convention, 1925.	14
Limit below which preparations may be disregarded	20	Heroin	6, 12, 20, 21, 22
Extradition treaty, between United States and Canada	24	Hymans, M., proposal <i>re</i> reconsideration of report by Advisory Committee	10
Far Eastern Territories:		Iceland, measures to be taken <i>re</i> application of International Opium Convention, 1925.	14
Agreement to be concluded between powers having possessions in	22	Illicit traffic and smuggling, <i>see</i> Smuggling and illicit traffic	
Annual Reports, importance of punctual transmission	18, 24	Import:	
Application of Chapter II of Hague Convention in, conference to consider 5-6, 21-2	21-2	Certificates:	
Assessor to Advisory Committee on Opium having knowledge of conditions in, appointment postponed	16	Adoption of system, importance	
Illicit traffic in	18, 24, 25-6	4, 5, 9, 12, 17, 19, 20, 24	
United States, work <i>re</i> solution of problem of prepared opium	20	Application for export to be accompanied by	3, 8, 17, 25
Farm system, abolition	21	Information to be forwarded to Members of League <i>re</i>	9
Final Act, 1925, application of provisions 7, 14, 26	26	Issue of import licences subject to certain conditions regarding origin	4-5, 10, 23
France:		Raw opium, limitation	5-6, 20, 21
List of drugs not included in Hague Convention submitted by	18, 20	Statistics:	
Representation on Advisory Committee	3, 8	in Japan, discrepancy between export statistics from other countries and	18
Reservation to United States Proposals by	20	Limitation below which preparations may be disregarded	20
Free ports, proposals by sub-committee of Transit Committee for control of traffic in	20	of Prepared opium	22, 24
Germany:		Importing countries, copies of export certificates and diversion certificates to be sent to	24
Representation on Advisory Committee on Opium	9	India:	
Reservations to United States Proposals by	20	Representation on Advisory Committee	3, 8
Government Monopoly, establishment of system	21-2	Reservation <i>re</i> use of raw opium in India.	21
Great Britain:		Indian Hemp	13, 23
Communication <i>re</i> admissibility of reservations to general conventions.	16	Information:	
Information supplied <i>re</i> revival of cultivation and use of opium in China	18	Annual reports, <i>see that title</i>	
Maritime insurance, adoption of system in other countries	26	Exchange between governments, <i>see</i> Exchange of Information	
Representation on Advisory Committee.	3, 8	to be Furnished to Secretariat	
Reservations to United States Proposals by, recommendation of Advisory Committee on Opium.	20	3, 9, 12, 18, 20, 22, 23, 24, 26	
Hague Convention, 1912:		Publication, work of United States <i>re</i>	20
Adhesions	19, 20, 25	International Anti-Opium Association, Peking, representative on Chinese Commission of Investigation to Report to League	10, 19
Chapter II, application of provisions 5-6, 8, 17, 20, 21-2	21-2	International Opium Convention, 1925	
Chapter III, application of provisions 4, 8, 9, 17, 20	20	Accessions on behalf of various countries, measures to be taken <i>re</i>	14
Chapter IV, Article 15, application of provisions	3, 4, 8, 9, 17	Adherence	7
Coming into force	5, 17, 19, 20	Application on behalf of various countries, measures to be taken <i>re</i>	11
Commissions of investigation to examine conditions under	18	Chapter V, application of provisions	24, 25
Execution in various countries, reports to be made to League.	3	Chapter VI, Article 22, application of provisions	25
List of drugs not covered by, information to be furnished <i>re</i>	18, 20	Chapter VII, application of provisions.	14 23
Netherlands, duties undertaken by, transferred to League	2-3	Exclusion of certain drugs from scope of, collaboration between Health Committee and Office international d'hygiène publique	14
Protocol of 1914, states which have not signed	4 (note)	Inclusion of certain drugs within scope of, collaboration between Health Committee and Office international d'hygiène publique	14
Signatory States:		Ratification	7, 16, 25
Issue of import licences subject to certain conditions regarding origin.	4-5, 10, 23	Reservations by Austrian Government referred to Advisory Committee on Opium for examination	16
Representation at Second Conference.	6, 11	Signatory States, attention to be drawn to extradition treaty between United States and Canada	24
Statement <i>re</i> requirements of drugs for internal consumption	17-18	Signatures on behalf of various countries, measures to be taken <i>re</i>	14
		Italy, representative to collaborate with Preparatory Committee	13

Japan :

- Import statistics, discrepancy with export statistics in other countries 18
- Investigation into smuggling of morphine in Far East 18
- Representation on Advisory Committee 3, 8
- Reservation to United States Proposals 20

Jordan, Sir John, assessor to Advisory Committee on Opium 8, 11, 12, 14

Latin America, *see* South America

Law, Committee of experts for the progressive codification of International, *see* Committee of Experts for the Progressive codification of International Law

League of Nations :

Members :

- Annual reports by, *see that title*
- Attention to be drawn to extradition treaty between United States and Canada 24
- Communication of Technical Organisations to 2
- Import certificate system, acceptance 4, 9
- Indian hemp, information to be supplied *re* 13, 23
- Ratification and signature of Conventions 3, 4, 7, 8, 9, 17
- Report of Advisory Committee on Opium communicated to 11
- Representation on Second opium Conference 6, 11
- Statement *re* requirements of drugs for internal consumption to be furnished by Propaganda by 6, 13, 18, 24
- Report *re* poppy cultivation in China to be supplied to 10, 19
- League of Red Cross Societies**, propaganda undertaken by 18
- Legislation, communication of 26
- Legitimate requirements, *see* Medical and scientific requirements
- Liechtenstein**, measures to be taken *re* application of International Opium Convention, 1925 14
- Lithuania**, ratification and application of Hague Convention 5

Manufacture :

- of Heroin, information requested 12, 22
- Information requested *re* 3, 4, 9, 12, 18, 22
- Illicit 4, 9, 25
- Limitation to medical and scientific needs, conference to consider 6, 21
- Statistics to be sent to League 3

Manufacturing countries :

- Negotiations between 21
- Representation on Advisory Committee 4

Maritime insurance, in Great Britain, adoption of system in other countries 26

Medical and scientific Requirements, limitation to 5, 6, 8, 9, 17-18, 19, 20, 21, 25

Mexico, measures to be taken *re* application of International Opium Convention, 1925 14

Monaco, measures to be taken *re* application of International Opium Convention, 1925 14

Morphine 6, 18, 20, 21

National Red Cross Societies, propaganda to be undertaken by 18

Netherlands :

- Hague Convention, work undertaken *re* 2-3, 8, 17
- Representation on Advisory Committee 3, 8
- Reservation to United States Proposals 20

Office international d'hygiène publique, collaboration with Health Committee *re* drugs to be included within and excluded from, scope of Convention 14

Paraguay, ratification and application of Hague Convention 5

Penalties :

- for Extra-territorials in China 22
- for Illicit traffic 12, 18, 22, 23

Persia :

- Application of Hague Convention by 5, 17
- Commission of enquiry to study situation *re* production in 7, 14, 15, 16
- Extra territorial powers, control of nationals 25-6
- Import certificate system, adoption 24
- Ratification of Hague Convention 5

Persian Gulf, illicit traffic in 24, 25-6

Portugal :

- Representation on Advisory Committee on Opium 3, 8
- Reservation to United States Proposals 20

Post, illicit traffic by, in Far East 26

Preparatory Committee for work of First and Second Conferences, arrangements 11-12, 13, 23

Prepared opium 4, 8, 20, 21-2, 24

Press, publicity *re* seizures in 22

Production :

- in China, suppression 5-6, 8, 17, 18, 19-21
- Illegal 4, 5-6, 8, 9, 17, 18, 19, 21
- Limitation to medical and scientific needs 6, 8, 9, 21
- in Persia, commission to examine situation 7, 15, 16
- Reservation by various countries to United States proposals *re* 20
- Statistics to be provided 3, 25

Producing countries :

- Representation on Advisory Committee 4
- Negotiations between, to consider limitation of production 21

Propaganda :

- by League of Nations 6, 13, 18, 24
- by League of Red Cross Societies and National Red Cross Societies 18

Raw opium 4, 5-6, 8, 9, 20, 21

Red Cross Societies :

- League, *see* League of Red Cross Societies
- National, *see* National Red Cross Societies

Registration and rationing, enquiry into possibilities of system 21

Returns to be supplied by governments, comparisons to be made in 5

Sale, of Prepared opium, penalties for infraction of legislation 22

San Marino, measures to be taken *re* application of International Opium Convention, 1925 14

Secretariat :

- Annual reports to be submitted to, *see* Annual reports
- Information to be furnished to 3, 9, 12, 18, 20, 22, 23, 26
- Circulation, action to be taken *re* enquiry into correctness before 24

Seizures :

- Distinction to be made between those made by Customs authorities and others 25
- Increase 25
- Information to be furnished *re* 12, 18, 20, 22, 26
- by Post, communication of information *re* 26

Kingdom of Serbs, Croats and Slovenes, representation on Advisory Committee on Opium 9

Siam :

- Representation on Advisory Committee 3, 8
- Reservations to United States Proposals 20

Smoking 5-6, 21-2

Smuggling and Illicit Traffic

- Attention of Treaty Powers in China to be drawn to 3, 8, 9, 17
- Co-operation between Japan and Chinese Maritime Customs for enquiry into 18
- Information to be furnished *re* 4, 9, 20, 23, 26
- Maritime Insurance, provisions regarding, in Great Britain 26
- Penalties for 12, 18, 22, 23
- by Post 26
- Seizures, *see that title*
- Suppression 5, 7, 23, 25-6

Social and Health Bureau, New York, acknowledgment of gift of money from	15	Turkey :	
Soudan, measures to be taken re application of International Opium Convention, 1925.	14	Adherence and coming into force of Hague Convention	17, 20, 25
South African Union, proposal re treatment of Indian Hemp as habit-forming drug	13, 23	Representation on Advisory Committee on Opium	5
South American States :		Union of Socialist Soviet Republics, measures to be taken re application of International Opium Convention, 1925	14
Adhesions to Hague Convention and import certificate system, enquiry into	19	United States of America :	
Representation on Advisory Committee on opium	7	Extradition treaty between Canada and.	24
Sweden, report of representative on the Council	16	Proposals embodying principles of control of drugs traffic.	20
Switzerland :		Representation on various committees 5, 11, 12	12
Ratification and application of Hague Convention by.	5, 6, 13, 17	Work in giving effect to Hague Convention, appreciation of	20
Representation on Advisory Committee on Opium	6, 13	Universal Postal Union, attention to be drawn to illicit traffic of drugs by post	26
Technical Organisations, relations with Council and Assembly, and Members of the League	2	Wright, Mrs. Hamilton, assessor to Advisory Committee on Opium	8, 11, 12, 14
Trade :		Woods, M. Arthur, assessor to Advisory Committee on Opium.	15
Illicit, see Smuggling and illicit traffic		Zahle, Herluf, nomination as President of Second Conference	13
Statistics to be sent to League	3		
Transit Committee, sub-committee, proposals for control of traffic in 'free ports'	20		

LEAGUE OF NATIONS

GENEVA, December 13th, 1926.

20

 ADVISORY COMMITTEE ON TRAFFIC
 IN OPIUM AND OTHER DANGEROUS DRUGS

SUMMARY OF ANNUAL REPORTS.

PART I.

NOTE BY THE SECRETARIAT.

The following summary of information and statistical tables have been compiled from information contained in annual reports for the years 1924 and 1925 and in other Government statistics received by the Secretariat since the issue of the Summary of Annual Reports numbered O.C. 415, Annex 3 to the Minutes of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs. Annual reports for years earlier than 1925 which have not appeared in former statistical documents are also included.

No separate digest has been considered necessary of the information received from the following countries, colonies or possessions :

1924	
AUSTRALIA.	MADAGASCAR.
1925	
BARBADOS.	MALTA.
BRITISH HONDURAS.	MARTINIQUE.
BRITISH SOLOMON ISLANDS PROTECTORATE.	MAURITIUS.
CYPRUS.	NEW CALEDONIA.
ESTONIA.	NEW ZEALAND.
FIJI.	NIGERIA.
FRENCH GUIANA.	NORWAY.
FRENCH INDIA.	PAPUA.
FRENCH OCEANIA.	POLAND.
GIBRALTAR.	SEYCHELLES.
GILBERT AND ELLICE ISLANDS.	SIERRA LEONE.
GRENADA.	SOUTHERN RHODESIA.
GUADELOUPE.	SAINT LUCIA.
LEEWARD ISLANDS :	ST. PIERRE AND MIQUELON.
ANTIGUA,	ST. VINCENT.
ST. KITTS-NEVIS,	SWEDEN.
DOMINICA,	UGANDA PROTECTORATE.
MONTSERRAT,	
VIRGIN ISLANDS.	

Extracts from reports received from the following countries, colonies, possessions or mandated territories are included in this document :

1924	
HUNGARY.	IRAQ (BRITISH MANDATE).
UNITED STATES OF AMERICA.	

Publications of the League of Nations

XI. OPIUM AND OTHER
DANGEROUS DRUGS
1927. XI. 3.

Social and Health Bureau, New York, acknowledgment of gift of money from	15	Turkey :	
Soudan, measures to be taken <i>re</i> application of International Opium Convention, 1925.	14	Adherence and coming into force of Hague Convention	17, 20, 25
South African Union, proposal <i>re</i> treatment of Indian Hemp as habit-forming drug	13, 23	Representation on Advisory Committee on Opium	5
South American States :		Union of Socialist Soviet Republics, measures to be taken <i>re</i> application of International Opium Convention, 1925	14
Adhesions to Hague Convention and import certificate system, enquiry into	19	United States of America :	
Representation on Advisory Committee on opium	7	Extradition treaty between Canada and	24
Sweden, report of representative on the Council	16	Proposals embodying principles of control of drugs traffic.	20
Switzerland :		Representation on various committees	5, 11, 12
Ratification and application of Hague Convention by.	5, 6, 13, 17	Work in giving effect to Hague Convention, appreciation of	20
Representation on Advisory Committee on Opium	6, 13	Universal Postal Union, attention to be drawn to illicit traffic of drugs by post	26
Technical Organisations, relations with Council and Assembly, and Members of the League	2	Wright, Mrs. Hamilton, assessor to Advisory Committee on Opium	8, 11, 12, 14
Trade :		Woods, M. Arthur, assessor to Advisory Committee on Opium.	15
Illicit, <i>see</i> Smuggling and illicit traffic		Zahle, Herluf, nomination as President of Second Conference	13
Statistics to be sent to League	3		
Transit Committee, sub-committee, proposals for control of traffic in 'free ports'	20		

LEAGUE OF NATIONS

GENEVA, December 13th, 1926.

20

 ADVISORY COMMITTEE ON TRAFFIC
 IN OPIUM AND OTHER DANGEROUS DRUGS

SUMMARY OF ANNUAL REPORTS.

PART I.

NOTE BY THE SECRETARIAT.

The following summary of information and statistical tables have been compiled from information contained in annual reports for the years 1924 and 1925 and in other Government statistics received by the Secretariat since the issue of the Summary of Annual Reports numbered O.C. 415, Annex 3 to the Minutes of the Eighth Session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs. Annual reports for years earlier than 1925 which have not appeared in former statistical documents are also included.

No separate digest has been considered necessary of the information received from the following countries, colonies or possessions :

<p style="text-align: center;">1924</p> <p>AUSTRALIA.</p>	<p style="text-align: center;">1925</p> <p>MADAGASCAR.</p>
<p>BARBADOS. BRITISH HONDURAS. BRITISH SOLOMON ISLANDS PROTECTORATE. CYPRUS. ESTONIA. FIJI. FRENCH GUIANA. FRENCH INDIA. FRENCH OCEANIA. GIBRALTAR. GILBERT AND ELLICE ISLANDS. GRENADA. GUADELOUPE. LEEWARD ISLANDS : ANTIGUA, ST. KITTS-NEVIS, DOMINICA, MONTSERRAT, VIRGIN ISLANDS.</p>	<p>MALTA. MARTINIQUE. MAURITIUS. NEW CALEDONIA. NEW ZEALAND. NIGERIA. NORWAY. PAPUA. POLAND. SEYCHELLES. SIERRA LEONE. SOUTHERN RHODESIA. SAINT LUCIA. ST. PIERRE AND MIQUELON. ST. VINCENT. SWEDEN. UGANDA PROTECTORATE.</p>

Extracts from reports received from the following countries, colonies, possessions or mandated territories are included in this document :

<p style="text-align: center;">1924</p> <p>HUNGARY. UNITED STATES OF AMERICA.</p>	<p>IRAQ (BRITISH MANDATE).</p>
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Publications of the League of Nations XI. OPIUM AND OTHER DANGEROUS DRUGS 1927. XI. 3.

1925

AUSTRIA.
BECHUANALAND PROTECTORATE.
BRITISH NORTH BORNEO.
CAMEROONS (BRITISH MANDATE).
CAMEROONS (FRENCH MANDATE).
CANADA.
CEYLON.
CZECHOSLOVAKIA.
DANZIG.
DENMARK.
FRANCE.
GERMANY.
GREAT BRITAIN.

GREECE.
HONG-KONG.
HUNGARY.
INDO-CHINA.
IRAQ (BRITISH MANDATE).
ITALY.
KINGDOM OF THE SERBS, CROATS AND
SLOVENES.
LATVIA.
NETHERLANDS.
PALESTINE (BRITISH MANDATE).
TOGOLAND (FRENCH MANDATE).
UNITED STATES OF AMERICA.

Extracts from or mention of reports received from the following countries, colonies or possessions for the year 1925 have already appeared in document O.C. 415 :

BASUTOLAND.
BELGIUM.
FALKLAND ISLANDS.
FINLAND.
GAMBIA.
JAMAICA.
NYASALAND.

SUDAN.
SURINAM.
SWAZILAND.
SWITZERLAND (last five months).
TOBAGO.
TRINIDAD.
UNION OF SOUTH AFRICA.
ZANZIBAR.

At the time of closing this summary on November 15th, 1926, no reports had been received from the following countries, colonies or possessions enumerated in the list of which résumés are always to be given :

BOLIVIA.
CHINA.
CHOSSEN.
FORMOSA.
INDIA.
JAPAN.
KWANTUNG.
MACAO.
MEXICO.

PERSIA.
PERU.
PORTUGAL.
SIAM.
SPAIN.
STRAITS SETTLEMENTS.
TURKEY.
UNION OF THE SOCIALIST SOVIET
REPUBLICS.

A report for the year ended September 30th, 1926, which calls for no special comments, has been received from the Government of the Sudan.

Information on the drug situation in the following mandated territories is included in the annual reports of the mandatory Powers to the Council :

IRAQ (BRITISH MANDATE). 1924

1925.
CAMEROONS (BRITISH MANDATE).
CAMEROONS (FRENCH MANDATE).¹
IRAQ (BRITISH MANDATE).
NAURU (AUSTRALIAN MANDATE).
NEW GUINEA (AUSTRALIAN MANDATE).¹
PALESTINE AND TRANSJORDAN (BRITISH
MANDATE).
RUANDA-URUNDI (BELGIAN MANDATE).¹
SOUTH SEA ISLANDS (JAPANESE
MANDATE).¹

SOUTH-WEST AFRICA (UNION OF SOUTH
AFRICA MANDATE).¹
SYRIA AND LEBANON (FRENCH MAN-
DATE).
TANGANYIKA (BRITISH MANDATE).
TOGOLAND (BRITISH MANDATE).
TOGOLAND (FRENCH MANDATE).¹
WESTERN SAMOA (NEW ZEALAND
MANDATE).¹

Austria (1925).

During the year, the position remained the same as at the close of 1924.

There was neither production of opium nor manufacture of morphine, heroin or cocaine in Austria during the year 1925.

The imports of cocaine, which, in 1924, amounted to 290 kg., fell to 106 kg. during the year. In the same period, the imports of morphine and its salts fell to 153 kg., showing a decrease of 111 kg. as compared with the imports for the previous year. Heroin, on the other hand, shows an increased importation, 48 kg. having been imported, as compared with 27 kg. in the previous year.

¹ No separate summary has been considered necessary of the information received concerning these mandated territories.

Bechuanaland Protectorate (1925).

The only legislation issued during the year was the High Commissioner's Proclamation No. 5 of 1925, amending in certain respects the Bechuanaland Protectorate Opium and Habit-forming Drugs Regulation Proclamation, 1922.

There is no manufacture of any opium or habit-forming drugs in Bechuanaland Protectorate. The plant *cannabis Indica* is indigenous in the Bechuanaland Protectorate. The natives are well acquainted with it and its narcotic effects, and smoking of it is prevalent among them. There is no manufacture of products, or traffic in raw material among store-keepers or natives, so far as is known. The plant, which is familiar and widespread, is accessible in the raw state to all. No attempt at controlling the use of this substance would be possible under existing conditions.

British North Borneo (1925).

During the year a Notification was issued to the effect that a price not exceeding \$4.50 per tahl, according to the quality offered, would be payable for chandu dross offered for sale to the Excise Department on and after June 1st, 1925. This price showed an advance of \$2 per tahl as compared with the price fixed under the Notification of 1920.

The import certificate system has worked satisfactorily, the Government having the opium monopoly and being the sole importer of raw opium. Other dangerous drugs are only imported by medical practitioners and hospitals for medical use.

Raw opium to the amount of 22,000 lb. (10,000 kg.) was imported during the year, as against 13,440 lb. (6,108 kg.) in the previous year. Of the opium imported during the year under review, 8,000 lb. (3,637 kg.) was Indian opium and 14,000 lb. (6,363 kg.) Persian opium. In preparing chandu from Indian opium, about 40 per cent in weight is lost, whilst the Persian variety can be converted into prepared opium without loss of weight.

The amount of prepared opium consumed during the year was 10,057 lb. (4,571 kg.), which was retailed at the price of \$114 per lb. Smokers are neither licensed nor registered. The number of Chinese residents in the country rose from 37,500 in 1921 to about 42,300.

The coca leaf is grown only in a small way in an experimental garden on the Japanese estate of the Kuhara Company at Tawau. None was exported. Of cocaine 1 oz. was imported.

There is neither manufacture of morphine, heroin or cocaine and no opium is grown in British North Borneo.

Cameroons (British Mandate 1925).

The coca (cocaine) shrubs in the Botanical Gardens at Victoria have been eradicated. Those at Kumba have also been eradicated, and if any other shrubs should be located they will straightway be destroyed.

Canada (1925).

No new legislation or important regulations affecting the traffic in opium and other dangerous drugs have been issued during the year.

The licensing system in Canada with respect to the import of narcotics has been in effect since July 1919 and has been found to work very satisfactorily. Through this system the amount of narcotics imported through legitimate channels has been reduced by approximately 75 per cent within the past four years. In respect of exports of narcotics, the licensing system in Canada is also working very satisfactorily.

During the year internal conditions as regards drugs improved very noticeably, particularly in the larger centres, owing no doubt to the drastic penalties provided under the Statutes and the strict enforcement of the narcotic laws by the police authorities.

Of raw opium, 635 lb. (288 kg.) were imported during the year. The imports of powdered opium amounted to 391 lb. (177 kg.).

The figures given in the report with regard to the import of morphine, heroin and cocaine cover the total amount for which import licences were issued up to December 31st, 1925, and would therefore include a certain amount in transit, as it takes from four to six weeks to receive goods from Europe.

No morphine, heroin or codeine is manufactured. No cocaine is refined or manufactured.

Ceylon (1925).

No new legislation affecting the traffic in opium and other dangerous drugs was introduced during the year 1925, nor were any important changes in the rules or regulations made, as the administrative arrangements already in force worked satisfactorily and did not call for any change.

No difficulties were experienced in carrying out the import certificate system in regard to the importation of drugs into Ceylon.

The number of opium depots remained the same as in the preceding year, namely 53. Of the 17 depots where prepared opium for smoking was sold, one has been closed during the year as the consumers who used that depot had died.

With a view to rigidly restricting the number of new consumers, steps have been taken to confine the issue of new certificates to those applicants who could prove satisfactorily that they have been addicted to the regular use of opium. In cases where an applicant is unable to furnish the necessary proof, he is supplied with opium only medicinally on the prescription of a medical officer. As a result of enforcing this requirement, there has been a marked decrease in the number of new consumers registered during the year — the figures showing 2 for 1925, as against 49 in the previous year. The total number of registered consumers in the island during the year under review was 7,792, as against 8,323 in 1924, showing a decrease of 531. The number of registered consumers has dropped within a period of fifteen years from 24,205 in 1910 to 7,792 in 1925, showing a decrease during that period of 16,413.

The total quantity of eating opium (raw opium) consumed during the year was 3,790 lb. (1,722 kg.), as against 4,053 lb. (1,842 kg.) in 1924, showing a decrease of 263 lb. (120 kg.). In 1915, sales amounted to 8,092 lb. (3,677 kg.), showing that the fall in sales during the decade amounted to no less than 4,302 lb. (1,955 kg.), or 46.83 per cent.

In the latter part of December, no less a quantity than 539 lb. (245 kg.) — representing one-seventh of the total opium sold at the Government depots during the year — was seized in the act of being smuggled into the island.

The total amount of prepared opium consumed in 1925 was 432 lb. (196 kg.), as against 1,059 lb. (481 kg.) in 1915, indicating a fall of 59.26 per cent. This decrease is due to death among smokers and to the fact that since 1924 no consumer was allowed both eating and smoking opium.

The net revenue derived from the sale of opium — including raw opium for eating and prepared opium for smoking and other opium preparations — during the year 1925 amounted to 281,763.19 rupees.

Czechoslovakia (1925).

In 1925, the Government promulgated a decree providing for the execution of the law with regard to the application of the International Opium Convention signed at The Hague in 1912.

No modification has been made in the system of regulating imports and exports and no complaint has been presented in 1925.

The exportation of narcotics was very small, and will be definitely regulated as soon as the recent Convention, signed on February 19th, 1925, has been promulgated.

Cocainomania, which was beginning to spread in Prague in previous years, has been almost completely suppressed. The Ministry of Public Health and Physical Training has placed considerable sums at the disposal of the police to facilitate measures for the prevention of fraudulent traffic in cocaine in bars and cafés.

Neither opium nor coca leaves are produced, and there is no manufacture of morphine, heroin or cocaine in Czechoslovakia. The importation of morphine amounted to 258 kg., as against 148 kg. in the preceding year. The amount of raw opium imported was 365 kg.

Danzig (1925).

During the year 1925, no new legislation or orders affecting the trade in opium or other dangerous drugs were issued in the Free City of Danzig.

A system of import certificates is applied; no difficulties have arisen in carrying it out. There are no factories in Danzig in which cocaine is extracted from coca leaves or refined from crude cocaine. Morphine, medicinal opium or other dangerous drugs are not produced.

Particulars of a case concerning the importation of a consignment of cocaine into the free zone of the port of Danzig before the promulgation of the Danzig laws concerning the traffic in opium are contained in the report for the year under review.

Denmark (1925).

On September 26th, 1925, Denmark adhered to the International Opium Convention signed at Geneva on February 19th, 1925, and is at present examining the question of the ratification of the Convention and of the modifications which have to be made by virtue thereof in existing legislation with regard to the traffic in narcotics.

The system of licences recommended by the League of Nations, and applied since October 1922, has, on the whole, had satisfactory results.

No morphine, heroin or cocaine is manufactured and the export of raw opium from Denmark is prohibited.

The imports and exports of morphine have considerably increased since 1924, while the traffic in cocaine has somewhat diminished.

France (1925).

In 1925 the Chief of Police caused investigations to be made in various chemists' laboratories. In this way, some 10,000 prescriptions were seized, which are now being legally examined and which are likely to incriminate several doctors and chemists.

Of raw opium 27,900 kg. were imported during the year, as against 7,200 kg. in 1924. Of crude cocaine 738 kg. were imported, namely, 667 kg. from Peru and 71 kg. from Germany. Of morphine and salts of morphine 605 kg. were imported from Great Britain and 50 kg. from Switzerland.

Of the 194 kg. of cocaine and its salts exported, 134 kg. were exported to Portugal, 20 kg., to Tunis and 40 kg. to Madagascar.

Of morphine and its salts 887 kg. were exported during the year, the principal countries of destination being Greece (315 kg.), Egypt (210 kg.), Cuba (140 kg.) and Switzerland (83 kg.).

During the year, measures were taken to suppress the traffic throughout the whole territory. Arrests were made at various places. All the services subordinate to the Public Security Service (municipal, special and mobile police) took part in the suppression of the traffic, acting on the initiative and under the instructions of the central service of the general control of judicial investigations.

Germany (1925).

The system of import certificates has been introduced in accordance with the League's recommendation. This system is applied in trade between Germany and China, Egypt, Italy, Portugal and the United States of America. The granting of permission to export drugs to the Soviet Republics will be made dependent upon previous production of an import permit from the Soviet Trade Delegation in Berlin. No real difficulties of principle have arisen in the application of the system.

As regards trade with countries which have not adopted the certificate system, Germany is prepared to adopt the system of notification that an export authorisation has been given, provided other countries do the same.

The total amount of opium imported during the year was 152,000 kg. The total amount of opium exported (including opium powder, tincture, extract and preparations) was 5,660 kg.

The total quantity of morphine manufactured, including the quantities necessary for the preparation of codeine, dionine, etc., was 14,000 kg. During the year, the exports of salts of morphine amounted to 4,642 kg.; of this amount, Switzerland took 1,759 kg.; Japan 1,024 kg.; China 474 kg. and Turkey 308 kg.

Of diacetylmorphine 1,100 kg. were manufactured; 1,498 kg. were exported, of which Switzerland took over 40 per cent. Crude cocaine imports amounted to 639 kg. and exports to 220 kg. The total quantity of cocaine manufactured was 3,300 kg.

Great Britain (1925).

An Act (the Dangerous Drugs Act 1925) was passed during the year for the purpose of making changes in and additions to the law authorising the Government to ratify the Geneva Convention of February 1925. The Convention has since been ratified, but the Act will not be brought into operation until the Convention comes into force. A similar Act (the Dangerous Drugs (Northern Ireland) Act 1925) was passed by the Government of Northern Ireland.

No change was made during the year in the regulations for the control of the manufacture and distribution of drugs.

The imports of raw opium of all kinds for the year totalled 150,806 lb. (68,541 kg.), of which 116,000 lb. (52,722 kg.) were Indian opium with an average morphine content of 9.07 per cent. 31,118 lb. (14,143 kg.) were Turkish opium with an average morphine content of 11.03 per cent. As compared with the year 1924, the total imports show an increase of 15,004 lb. (6,819 kg.).

The exports for the year totalled 24,509 lb. (11,139 kg.), showing an increase in the total exports as compared with those for 1924 of 6,208 lb. (2,821 kg.).

The amount of raw opium consumed in the United Kingdom during the year in the form either of raw opium or of preparations made directly from raw opium was estimated at 9,894 lb. (4,496 kg.) of an average morphine content which may be taken at 11.12 per cent. Persian opium practically vanished from the market, whilst the quantity of Turkish opium imported and used in the manufacture of drugs again fell off. On the other hand, Indian opium, which, in 1923, was not used at all, became in 1925 the chief source of the supply of the requirements of the British manufacturers of morphine and other alkaloids.

The total amount of morphine manufactured during the year both as alkaloid and salts amounted to 238,079 oz. (6,761 kg.), of which 118,654 oz. (3,369 kg.) of morphine and 5,622 oz. (159 kg.) of salts of morphine were used during the year for conversion into codeine, diacetylmorphine and other alkaloids. In the manufacture of this morphine were used, in addition to the raw opium, 16,055 oz. (455 kg.) of crude morphine imported from India; some small quantities of morphine were extracted from other materials, such as opium "marc" and damaged stocks.

Exports of morphine, whether as morphine, salts of morphine or morphine or salts of morphine contained in preparations, amounted to 95,295 oz. (2,706 kg.), showing an increase as compared with the preceding year of 6,901 oz. (196 kg.).

Of salts of diacetylmorphine 175 oz. (4 kg.) were imported from Hong-Kong and a negligible quantity contained in preparations was imported from Switzerland. The diacetylmorphine and salts of diacetylmorphine manufactured amounted to 11,970 oz. (340 kg.), of which 8,313 oz. (236 kg.) were exported during the year, as against 10,704 oz. (304 kg.) exported in 1924.

With the exception of 286 lb. (130 kg.) of medicinal opium of British manufacture returned to the original suppliers, no medicinal opium was imported during the year. Some 6,506 lb.

(2,957 kg.) of medicinal opium were manufactured, as against 7,852 lb. (3,596 kg.) in 1924, whilst exports, which amounted to 4,209 lb. (1,913 kg.), showed a decrease in comparison with 1924 of 987 lb. (449 kg.).

Whilst there were no imports of coca leaves during the year, 26,564 lb. (12,073 kg.) were exported. Crude cocaine was neither imported nor exported. 14,389 oz. (408 kg.) of cocaine salts were imported during the year, as against 4,021 oz. (114 kg.) exported. Relatively unimportant quantities of cocaine alkaloids and preparations containing cocaine or cocaine salts were imported and exported during the year.

No changes were made during the year in the procedure followed in connection with the export of drugs to China. Persons suspected of being engaged in the illicit international traffic were closely watched and all transactions of an illicit or suspicious character which came to the notice of the Government were followed up as thoroughly as possible. Warnings were sent to the Governments of Japan, Cuba, Hong-Kong and the Straits Settlements, with the result that various shipments were seized. In no case has information been received that any firm in England has been engaged in smuggling drugs abroad.

Certain regulations made in order to prevent British vessels from being employed in the conveyance of opium exported from the Persian Gulf to the Far East for illicit purposes came into force on January 1st, 1925. These regulations have had the effect desired so far as British ships are concerned, but, as similar steps have not yet been taken by other countries whose ships trade with the Persian Gulf, the trade with the Far East is now being carried on by ships of other nationalities.

As investigations showed that the drug traffickers were able to obtain advances from banks on the production of maritime insurance policies covering shipments of dangerous drugs, the British Government communicated with the London underwriters, inviting their help in preventing facilities for the insurance of consignments of opium or other dangerous drugs intended for illicit purposes. The members of Lloyds and the members of the London Underwriters' Association have now come to an agreement with the Government to insert in all policies issued by them, or in all policies in which the interest is described as "goods and/or merchandise and/or produce" or in other general terms, a clause by which it is hoped that the use of insurance facilities by persons engaged in illicit traffic for the purpose of raising money to finance their transactions will be checked.

While the Hague Convention does not apply to any of the derivatives of opium except morphine and diacetylmorphine, it has been ascertained that the amount of codeine and its salts manufactured during 1925 was 151,947 oz. (4,315 kg.) and that 151,541 oz. (4,303 kg.) were exported direct by the manufacturers. As the Dangerous Drugs Acts do not apply to codeine, no particulars are available as to the disposal of the remainder.

An official report (Cmd. 2461) on the two International Conferences held at Geneva, November 1924 to February 1925, was issued during the year. The Committee on Morphine and Heroin Addiction referred to in paragraph 3 (a) of the Report for 1924 completed its enquiry and has submitted a valuable report.

As indicated in the report for 1924, the investigation into the medical requirements of the drugs has been carried a step further by special efforts to ascertain the amounts of drugs used in hospitals and similar institutions.

Greece (1925).

The information received is limited to the production of raw opium during the year 1925 and the exports of raw opium from Greece during the first seven months of the same year.

The production of opium amounted to from 1,500 to 2,000 kg. gross; 60 kg. were exported during the first seven months.

Hong-Kong (1925).

In accordance with the 1925 Convention, an order was made by the Governor in Council under the Opium Ordinance 1923 prohibiting the sale of any opium to persons under the age of 21 years. The sale of dross was entirely prohibited.

No difficulties have arisen in the application of the imports certificate system. It is suggested that certificates should only be issued to the actual consumer or manufacturer, and not to firms who are apparently acting as brokers or commission agents and are not interested in the actual disposal of the raw opium for manufacturing purposes. If such certificates are issued to merchants, the difficulties of keeping any check on the ultimate use of the opium will be very much increased.

The sales of Government prepared opium during 1925 were decreasing gradually up to the date of the outbreak of the general strike at the end of June. They then fell off more rapidly and did not recover during the rest of the year. In spite of the shipping difficulties due to the strike, the supplies of illicit opium were well maintained.

Enquiries resulting from three large seizures of opium and dangerous drugs revealed the huge extent of the trade in prepared opium between Macao, China and the Philippine Islands. Evidence was also found pointing to a large trade in morphia pills between Amoy and Manila and Cebu.

In the beginning of 1925, little was heard of the Persian opium trade but towards the end of the year six vessels were engaged in the traffic to the China coast. So far as is known, none of this contraband has been carried on by vessels under the British flag.

The amount of raw opium imported during the year was 260 chests, weighing 41,600 lb. (18,907 kg.) from India. None was imported from elsewhere. For the manufacture of prepared opium in the Government factory 28,000 lb. (12,726 kg.) were used. The sales of Government prepared opium showed a great decrease during the year, partly owing to political troubles and partly owing to the large amounts of illicit Chinese and Macao opium smuggled into the colony by numerous ships and junks. Such illicit opium was retailed at about \$3 Mexican per tael.

The retail selling price of Government opium remained the same throughout the year, \$14.50 per tael. Sales totalled 233,495 taels (8,826 kg.).

The revenue derived from opium, after deducting expenses of purchase and administration, amounted to \$2,567,670, or 11.04 per cent of the total revenue of the colony.

Imports of dangerous drugs were relatively small, amounting to 16 lb. (7 kg.) of morphine and salts of morphine, 4 lb. (1.8 kg.) of heroin and 94 oz. (2.6 kg.) of cocaine. During the same period, 3,536 oz. (100 kg.) of morphine and salts of morphine, 2,622 oz. (74 kg.) of heroin and 375 oz. (10.6 kg.) of cocaine were seized.

There is no manufacture in or export of morphine, heroin, medicinal opium, cocaine and other drugs from Hong-Kong.

Hungary (1924 and 1925).

Legal regulation of the drug traffic was introduced on January 1st, 1925 ; the Government has therefore been able to furnish accurate and detailed figures from that date. The figures furnished for 1924 are only approximate.

The principal imports recorded for 1925 are 133 kg. of morphine and salts of morphine, 96 kg. of diacetylmorphine, and 555 kg. of opium.

Indo-China (1925).

The extensive smuggling that takes place on the land and sea frontiers still exists ; 3,746 kg. of opium were seized.

Local purchases of raw opium amounted to 6,213 kg., as against 22,454 kg. in 1924, showing a decrease of 16,241 kg. Imports of raw opium decreased from 122,850 kg. in 1924 to 72,562 kg. in 1925, showing a decrease of 50,288 kg.

The import, manufacture and use of opium are an absolute monopoly in Indo-China. The number of opium divans and public smoking places remains about the same as in 1924.

The total sales of prepared opium by the monopoly authorities in the whole of Indo-China in 1925 were 60,200 kg., as against 67,272 kg. in 1924, showing a decrease in the legitimate consumption of 7,072 kg. This decrease in sales must not be regarded as representing a decrease in the use of the drug ; it is due to the fact that opium-smokers are applying more and more to smugglers. Clandestine consumption is tending to increase owing to the abundance and relative cheapness of smuggled opium.

Any further restrictive measures on the part of the Government are in danger of being ineffective unless the producing countries gradually decrease the cultivation of the poppy.

Iraq (British Mandate 1924 and 1925).

Iraq did not accede to the International Opium Convention until October 20th, 1924. The report for 1924 is therefore a mere statement of the existing legislation and prevailing conditions up to and during that year.

In 1925, the Iraq Government were unable to devote full attention to the measures necessary for implementing the provisions of the International Opium Convention until the close of that year. The matter was then, however, taken into consideration, and early in 1926 provisional regulations were published and executive action initiated to satisfy the requirement of the Convention.

The sale and distribution of opium in Iraq have become a Government monopoly, and the six wholesale licences for the sale of opium which had been granted annually were not renewed when they expired on March 31st, 1926. The import certificate system has now been adopted, in so far as this can be done without the co-operation of the Persian Government, and the importation of raw opium from Persia is only permitted via Khaniqin. No opium is allowed to be imported for transit through Iraq unless declared to be in transit at the time of entry or without an import certificate issued by the Iraq Government. While passing through Iraq in transit, such opium remains under the control of the Customs and Excise Department. The number of retail licences and opium-smoking dens has been reduced from 26 and 16 to 11 and 8 respectively. Licensees are required to record the names and addresses of all persons frequenting their premises. This is with a view to considering measures at a later date for the registration of smokers.

A decrease occurred in the consumption of opium in 1925 as compared with 1924, and may be attributed to the embargo placed upon the pilgrimage to Iraq by the Persian Government for the year 1925, which forbade Persian subjects to visit Iraq for the purpose of making a pilgrimage to the Holy Places. Persian pilgrims form a large proportion of the opium consumers in Iraq.

The Wholesale Druggists Law of 1924 restricts the importation of and wholesale trade in drugs to licensed wholesale druggists, and provides that the importation and dealing in cocaine, its compound or allied drugs, etc., shall be carried out solely by the Iraq Government itself. It also prohibits the export of dangerous drugs except with the permission of the local health authority. Under the Pharmacy Law 1923, as amended by the Amendment Law 1924, the retail sale of drugs is confined to licensed pharmacists and licensed dispensers.

The Customs and Excise Department, under the control of the Finance Ministry, deals with opium other than medicinal opium.

The import certificate system did not apply to opium other than medicinal opium and other dangerous drugs, but no opium was allowed to enter Iraq, either for local consumption or for re-exportation, except under permits issued by the Collectors of Customs and Excise at Baghdad or Basrah, under guarantee for delivery through them or for re-exportation according to general transit rules. Export from Iraq was confined to "raw opium" in transit from Persia. A difficulty in regard to the import certificate system is the fact that Great Britain is the only country that insists on production of an import certificate before permitting export of drugs to Iraq. Protection is ensured by administrative procedure whereby the Customs authorities refuse delivery of consignments of drugs arriving in Iraq without permit from the health authority. In this way, all declared or discovered importations are controlled from countries which have not adopted the import certificate system.

The cultivation of the poppy plant for the extraction of opium is prohibited, and there is no manufacture of medicinal opium and other dangerous drugs in Iraq.

About 6 tons of raw opium were imported during 1924, of which about 5 tons were re-exported, most of it to Persian Gulf ports, but also to Germany and France. Owing to defective records, it is unfortunately not known to what destination opium consigned to Persian Gulf ports thence proceeded.

The total amount of "Lula" and "Sukhta" opium consumed in Iraq during 1924 was 1,484 kg. The revenue from monopoly and licence fees amounted to Rs. 81,800, which represented 0.16 per cent of the total revenue.

The Notification as to Dangerous Drugs of December 15th, 1925, was issued. The Convention of 1925 amended the official list of dangerous drugs and added further obligations. These have all been met in the year 1926 by the issue of a Notification which provides for all the requirements of the Convention of 1925 and cancels the earlier Notification as to dangerous drugs of 1925.

Conditions as to the consumption of opium remain unchanged. The quantity of raw opium imported during 1925 was 2,474 kg., of which 1,907 kg. were declared in transit through Iraq via Khaniqin and Baghdad.

The import of prepared opium was not entirely prohibited and the quantity imported for consumption in Iraq was 542 kg. of "Lula" (stick opium) and 332 kg. of "Sukhta" (residue of smoked opium).

The quantity of "Lula" and "Sukhta" opium consumed during 1925 was 1,093 kg. The revenue from monopoly and licence fees amounted to Rs. 1,09,476, which represented 0.19 per cent of the total revenue.

From April 1st, 1925, goods in transit through Iraq were not included in the returns of import and export, but separate statistical records of goods in transit were maintained.

The practice of opium-eating is well established in Iraq, more especially in the centres of Persian influence, such as Baghdad and Basra, and the pilgrim centres such as Karbala, Kadhimain, Najaf, etc., where the more pernicious practice of opium-smoking (also Persian origin) can also be indulged in. The Arab tribes employ opium more for its medicinal qualities than for other reasons. The use of morphine was well established amongst the effendi classes in the large towns before the war and appears to be growing as a result of both Persian and Turkish influence.

It is a matter of regret that the cocaine habit is also taking hold amongst the educated classes in Iraq. As a result of the recent Pharmacy Law and Wholesale Druggists Law, satisfactory control now exists over this traffic through the medium of doctors and pharmacists, but it is feared that it will continue to a very large extent through smuggling from Syria, a practice which it is very difficult to control.

Italy (1925).

Wholesale drug-dealers have complied with the regulations in force; their accounts have been periodically checked as far as possible by the inspectors-general of pharmacies, and, so far, no irregularities have been found.

A special and separate licence must be obtained for each import, export or transit consignment of any of the dangerous drugs referred to in the Royal Decree of November 9th, 1923.

Imports of raw opium amounted to 3,331 kg.; of morphine and salts of morphine to 305 kg.; of heroin to 182 kg., and of cocaine to 218 kg. (including the quantity handed over by the German Government in respect of the reparations account). The quantities of drugs given in the report are those stated on the import licences and do not necessarily represent the quantities actually imported.

Kingdom of the Serbs, Croats and Slovenes (1925).

The only statistics received by the Secretariat deal with raw opium (production and exports). Production during the year amounted to between 120,000 and 125,000 kg. Exports amounted to 112,818 kg. and were limited to four countries :

Greece.	100,456 kg.
Germany	8,550 kg.
Hungary.	2,940 kg.
Switzerland	872 kg.

Latvia (1925).

A law relating to the import and export of and traffic in opium and other narcotic drugs was issued, as well as a decree containing a list of substances regarded as belonging to the category of narcotic products to which the Hague Convention is held to apply.

The import certificate system is used in Latvia, but it is often hampered in its application by the fact that it is not yet in force in all States.

Nauru (Australian Mandate 1925).

A few cases have been reported and dealt with of Chinamen found smoking opium. The quantities of opium discovered were small in each case and doubtless were brought into the island by Chinese labourers, notwithstanding the rigorous search made.

There is no reason to suspect that smuggling on an extensive scale is being carried on.

Netherlands (1925).

Import and export certificates have not yet been made compulsory. Import certificates are only delivered when required by the country of origin for export. A draft law for the modification of the law on opium, having regard to the stipulations of the Convention of February 19th, 1925, has been prepared.

Morphine and cocaine are both manufactured in, imported into and exported from the Netherlands. Imports of salts of morphine amounted to 262 kg., mainly from Switzerland, and exports amounted to 196 kg., of which 152 kg. were exported to Turkey.

Of salts of cocaine 133 kg. were imported and 1,076 kg. were exported. Of raw opium 2,225 kg. were imported, principally from Germany and Switzerland, whilst exports amounted to 2,045 kg., of which 2,040 kg. were exported to Switzerland.

Palestine (British Mandate 1925).

On July 15th, 1925, the Dangerous Drugs Ordinance came into force. It controls the manufacture, import, export and possession of narcotic drugs. Regulations under the ordinance are in course of preparation and will bring local legislation into conformity with the Geneva Convention of 1925.

The import certificates system has continued in force and has been found simple and relatively satisfactory.

None of the drugs are cultivated or manufactured in Palestine, and the preparation, manufacture and possession of : (a) hashish or any of its preparations ; (b) any preparations of *cannabis Indica* similar in character to hashish ; and (c) prepared opium are prohibited.

During the year, all poison permits which allowed their holders to trade in dangerous drugs for industrial purposes were withdrawn and cancelled. The trade in dangerous drugs was thus confined to licensed pharmacies, where the drugs may only be sold for medicinal purposes.

Tanganyika Territory (British Mandate 1925).

The complete control of opium and its derivatives is provided for by the Opium Proclamation of 1920, which enforces the terms of the Opium Convention of 1912. The cultivation of the poppy is prohibited, and all opium, cocaine and other similar preparations imported must be deposited in a Government store, from which delivery can only be obtained on the authority of the Principal Medical Officer. The import of all preparations of poppies, except red poppy petals and syrup of red poppies, is prohibited, as also is the import of " bhang ". Power is given to native chiefs to issue regulations and orders to prohibit or restrict the cultivation, collection, possession or use of plants and herbs of a poisonous, stupefying or other noxious character, and the manufacture, distribution or sale of any derivatives therefrom. The Territory signified its willingness to accede to the Second Geneva Opium Convention, 1925. Legislation to give effect to the Convention is under consideration.

Togoland (British Mandate 1925).

The International Opium Convention is incorporated in the Opium Ordinance, Chapter 60 of the Gold Coast Laws, and this measure is in force in the British sphere and regulates the importation as well as the storage and disposal of dangerous drugs.

United States of America (1924).

The Narcotic Drugs Import and Export Act was so amended by an Act of Congress, approved June 7th, 1924, as to prohibit imports of opium for the purpose of manufacturing heroin. Otherwise, no new Federal laws were enacted during the fiscal year ended June 30th, 1924, affecting the traffic in opium and other dangerous drugs. During the year, the results of a survey of drug addiction in the United States conducted by members of the United States Public Health Service were printed in a pamphlet entitled, *The Prevalence and Trend of Drug Addiction in the United States and Factors influencing It* (Reprint No. 924 from the Public Health Reports, May 23rd, 1924).

Exports of narcotic drugs are by law restricted to shipments only to a country which has ratified and become a party to the International Opium Convention of 1912, and then only subject to certain conditions, one of which is that such narcotic drugs will not be re-exported. No export is permitted by post.

Imports are by law restricted to crude opium and coca leaves, and are limited to such quantities thereof as are considered necessary by the Federal Narcotics Control Board for legitimate and medical uses only. No difficulty has arisen in carrying out the requirements with respect to import licences or permits.

The general policy of the Federal Narcotics Control Board with respect to the issue of permits authorising shipments in transit is the same as that for exports, *i.e.*, a permit for a shipment in transit will be issued only if a permit for export could properly have been issued. This policy is based on the theory that this Board should not permit the in-transit facilities of the United States to be used for transactions forbidden by its laws if occurring within the jurisdiction of such laws, such theory being especially supported by the fact that the same law is the authority for both the export and the in-transit permits.

Only a very small part of the drugs manufactured in the United States is diverted to illicit channels. The established accounting, record and inspection system affords adequate safeguards. The difficulty in the attempt to eliminate the illicit traffic is with the smuggled drugs. Large quantities of morphine (chiefly morphine hydrochloride, of which little is manufactured in the United States), heroin (not manufactured in the United States after June 7th, 1924) and cocaine are landed illegally on the east coast from ships arriving from European ports.

During the period July 1st, 1923, to June 30th, 1924, aggregate sentences amounting to 5,028 years 10 months and 15 days were imposed. Fines amounted to \$511,664.91, and the total amount accepted in cases compromised amounted to \$83,826.25.

Of raw opium 87,343 lb. (39,697 kg.) of all kinds were imported during the period under review. The amount used in manufacturing amounted to 77,970 lb. (35,437 kg.).

The Government has no statistics as to the quantity of morphine actually consumed during the year. The quantity sold by manufacturers (95,518 oz.) (2,712 kg.), less the quantity exported (516 oz.) (14 kg.), or 95,002 oz. (2,698 kg.) for the year, was probably below the legitimate home consumption. A tendency is noted, however, owing largely to the efforts of physicians, to use codeine instead of morphine as far as possible. Heroin manufactured before June 7th, 1924, was not, according to a ruling of the Federal Narcotics Control Board, affected by the new law which provided that manufacturers must cease the production of heroin.

The coca plant is not grown in the United States, nor is crude cocaine produced by manufacturers, practically all cocaine manufactured being in hydrochloride form. Three factories extracted cocaine from imported coca leaves.

A total of 208,862 lb. (94,927 kg.) of coca leaves was imported during the year, of which 145,983 lb. (66,349 kg.) were from Peru, 57,972 lb. (26,348 kg.) from the Dutch East Indies and 4,906 lb. (2,230 kg.) from the Netherlands.

The aggregate quantity of cocaine sold by the three existing factories amounted to 31,428 oz. (892 kg.), or nearly 9,000 oz. (255 kg.) less than the average for the three preceding years.

A Convention was concluded between the United States and His Britannic Majesty in respect of Canada for the suppression of smuggling operations along the boundary between the United States and the Dominion of Canada, and for other purposes. The Convention was signed on June 6th, 1924.

United States of America (1925).

During the fiscal year ended June 30th, 1925, a few amendments to existing regulations were issued to improve certain details of the established system. There were no changes in the administrative arrangements.

The sum appropriated for the enforcement of the Federal narcotic laws by the Internal Revenue Service was increased from \$750,000, the amount of the 1924 appropriation to \$1,250,000 for 1925, exclusive of \$79,440 additionally appropriated to meet a general change in the schedule of salaries.

Increased difficulty was encountered in the attempt to eliminate the traffic in smuggled drugs. The aggregate sentences imposed as a result of the enforcement of the internal revenue

laws amounted to 6,361 years 11 months and 7 days, or 1,333 years and 22 days more than in the previous year. The total fines imposed amounted to \$453,330.27, *i.e.*, \$58,334 less than the previous year.

During the year, 100,478 lb. (45,667 kg.) of raw opium were imported, as against 87,343 lb. (39,697 kg.) during the previous year. Of this amount, 49,718 lb. (22,597 kg.) were imported from Turkey in Europe, 21,479 lb. (9,762 kg.) from Greece, 16,326 lb. (7,420 kg.) from England, 11,952 lb. (5,433 kg.) from Turkey in Asia and the balance, 1,002 lb. (455 kg.), from Switzerland. The amount used in manufacture amounted to 102,311 lb. (46,500 kg.).

The quantity of morphine sold by manufacturers was 105,689 oz. (3,001 kg.), of which 454 oz. (12 kg.) were exported, leaving a balance of 105,235 oz. (2,989 kg.), which is probably a fair indication of the home consumption. The continued tendency to use codeine instead of morphine and the necessity for substituting codeine for heroin, which is no longer manufactured in the country, greatly increased the legitimate demands for codeine, the net sales of which amounted during the year to 112,452 oz. (3,193 kg.).

During the year, no opium or morphine was used for the manufacture of heroin; sales from stocks amounted to 5,435 oz. (154 kg.), or 12,248 oz. (348 kg.) less than sales during the preceding year.

The import of crude cocaine, refined cocaine or its salts or any preparation containing cocaine is prohibited. During the year, 109,920 lb. (49,958 kg.) of coca leaves were imported from Peru. This amount represented the total imports.

The provisions of the Narcotics Drugs Import and Export Act apply to all territory under the control or jurisdiction of the United States, except the Philippine Islands. The imports of opium into these islands during the year ended June 1925 amounted to 304 lb. (138 kg.), as against 356 lb. (161 kg.) in the preceding year.

PART I.
I. RAW OPIUM STATISTICS
(Weight given in kilogrammes throughout)

This table gives countries whose imports amount to 500 kilogrammes or over.

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
BELGIUM	1920	kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
	1921													
	1922	421		421		nil	421	802		802			7,684	
	1923	5	France	322		nil	322	105		105	217			7,684
		57	Turkey											
		260	Greece											
	1924	325	Greece	597		nil	597	30	France	30	567			7,684
		159	Turkey											
		88	Germany											
		25	Other countries											
1925	400	Greece	562		nil	562	nil		nil	562			7,812	
	100	Turkey												
	62	France												
BRITISH NORTH BORNEO	1920	12,364	India	17,136		nil	17,136	nil		nil	17,136		258	
	1921	4,772	Persia										258	
	1922	4,364	India	5,955		nil	5,955	nil		nil	5,955	nil	258	
		1,591	Persia											
	1923	7,563	India	14,372		nil	14,372	nil		nil	14,372	nil	258	
		6,809	Persia											
	1924	6,108	India	6,108		nil	6,108	nil		nil	6,108	nil	258	
1925	3,637	India	10,000		nil	10,000	nil		nil	10,000	nil	258		
	6,363	Persia												
CEYLON.	1920												4,504	
	1921	5,115	India	5,115		nil	5,115	nil		nil	5,115	nil	4,504	
	1922	3,268	India	3,268		nil	3,268	nil		nil	3,268	nil	4,504	
	1923	1,636	India	1,636		nil	1,636	nil		nil	1,636	nil	4,504	
	1924	nil		nil		nil	nil	nil		nil	(*)	nil	4,504	
	1925	2,454	India	2,487		nil	2,487	nil		nil	2,487	nil	4,862	
33		Unknown												

I. RAW OPIUM STATISTICS (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
DANZIG	1920													
	1921	175		175		nil	175	nil		nil	175		340	
	1922	673		673		nil	673	nil		nil	673		340	
	(*) 1923	2	Germany	2		nil	2	nil		nil	2	4	340	
	1924	39		39		nil	39	nil		nil	39		340	
	1925	23	Germany	23		nil	23	nil		nil	23		384	
FRANCE (4)	1920	900	Great Britain	9,500		nil	9,500	2,200		2,200	7,300		39,402	
		1,600	Greece											
		6,800	Turkey											
		200	Other countries											
	1921	300	Denmark	7,100		nil	7,100	500	Great Britain	1,700	5,400		39,402	
		400	Great Britain											
		3,000	Greece											
	1922	3,400	Turkey					500	Other countries		2,400		39,402	
		500	Great Britain											
	1923	1,100	Germany	9,800		nil	9,800	1,700	Norway		2,000	7,800		39,402
		300	Italy											
		1,000	S. C. S. Kingdom											
1,300		Greece												
5,100		Turkey												
300		India												
200	Other Asiatic countries													
1924	300	Great Britain	7,200		nil	7,200	646	Switzerland		774	6,426		39,402	
	100	Germany												
	100	Belgo-Luxemburg Economic Union												
	200	S. C. S. Kingdom												
	1,400	Greece												
1925	4,800	Turkey	27,900		nil	27,900	300	U. S. A.		600	27,300		39,870	
	300	Other Asiatic countries												
	15,400	Turkey												
	5,200	S. C. S. Kingdom												
	4,800	Greece												
1,000	Syria													
1,000	Other Asiatic countries													
500	French Guiana													

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14				
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (*)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands				
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.					
GERMANY	1920							1,542	Netherlands								
	1921	59,882	Turkey	59,882		nil	59,882	560	Japan			(*) 86,200	59,857				
	1922							532	Colombia								
	(*) 1923							411	Mexico								
	(*) 1924							373	Switzerland				62,642				
								354	Brazil					62,642			
			108,739	Turkey	152,000		nil	152,000	317	Argentina							
			17,779	Greece							212	Venezuela					
			13,000	Persia							94	Nicaragua					
		1925	6,461	S. C. S. Kingdom							93	Czechoslovakia		(*) 5,660	146,340		63,319
		3,392	Netherlands							85	Roumania						
		1,601	France							80	Latvia						
		725	India							75	U. Soc. Sov. Rep.						
		303	Other countries							75	Hungary						
										68	Spain						
										65	Philippine Islands						
							60	Chile									
							52	S. C. S. Kingdom									
							51	Denmark									
							561	Other countries									
GREAT BRITAIN .	1920							(*) 4,645	Turkey								
	1921	18,293	Turkey	26,437		nil	26,437	504	Canada								
		7,498	Greece							445	Spain		7,124	19,313	(10) 29,749	(11) 47,350	
		646	Persia							263	Egypt						
								1,267	Other countries								
			61,643	Turkey	64,219		nil	64,219	(*) 11,169	Persia							
			1,365	Europe							6,510	U.S.A.					
		1922	906	Persia							1,061	Spain		21,992	42,227	61,753	(12) 44,200
			1	India							425	Australia					
			304	Kind unknown							2,827	Other countries					
								5,725	U.S.A.								
	1923	64,700	Turkey	65,076		nil	65,076	3,252	Persia								
		374	Persia							400	Australia		10,914	54,162	49,989	(13) 44,200	
		2	Kind unknown							366	France						
										1,171	Other countries						

I. RAW OPIUM STATISTICS (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
GREAT BRITAIN . (continued)	1924	841	Europe Turkey Persia India	61,722		nil	61,722	2,159	Russia U.S.A. France S. Salvador Brazil U. South Africa Chile Australia Other countries	8,318	53,404	51,898	(12) 44,200	
		26,768						432						
		298						305						
		33,815						275						
								214						
								104						
								162						
								876						
								7,658	U. S. A.					
		52,722	India	68,541		nil	68,541	730	Russia	11,139	57,402	66,768	(12) 44,200	
		9,938	European Turkey											
		4,205	Asiatic Turkey					310	San Salvador					
		731	France					304	Siberia					
		671	Greece					281	Brazil					
		274	Other countries					239	France					
								235	U. South Africa					
								175	Australia					
								1,207	Other countries					
GREECE.	1920	2,443		2,443				1,870		1,870			2,908	
	1921	7,097		7,097				100		100			2,908	
	1922	176		176	250	3,600	3,776	nil		nil	3,776		2,908	
	1923													
	1924													
	1925						1,500 to 2,000		60	(12) 60				6,435
HONG-KONG . . .	1920	65,527	India Turkey Persia	103,375		nil	103,375	121	Great Britain Macao Japan	86,830	16,545	nil	660	
		6,788						41,891						
			31,060						44,818					
			13,481	Persia	39,778		nil	39,778	13,481	Formosa	33,128	6,650	nil	660
			26,297	India										
			9,454	India	9,454		nil	9,454	nil		nil	9,454	nil	1,000
		18,907	India	18,907		nil	18,907	nil		nil	18,907	nil	1,000	
		15,998	India	15,998		nil	15,998	nil		nil	15,998	nil	1,000	
		18,907	India	18,907		nil	18,907	nil		nil	18,907	nil	1,000	
HUNGARY.	1925	555		555									8,365	

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
INDIA.	1920				62,571	549,818	549,818	196,524 184,440 108,120 11,194 3,816 11,448 33,771 60,420 — 57,240 — 2,226	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	669,199		(14) 4,481	319,075
	1921				46,964	526,838	526,838	191,436 146,280 108,120 15,264 4,452 7,632 27,984 105,253 5,406 9,540 — —	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	621,372		(14) nil	319,075
	1922				47,730	684,773	684,773	115,752 114,480 104,940 3,816 3,816 9,540 31,800 108,120 17,999 3,180 3,498 —	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	516,941	167,832	(14) 150	319,075

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
INDIA (continued)	1923				(¹⁵) 57,823	(¹⁵) 858,038	858,038	133,560 57,240 101,760 5,342 1,908 15,264 15,264 189,210 6,360 9,540 7,950 —	Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Fr. Indo-China Bushire Japan Sarawak Mauritius	543,398	314,640	(¹⁴) 590	319,075
	1924				(¹⁶) 54,708	(¹⁶) 968,678	968,678	(¹⁷) 39,621 190,800 19,080 95,400 5,342 954 15,264 6,360 86,178 56,668 3,180 763 55	England Straits Settlements Neth. E. Indies Siam Br. North Borneo Ceylon Hong-Kong Macao Indo-China Bushire Japan Sarawak Other countries	519,665	449,013	(¹⁴) 20,330	319,075
INDO-CHINA . . .	1920	1,048	China India	118,248		6,000	124,248	nil		nil	124,248		20,000
		117,200											
	1921	335,630			335,630		4,700	340,330	nil	nil	340,330		20,000
	1922	127,314			127,314	(Average 10 years)	1,685	128,999	nil	nil	123,999	nil	20,000
	1923	231,143			231,143		(¹⁸)	nil	nil	nil	260,419	nil	20,000
	1924	122,850		India	122,850		(¹⁸)	nil	nil	nil	145,304	nil	20,000
1925	72,562		India	72,562		(¹⁸)	nil	nil	nil	78,775	nil	20,000	
IRAQ	1924	6,000	Persia	6,000		nil	6,000	3,509 740 750	Persian Gulf Ports Germany France Great Britain	(¹⁹) 5,000	1,000	nil	3,161
	1925	2,474	Persia	2,474		nil	2,474	362 1,545	India France	(²⁰) 1,907	567	nil	3,161

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
ITALY	1922	305		305									38,835	
	1923												38,835	
	(21) 1924	1,321		1,321				3		3			38,835	
	1925	1,856	Turkey	(22) 3,331	nil	3,331	3	20	38	Spain	58	3,273		40,548
		1,475	Greece											
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.) . . .	1920	197,460		197,460	442	3,714	201,174		Other countries		201,174		77,674	
	1921	7,187	United States	65,538	1,160	7,619	73,157						73,157	(23)
		18,821	Turkey											
		3,074	France											
		2,691	Hong-Kong											
		9,867	India											
	1922	15,907	Persia	78,880	813	5,305	84,185					84,185	(24)	77,674
		7,991	England											
		4,530	France											
		13,157	Asiatic Turkey											
		19,345	European Turkey											
	1923	7,386	United States	95,092	740	3,551	98,643	6,123			(25) 6,123	(26) 92,520	(27) 14,191	77,674
		23,235	Persia											
		3,636	India											
		7,591	England											
2,208		New York												
1924	43,621	Constantinople and European Turkey	52,001	774	4,517	56,518	nil			nil	56,518	18,868	77,674	
	1,144	Hamburg												
	8,073	Marselles												
	3,901	Asiatic Turkey												
	10,800	India												
CHOSEN (Korea)(28)	25,345	Persia	nil	nil	447	1,659	1,659	nil		nil	1,659	1,393	17,264	
	4,912	France												
	5,863	Turkey												
	40,500	Persia												
	726	Great Britain												
1920				60	155	155				155		17,264		
1921				455	2,721							1,409	17,264	
1922		nil		nil	447	1,659	1,659	nil		nil	1,659	1,393	17,264	
1923		nil		nil	365	1,392	1,392	nil		nil	1,392	(29) 1,638	17,264	
1924		nil		nil	331	1,181	1,181	nil		nil	1,181	1,831	17,264	

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
FORMOSA ⁽¹⁵⁾ . . .	1920	8,189	Hong-Kong	158,781	6	84	158,865				158,865	⁽¹⁶⁾ 36,445	3,655
		8,776	India										
		21,945	Persia										
		31,111	England										
	1921	88,760	U.S.A.	40,092	7	91	40,183	1,091		1,091	39,092		3,655
		7,991	Great Britain										
		3,636	U.S.A.										
		15,907	Persia										
	1922	9,867	India	67,802		nil	67,802	nil		nil	67,802	nil	3,655
		2,691	Hong-Kong										
		3,636	India										
		22,035	Persia										
1923	10,904	Asiatic Turkey	60,223		nil	60,223	3,888		⁽¹⁵⁾ 3,888	56,335	⁽¹⁷⁾	3,655	
	7,591	England											
	19,345	European Turkey											
	4,291	U.S.A.											
1924	10,800	Persia	32,586		nil	32,586	nil		nil	32,586	nil	3,655	
	34,722	European Turkey											
	3,901	Asiatic Turkey											
	10,800	India											
KWANTUNG ⁽¹⁸⁾ .	1920	31,860	Persia	8,100		nil	8,100	nil		nil	8,100	nil	687
		726	Great Britain										
	1921	8,100	Persia	14,545		nil	14,545	nil		nil	1,200	nil	687
		14,545	Turkey										
		1,200	Persia										
1922	14,545	Persia	14,545		nil	14,545	2,235		⁽¹⁸⁾ 2,235	12,310	⁽¹⁹⁾	687	
	1,200	Persia											
1923	8,640	Persia	8,640		nil	8,640	nil		nil	8,640	nil	687	
	31,860	Persia											
MACAO	1920	⁽²⁰⁾ 40,320	India via Hong-Kong	40,320		nil	40,320						74
	1921			16,600		nil	16,600	7,632			7,632	8,968	120
1922			16,600		nil	16,600	7,632			7,632	8,968	120	
1923			16,600		nil	16,600	7,632			7,632	8,968	120	
1924			16,600		nil	16,600	7,632			7,632	8,968	120	

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14										
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (¹)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands										
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.											
NETHERLANDS . .	1921	68	Germany	4,886		nil	4,886	1,920	Danzig	2,806	2,080		7,030										
		309	Great Britain					795	Germany														
	2,634	Greece	57					Guatemala															
	1,875	Turkey	34					Other countries															
	1922	39	Great Britain					3,714						nil	3,714	863	Germany	1,103	2,611		7,030		
		530	Greece													206	Great Britain						
3,145		Turkey	34	Neth. E. Indies																			
1923		7	Curaçao	12,978		nil	12,978	255	Great Britain	403	12,575		7,213										
		234	Germany					143	Germany														
		30	Great Britain					5	Neth. E. Indies														
		561	Greece																				
1924		12,146	Turkey	4,955		nil	4,955	103	Germany	179	4,776		7,213										
		68	Germany					76	Estonia														
		25	France																				
		109	Great Britain																				
		50	Greece																				
1925		12	Neth. E. Indies	2,225		nil	2,225	2,040	Switzerland	2,045	180		7,416										
		4,691	Turkey					5	Neth. E. Indies														
		1,446	Germany																				
		540	Switzerland																				
NETHERLANDS EAST INDIES . .		157	Greece	172,932		nil	172,932	nil		nil	172,932		49,161										
		82	Other countries					nil						111,380	nil	111,380	nil	49,161					
		172,932	India					nil															
		117,344	India					nil											negligible	negligible	55,584	nil	49,351
		111,155	India					nil															
225	Smyrna	nil																					
55,584	India	2		18,526	nil	49,351																	
18,528	India	2																					
PERSIA		130					130		290,089	290,219	166,892		166,892	123,327		10,000							
		436					436		174,660	175,096	116,834		116,834	58,262		10,000							
		6,871					6,871		528,241	535,112	301,864		301,864	233,248		10,000							
SERBS, CROATS . AND SLOVENES (Kingdom of) .	1925					120,000 to 125,000		100,456 8,550 2,940 872	Greece Germany Hungary Switzerland	(24) 112,818	7,600 to 12,600		12,492										

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) (1)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands
SIAM	(35) 1920	kgs. 113,600	India	kgs. 113,600									
	(36) 1921	120,700	India	128,021									
		7,321	China (Yunan)		(37) 4,500	132,521					132,521		9,121
	(38) 1922	106,500	India	106,500			106,500				106,500		9,121
	(39) 1923	131,350	India	131,350			131,350				131,350		9,121
	(40) 1923	96,180	India	96,180			96,180				96,180		9,121
(41) 1924	90,000	India	90,000			90,000				90,000		9,121	
STRAITS SETTLEMENTS. .	1920												
	1921	218,909	India	222,400			222,400			7,224	7,224	215,176	881
		3,491	Persia								13,950	113,209	nil
	1922	127,159	India	127,159		nil	127,159			13,950	113,209	nil	881
	1923	152,464	India	154,896		nil	154,896			16,691	138,205	nil	881
	2,432	Persia								16,691	138,205	nil	881
1924	204,324	India	211,128		nil	211,128			1,234	209,894	nil	881	
	6,804	Persia								1,234	209,894	nil	881
SWEDEN	1920												
	1921												
	1922	712	Turkey	712		nil	712						5,954
	1923	460	Turkey	460		nil	460						5,954
	1924	24	Turkey	24		nil	24		nil		24		5,903
1925	585	Turkey	585		nil	585		nil		585		6,054	
SWITZERLAND . .	(42) 1923	59,500	Turkey	69,500		nil	69,500						3,880
		10,000	Persia and China										3,880
	1924	36,306	Turkey	43,198		nil	43,198		80	Germany			
	5,983	Greece						14	Belgium	112	43,086	3,918	
(43) 1925	592	France						12	Ecuador				
	308	Netherlands						6	Other countries				
	9	Other countries											
TURKEY	1924					565,826							13,357

I. RAW OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated (Hectares) ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manuf. of alkaloids	Used in manufacture of morphine, heroin, etc.	Population in thousands	
UNION OF SOUTH AFRICA	1921	kgs.												
	1922	246 21 585	Turkey Persia Not defined	852		nil	852	negligible		negligible	852		6,928	
	1923	49 1 287	Turkey Persia Not defined	337		nil	337	negligible		negligible	337		6,928	
	1924	84 296	Turkey Unknown	380		nil	380	1		1	379		6,928	
	1925	102 215	Turkey Other countries	317		nil	317	negligible		negligible	317		7,525	
	UNITED STATES OF AMERICA ⁽⁴⁾ .	1920												
1921		27	France					381	Guatemala					
1922		11,016 22,810 16,809 10,609	Greece European Turkey England Asiatic Turkey	61,271		nil	61,271	53 45 98	Mexico Colombia Other countries	577	60,694	62,175	110,000	
1923		5,120	Asiatic Turkey	5,120		nil	5,120	14 96	Panama Other countries	110	5,010		110,000	
1924		16,961 10,778 11,110 848	Great Britain Greece European Turkey Asiatic Turkey	39,697		nil	39,697	nil		nil	39,697	(4) 30,231	112,079	
1925		22,597 9,762 7,420 5,433 455	European Turkey Greece Great Britain Asiatic Turkey Switzerland	45,667		nil	45,667	nil		nil	45,667	(4) 40,722	116,257	
TOTALS OF FIGURES REPORTED FOR THE YEARS .		1921				48,124	718,317						115,949	
		1922				48,793	1,223,604						124,078	
		1923				58,563	861,589						64,770	
		1924				55,482	1,539,021						121,327	
	1925					124,250						107,490		

I. RAW OPIUM STATISTICS (concluded)

(Weight given in kilogrammes throughout)

- (¹) 1 hectare = 2.471 acres.
(²) The demand was met by the balance of opium brought forward at the end of 1923.
(³) Owing to the fact that the new law came into force on July 26th, 1923, the figures of import, export and consumption for the period January 1st to July 26th, 1923, cannot be guaranteed. Before the application of the new law, only wholesale dealers were obliged to register the movements of the drugs.
(⁴) The statistics established by the Customs Administration do not separate raw opium, prepared opium, and medicinal opium. Imports and Exports under "Special Trade".
(⁵) Estimated from quantity of morphine, heroin, etc., manufactured.
(⁶) Statistics cannot be furnished; see note in Summary of Reports, O. C. 415.
(⁷) Includes medicinal opium.
(⁸) Re-export of opium for which a market could not be found in the United Kingdom.
(⁹) These exports consisted of opium from Persia unsaleable in the United Kingdom, returned to Persia with the consent of the Persian Government.
(¹⁰) Includes raw opium used in the manufacture of medicinal opium and preparations of opium.
(¹¹) Includes Irish Free State.
(¹²) Excludes Irish Free State.
(¹³) Export during first seven months only.
(¹⁴) Estimated from quantity of morphia manufactured.
(¹⁵) Including Punjab (area under poppy cultivation: 1,889 hectares; opium produced: 4,032 kgs).
(¹⁶) Including Punjab Hills (area under poppy cultivation: 685 hectares; opium produced: 4,229 kgs.).
(¹⁷) Shipped to the High Commissioner for India, in London, for disposal for strictly and *bona-fide* medical purposes.
(¹⁸) The opium monopoly bought within the country 29,276 kgs. in 1923; 22,454 kgs. in 1924; 6,213 kgs. in 1925, which have not been included among imports.
(¹⁹) Re-exports in transit through Iraq. The quantities by countries of destination are only approximate and calculated according to the value of the opium.
(²⁰) Re-exports in transit through Iraq.
(²¹) Second half of 1924 only.
(²²) Quantity corresponds to quantities on import licences issued, not necessarily actually imported.
(²³) Used: 15,722 kgs. in Japan proper, 1,409 kgs. in Chosen.
(²⁴) Used: in Japan proper, 18,158 kgs.; in Chosen, 1,393 kgs.
(²⁵) This quantity was sent back to the country of origin on account of inferior quality.
(²⁶) The quantities of raw opium used for the manufacture of prepared opium in Formosa and Kwantung are under entries Formosa and Kwantung.
(²⁷) Excluding 958 kgs. manufactured in narcopon and other drugs, and 1,082 kgs. in medicinal opium. In Japan proper and Chosen no opium was used for other end than manufacturing drugs.
(²⁸) These figures are included in those for Japan and territories.
(²⁹) Excluding 18 kgs. used in the manufacture of other drugs.
(³⁰) Calculated from crude morphia production figures.
(³¹) All raw opium imported is used for the manufacture of prepared opium for sale to licensed smokers. The exportation of prepared opium is prohibited. In 1924, 2 kgs. 700 were used in Kwantung for the manufacture of medicinal opium.
(³²) Statistics in chests, which have been taken to contain 70 kgs. per chest.
(³³) All raw opium imported is used in manufacture of prepared opium by the opium monopoly. Exportation negligible for scientific purposes.
(³⁴) Revised figures supplied during the 9th Session of Advisory Committee.
(³⁵) April 1st, 1919, to March 31st, 1920.
(³⁶) " 1920, " 1921.
(³⁷) The production is only estimated and corresponds to the 1917 figures.
(³⁸) April 1st, 1921, to March 31st, 1922.
(³⁹) " 1922, " 1923.
(⁴⁰) Calendar year. Siam statistics no longer given according to the Buddhist Era (April 1st to March 31st), but according to the calendar year.
(⁴¹) The figures now given for 1924 are for the calendar year, and replace former entries, which were for the Buddhist year.
(⁴²) Approximate figures supplied by the Customs authorities under the category "Vegetable sap, concentrated by evaporation". Most of this is opium imported from Turkey.
(⁴³) August 1st to December 31st.
(⁴⁴) Fiscal year ends June. 30th. Year given corresponds to year in which fiscal year ends.
(⁴⁵) Approximate figure.

II. MEDICINAL OPIUM STATISTICS.

(Weight given in kilogrammes throughout)

This table gives countries whose imports plus manufacture are equal to 50 kilogrammes or over.

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
ARGENTINE	1920											8,698
	1921	169		169								8,698
	1922	130		130								8,698
	1923	319		319								8,698
AUSTRALIA	1921	724	Great Britain	743	nil	743	36		36	707		5,426
		19	Switzerland									
	1922	52	United Kingdom	52	2	54	4	4	50	5,426		
		67	United Kingdom	68	nil	68	6	6	62	5,426		
1	Switzerland											
1924	734	Great Britain	735	nil	735	11	Fiji	18	717	5,874		
	1	Switzerland									5	Samoa
						2	Other countries					
AUSTRIA	(*) 1922	740	Greece	992	nil	992	359		359	633		6,131
		250	Turkey									
		2	Germany									
	(*) 1923	121	Germany	1,054	nil	1,054	698		698	356	800	6,131
		10	Great Britain									
	2	Switzerland										
	501	Turkey										
	420	Greece										
	1924	147	Several countries	147	nil	147	18	Czechoslovakia	49	98	350	6,131
							31	Other countries				
	1925	78	Great Britain	216	nil	216	53	Czechoslovakia	53	163	239	6,535
		59	Greece									
		42	Turkey									
		37	Other countries									
BELGIUM	1920											7,684
	1921											7,684
	1922	413		413			77		77			7,684
	1923	66		66			55		55			7,684
	1924	84		84			4		4			7,684
	1925	132		132			1		1			7,812
BRAZIL	1922	246		246								30,645
	1923											30,645

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	
CANADA	1920	kgs.		kgs,	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
	1921												
	1922	109	United Kingdom	109			nil		nil			8,786	
	1923	68		68			5		5			8,786	
	1924	106	United Kingdom	106			8	Newfoundland	8			9,030	
	1925	157 14 8	Great Britain France U.S.A.	* 179			neglig.		negligible				9,364
CEYLON	1920												
	1921	8	United Kingdom	8	nil	8	nil		nil	8		4,504	
	1922												
	1923	68	United Kingdom	68	nil	68	nil		nil	68		4,504	
	1924	16		16	nil	16	nil		nil	16		4,504	
CHILE	1925	13	United Kingdom	13	nil	13	nil		nil	13		4,862	
	1923	139		139								3,754	
CHINA	1920	13	Hong-Kong	53								436,094	
	1921	40	Great Britain										
	1922												
	1923												
	1924												
CZECHOSLOVAKIA .	1920												
	1921												
	1922												
	(*) 1923	87	England	495	495	nil	495	nil		nil	495		13,595
		55	Italy										
		50	Germany										
	1924	278	Austria	405	405	nil	405	nil		nil	405		13,595
25		Greece											
334		Great Britain											
1924	32	Austria	405	405	nil	405	nil		nil	405		13,595	
	25	Italy											
	14	Germany											

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
CZECHOSLOVAKIA (continued)	1925	132	Great Britain Germany Austria	258		258	nil		nil	258		14,244
		110										
ESTONIA	1920										89	1,750
	1921											1,750
	1922	53		53			neglig.		negligible			1,750
	1923	113		113			nil		nil			1,750
	1924	20		20			nil		nil			1,750
	1925	67		67			nil		nil			1,750
FINLAND	1920											
	1921											
	1922											
	1923	275		275								3,364
	1924	125 23 1	Great Britain Denmark Germany	149								
1925	44 24 22	Denmark Germany Other countries		90								3,495
GERMANY	1921	nil		nil			396		396		2,960	59,857
	1922											
	(*) 1923											
	(*) 1924											
	1925	nil		nil			(*)				2,600	63,319
GREAT BRITAIN . . .	1920											
	1921	7		7	2,270	2,277	316 50 35 407	Australia France South Africa Other countries	808	1,469		(*) 47,350
	1922	nil		nil	2,052	2,052	332 314 308 160 737	Czechoslovakia Australia Canada Finland Other countries	1,851	201	(*) 257	(*) 44,200

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
GREAT BRITAIN . . (continued)	1923	5		5	2,599	2,604	310 286 286 700	Australia Canada Finland Other countries	1,582	1,022	(*) 272	(*) 44,200
	1924	negligible		negligible	3,569	3,569	404 365 354 216 216 807	Australia Czechoslovakia Canada China Poland Other countries	2,362	1,207		(*) 44,200
	1925	100 30	Hong-Kong Sweden	(*) 130	2,957	3,087	462 252 201 105 100 87 67 59 580	Canada Australia Russia Czechoslovakia Germany Argentina Hungary Poland Other countries	1,913	1,174		(*) 44,200
GREECE	1924										1,425	2,908
HONG-KONG . . .	1920	not available		not available	182						376	625
	1921											625
	1922	3		3	nil							625
	1923	25		25	nil							625
	1924	2		2	nil							625
	1925	3		3	nil	3			nil	3		800
HUNGARY (11). . .	1920										765	7,980
	1921										518	7,980
	1922										520	7,980
	1923										620	7,980
	1924											8,209
1925	44			44							8,365	

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.) .	1920												
	1921	720	England	765	1,338	2,103				2,103	472	77,005	
	1922	45	Germany	(¹¹) 81	343	424					452	77,005	
	1923	81	Great Britain	(¹²) 1,275	631	1,906	neglig.		neglig.	1,906		77,674	
		901	France										
		225	Germany										
	149												
	1924	221	Great Britain	(¹¹) 360	655	1,015	5		5	1,010		77,674	
		136	Germany										
		3	Switzerland										
LATVIA	1925	140		140	nil	140					163	83,977	
MADAGASCAR . . .	1921	2		2								3,382	
	1922	2		2								3,382	
	1923	146		146								3,382	
	1924	96	France	96								3,486	
NETHERLANDS . .	1921	24	Belgium	171			119	Neth. E. Indies Other countries	130			7,030	
		137	Germany				11						
		10	Great Britain										
		1922	5	Great Britain	5		59	Neth. E. Indies France Other countries	81			7,030	
						21							
						1							
	1923	54	Germany	69		190	Neth. E. Indies Other countries	192			7,213		
		15	Great Britain			2							
	1924	35	Great Britain	35		8	Germany Neth. E. Indies	32			7,213		
						24							
	1925	82	Germany	119			19	Neth. E. Indies	19			7,416	
		29	Great Britain										
		8	Other countries										
NETHERLANDS EAST INDIES . . .	1920	622	Netherlands										
		3	Germany										
	1921	4	France	661								49,161	
		31	England										
		1	Switzerland										

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
NETHERLANDS EAST INDIES . . (continued)	1922	112		112	nil	112	nil		nil	112		49,161
	1923	187		187	nil	187	nil		nil	187		49,351
	1924	127 2	Netherlands Germany	129	nil	129	nil		nil	129		49,351
NICARAGUA. . . .	1920											
	1921	87		87								639
	1922	177		177								639
	1923	339		339								639
NORWAY	1920											2,649
	1921											2,649
	1922	26 59 21 18	Germany Sweden Denmark England	124			nil		nil			2,649
	1923	46 17 18 50 111 135	Germany Denmark Sweden Persia Greece Asia Minor	377							357	2,649
	1924	312		312	nil	312					518	2,649
	1925	188 75 62 25 15 14	Greece Asia Minor Persia Germany Great Britain Denmark	379							388	2,763
	1925	730		730	nil	730	nil		nil	730		29,249
POLAND	1920											
	1921											
	1922	1,230		1,230	nil	1,230	nil		nil	1,230	(13)3,800	26,886
	1923	1,263		1,263	nil	1,263	nil		nil	1,263		27,160
	1924	2,112		2,112	nil	2,112	10		10	2,102		27,160

II. MEDICINAL OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Locally manufactured	Imports plus manufacture	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Actually consumed	Population in thousands
ROUMANIA	1920	kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
	1921											
	1922	567		567	nil	567	nil		nil	567		17,393
	1923	86		86	nil	86	nil		nil	86	273	17,393
	1924	135		135	nil	135						17,393
SIAM	1920											
	1921											
	1922	(14) 5		5							(14) 9	9,121
	1923	(14) 52		52								9,121
	1924	(14) 5		5							3	9,121
SPAIN	1923	58	Several countries	58								9,121
												21,658
SWEDEN	1920											
	1921											5,954
	1922	200		200	nil	200						5,954
	1923	(17)									1,050	5,954
	1924	(17)					30		30		717	5,903
UNITED STATES OF AMERICA (18) . . .	1925	201		201	(17)		30		30		931	6,054
	1923	nil		nil	121	121	3		3	118		110,000
	1924	nil		nil	(18) 5,206	5,206	26		26	5,180		112,079
	1925	nil		nil	(18) 5,778	5,778	57		57	5,721		116,257
TOTALS OF FIGURES REPORTED FOR THE YEARS . . .	1921					3,608					4,039	
	1922					2,397					5,038	
	1923					3,351					3,375	
	1924					9,430					3,010	
	1925					8,735					4,321	

II. MEDICINAL OPIUM STATISTICS (concluded)

- (¹) Estimated from morphine content.
- (²) From September 1st, 1921, to September 30th, 1922.
- (³) From October 1st, 1922, to December 30th, 1923.
- (⁴) The figures for 1923 contain raw and medicinal opium.
- (⁵) Statistics cannot be furnished; see note in Summary of Reports, O.C. 415.
- (⁶) Exports of medicinal opium included in exports of raw opium.
- (⁷) Includes Irish Free State.
- (⁸) Total of sales. Figures admittedly approximate.
- (⁹) Excludes Irish Free State.
- (¹⁰) British manufactured medicinal opium returned to original suppliers or to other licensed importer.

- (¹¹) Approximate figures for consumption.
- (¹²) Contained in preparations.
- (¹³) Figure admittedly approximate.
- (¹⁴) April 1st, 1921, to March 31st, 1922.
- (¹⁵) April 1st, 1922, to March 31st, 1923.
- (¹⁶) Siam statistics no longer given according to the Buddhist Era (April 1st to March 31st) but according to the calendar year.
- (¹⁷) All raw opium imported since June 1st, 1923, has been transformed into medicinal opium.
- (¹⁸) Fiscal year ends 30th June. Year given corresponds to year in which fiscal year ends.
- (¹⁹) Deodorized, granulated and powdered opium only.
- * Quantity corresponding to quantities on import licences issued, not necessarily actually imported.

III. MORPHINE AND SALTS OF MORPHINE

(Weight given in kilogrammes throughout)

This table gives countries manufacturing morphine and countries which import or consume more than 25 kilogrammes.

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
ARGENTINE	1920												
	1921	100		100	nil	100						8,698	
	1922	70		70	nil	70						8,698	
	1923	60	Great Britain	60	nil	60						8,698	
AUSTRALIA	1920												
	1921	166		166	nil	166	nil	7		7	159	5,426	
	1922	148		148	nil	148	nil	6		6	142	5,426	
	1923	193		193	nil	193	nil	11	New Zealand	11	182	5,426	
	1924	138	Great Britain	138	nil	138	nil	10 1	New Zealand Other countries	11	127	5,874	
AUSTRIA	1920												
	1921												
	1922	147	Germany	196	nil	196			50		50	146	6,131
		44	Switzerland										
		5	Great Britain										
	(1) 1923	259	Great Britain	404	nil	404			92		92	312	6,131
		119	Germany										
	17	Switzerland											
	9	Netherlands											
1924	181	Great Britain	264	nil	264			20 11	Switzerland Other countries	31	233	6,131	
	83	Germany											
1925	110	Great Britain	153	nil	153			16 6	Switzerland Other countries	22	131	6,535	
	33	Germany											
	10	Netherlands											
BELGIUM	1922	195		195				53		53		7,684	
	1923	105	Great Britain	154				45		45		7,684	
		28	Switzerland										
		17	Netherlands										
		4	Other countries										
1924	147			147				24 1	Switzerland Other countries	25		7,684	
1925	123			123				31 2	Switzerland Other countries	33		7,684	

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
BRAZIL	1920											
	1921	27		27								30,645
	1922	46		46								30,645
	1923											
CANADA	1920											
	1921											
	1922	261 2	Great Britain U. S. A.	263	nil	263	nil	negligible		negligible	263	9,030
	1923	174 3	Great Britain U. S. A.	177	nil	177	nil	negligible		negligible	177	9,030
	1924	128 10	Great Britain Other countries	138	nil	138	nil	105 1	Great Britain Other countries	(*) 106	32	9,030
	1925	170 18 2	Great Britain Germany U. S. A.	(18) 190	nil	190	nil	negligible		negligible	190	9,364
CHINA	1920	10 10 5	Great Britain Germany Other countries	25	nil	25	nil	nil		nil	25	436,094
	1921											
	1922											
	1923											
CZECHOSLOVAKIA . .	1920											
	1921											
	1922											13,595
	1923	107		107	nil	107		nil		nil		13,595
	1924	102 39 7	Great Britain Germany Austria	148	nil	148	nil	nil		nil	148	13,595
	1925	129 98 25 6	Great Britain Germany Switzerland Other countries	258	nil	258	nil	nil		nil	258	14,244

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
DANZIG	(*) 1923	negligible		negligible				2		2		340	
	1924	14	Germany	14	nil	14	nil	negligible		negligible	14	340	
	1925	19	Germany	19	nil	19	nil	11	Germany	12	7	384	
DENMARK	1920	5		5	nil	5		1	Russia	8		3,289	
	1921							8					
(*) 1922	1922	5		5	nil	5		5	Sweden	7		3,289	
	1923	38	Great Britain	60	nil	60		2	Finland	7		3,289	
		22						11					Netherlands
	1924	49	Great Britain	74	nil	74		19	Other countries	30		3,289	
		23						18					Switzerland
	1925	2	Germany					9	Other countries	27		3,289	
		66						7					Norway
ESTONIA	1920							6	Finland	72		3,420	
	1921	2	Switzerland	127	nil	127		59	Switzerland				
ESTONIA	1920											1,750	
	1921	14		14								1,750	
	1922	21		21								1,750	
	1923	26		26								1,750	
	1924	5		5				nil		nil		1,750	
FINLAND	1925	18		18				nil		nil		1,107	
	1920												
FINLAND	1921											3,364	
	1922											3,364	
	1923	148		148								3,364	
	1924	21	Great Britain	27	nil	27	nil	nil	nil	nil	nil	27	3,495
		6											
1925	17	Great Britain											
FRANCE	1920	6	Denmark	27	nil	27	nil	nil		nil	27	3,495	
	1921	4	Other countries									3,495	
		2,768											
	1922	111	Great Britain	2,932	nil	2,932	nil	nil	9,114		9,114		39,402
		31											
1921	11	Germany	2,932	nil	2,932	nil	nil	9,114		9,114		39,402	
	11												Turkey
1922	11	Other countries										39,402	
FRANCE	1921	1,215		1,215				472		472		39,402	
	1922	1,814		1,814				1,493		1,493		39,402	

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13																			
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands																			
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.																				
FRANCE (continued)	1923	499	Great Britain	1,017				4,025		4,025																					
		378	Switzerland																												
		139	Netherlands																												
	1924	1	Italy	829				280	Cuba																						
		440	Great Britain						155	China																					
		371	Switzerland						91	Syria																					
1925	18	Germany	655	255	Other countries																										
	605	Great Britain			83	315	Greece																								
	50	Switzerland				210	Egypt																								
GERMANY	1920	128	Great Britain	128		8,620	8,748	4,048	2,257		2,257	2,443	59,857																		
					1921									1922	1923	1924															
GREAT BRITAIN . . .	1925	232	Great Britain	579	14,000	14,579	6,900	1,759		1,759	3,037	63,319																			
													1920	1921	1922	1923	1924														
													1925	347	Switzerland	66	65	65	51	49	47	44	38	175							
																										1920	1921	1922	1923	1924	
	1925	6			6	4,198	4,204	910	1,023		1,023	1,097														47,350					
																											1920	1921	1922	1923	1924
													1925	6			6	4,198	4,204	910	191		181	1,097	47,350						
																											1920	1921	1922	1923	1924
1925	6			6	4,198	4,204	910	102		102	1,097	47,350																			
																										1920	1921	1922	1923	1924	
													1925	6			6	4,198	4,204	910	700		700	1,097	47,350						
																										1920	1921	1922	1923	1924	
1925	6			6	4,198	4,204	910				1,097	47,350																			
																										1920	1921	1922	1923	1924	
													1925	6			6	4,198	4,204	910				1,097	47,350						
																										1920	1921	1922	1923	1924	
1925	6			6	4,198	4,204	910				1,097	47,350																			
																										1920	1921	1922	1923	1924	

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
GREAT BRITAIN . . . (continued)	1922	19		19	8,958	8,977	5,236	1,226 281 261 208 207 116 1,441	France Italy Canada Germany Spain Japan Other countries	3,740	1	(¹⁰) 44,200
	1923	123		123	7,225	7,348	4,727	388 272 257 191 180 1,519	France Japan Spain Australia Netherlands Other countries	2,807	— 186	(¹⁰) 44,200
	1924	2,036 439 107 1	India Hong-Kong Canada Other countries	(¹⁰) 2,583	7,405	9,988	4,411	391 216 212 210 172 1,404	France Austria Germany Japan Canada Other countries	2,605	2,972	(¹⁰) 44,200
	1925	1,375 4	India Other countries	(¹⁰) 1,379	6,761	8,140	3,529	637 223 183 157 142 118 117 115 89 84 78 78 76 54 44 42 42 38 38 34 30 28 25 234	France Germany Canada Australia Belgium Switzerland Czechoslovakia Austria Italy Spain Denmark Japan Netherlands India Poland Roumania Hungary Finland S.C.S. (Kingdom of) Sweden Irish Free State U. South Africa Br. West Indies Other countries	2,706	1,905	(¹⁰) 44,200

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
HUNGARY	(¹²) 1925	133		133								8,365
INDIA	1920				448			340	Great Britain	340		319,075
	1921				nil			nil		nil		319,075
	1922				(¹⁴) 15			nil		nil		319,075
	1923				(¹⁵) 59			nil		nil		319,075
	1924				(¹⁶) 2,033			2,036	Great Britain	2,036		319,075
INDO-CHINA	1920	63	France	63	nil	63						20,000
	1921	166		166	nil	166		nil		nil	166	20,000
	1922	nil		nil	nil	nil		nil		nil	nil	20,000
	1923	26		26	nil	26						20,000
	1924	6		6	nil	6						20,000
	1925	18		18	nil	18						20,000
ITALY	1920											
	1921	925		925								38,835
	1922	729		729								38,835
	1923											38,835
	(¹⁷) 1924	88 88 36	Germany Switzerland Great Britain	212				negligible		negligible		38,835
	1925	163 89 53	Switzerland Great Britain Germany	(¹⁸) 305				1		1	304	40,548
JAPAN AND TERRITORIES (including Formosa, Chosen, Kwantung), etc. (¹⁹)	1920	1,722 942 876 774	Great Britain Netherlands Belgium Germany									
	1921	734 456 408 34 25	Switzerland U. S. A. France Spain Other countries	5,971	5,219	11,190	960	5		5	10,225	77,674

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
JAPAN AND TERRITORIES (including Formosa, Chosen, Kwantung, etc.) ⁽¹⁹⁾ (continued)	1922	309 7	Great Britain Other countries	316	2,131	2,447	551	3		3	1,893	77,674	
	1923	107	Switzerland	⁽²⁰⁾ 107	2,325	2,432	⁽²¹⁾	1		1		77,674	
	1924	242		⁽²⁰⁾ 242	1,491	1,733	⁽²¹⁾	2		2		77,674	
	CHOSEN	1920				542	542						17,264
	⁽²²⁾ 1921	18 22	Great Britain Japan	40	176	216							17,264
	⁽²²⁾ 1922				60	60							17,264
⁽²²⁾ 1923	11	Japan	11	43	54	⁽²¹⁾						17,264	
⁽²²⁾ 1924	nil			nil	6	6	⁽²¹⁾	negligible		negligible	6	17,264	
KWANTUNG . . .	1920	33	Great Britain	33	nil	33	nil	nil		nil	33	687	
	⁽²³⁾ 1921	5		5	nil	5	nil	nil		nil	5	687	
	⁽²³⁾ 1922	7	Japan and Germany	7	nil	7	nil	nil		nil	7	687	
	⁽²³⁾ 1923	5	Japan	5	nil	5	nil	nil		nil	5	687	
	⁽²³⁾ 1924	17	Japan and Germany	17	nil	17	nil	nil		nil	17	687	
	NETHERLANDS . . .	1921	74	Germany	109					Italy	7		7,030
35			Great Britain										
1922		172	Great Britain	311						Italy	96		7,030
		79	Germany										
		60	Belgium										
1923		234	Great Britain	261						Switzerland	526		7,213
		14	Denmark										
		10	Germany										
		3	Other countries										
1924		131	Great Britain	262						Switzerland	308		7,213
	116	Switzerland											
	11	Germany											
	4	Other countries											
1925	169	Switzerland	266						Turkey	152		7,416	
	85	Great Britain											
	10	Germany											
	2	Other countries							Other countries	12			

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
NETHERLANDS EAST INDIES . . .	1920											49,161	
	1921	30		30								49,161	
	1922	46		46	nil	46	nil	nil		nil	46	49,161	
	1923	9	Netherlands	9	nil	9	nil	nil		nil	9	49,351	
	1924	3	Netherlands	3	nil	3	nil	nil		nil	3	49,351	
NEW ZEALAND . . .	1920												
	1921	16	Great Britain	16	nil	16	nil	nil		nil	16	1,218	
	1922	18	Great Britain	25	nil	25	nil	nil	nil		nil	25	1,218
		7	Australia										
	1923	31	Great Britain	38	nil	38	nil	nil	nil		nil	38	1,218
		7	Australia										
1924	15	Great Britain	22	nil	22	nil	negligible	negligible		negligible	22	1,218	
	7	Australia											
1925	14	Great Britain	24	nil	24	nil	negligible	negligible		negligible	24	1,415	
	10	Australia											
NORWAY	1920												
	1921												
	1922	19	Great Britain	53	nil	53	nil	nil	nil		nil	53	2,649
		15	Germany										
		11	Switzerland										
	1923	8	Other countries	48	nil	48	nil	nil	nil		nil	48	2,649
		32	Great Britain										
		7	Germany										
	1924	9	Other countries	54	nil	54	nil	nil	nil		nil	54	2,649
		34	Great Britain										
1925	9	Denmark	48	nil	48	nil	nil	nil		nil	48	2,763	
	11	Other countries											
	24	Great Britain											
	8	Denmark											
	8	Switzerland											
	5	Other countries											

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
POLAND	1920												
	1921	184		184	nil	184	nil	nil		nil	184	26,376	
	1922	130		130	nil	130	nil	nil		nil	130	26,376	
	1923	154		154	nil	154	nil	nil		nil	154	27,160	
	1924	309		309	nil	309	nil	nil		nil	309	27,160	
	1925	122		122	nil	122	nil	nil		nil	122	29,249	
ROUMANIA	1920												
	1921												
	1922	11		11	nil	11	nil	nil		nil	11	17,393	
	1923	16		16	nil	16	nil	nil		nil	16	17,393	
	1924	78		78								17,393	
SPAIN	1923	68		68								21,658	
SWEDEN	1920												
	1921												
	1922	155		155	nil	155	nil	negligible		negligible	155	5,954	
	1923	232		232	nil	332	nil	8		8	324	5,954	
	1924	42		42	nil	42	nil	nil		nil	42	5,903	
	1925	55		55	nil	55	nil	negligible		negligible	55	6,054	
SWITZERLAND	1920	3,228		3,228	450	3,678						3,880	
	1921				2,500							3,880	
	1922	2,087		2,087								3,880	
	1923	1,175		1,175								3,880	
	1924											3,880	
	(25) 1925	426 51 10 10	Germany Great Britain Denmark Netherlands	497					1,317 100 85 70 182	Japan Estonia Spain Turkey Other countries	1,754		3,880

III. MORPHINE AND SALTS OF MORPHINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus manufacture	Used in manufacture of heroin and other alkaloids	Exports (including re-exports)	Countries to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
UNION OF SOUTH AFRICA	1920												
	1921												
	1922	27		27	nil	27	nil	negligible		negligible	27	6,928	
	1923	44		44	nil	44	nil	negligible		negligible	44	6,928	
	1924	14		14	nil	14	nil	16		(*) 16		6,928	
	1925	20		20	nil	20	nil	negligible		negligible	20		
UNITED STATES OF AMERICA (*)	1920												
	1921	8	Great Britain	8	9,120	9,128		72		72		110,000	
	1922	43	Switzerland	60	5,207	5,267			26	Mexico	78		110,000
		14	Germany						11				
	1923	5	3	Great Britain	5	5,556	5,561		4	Porto-Rico	17		110,000
1924	nil			nil	(*) 2,712			4	Cuba	14		112,079	
								2					Canada
1925	nil			nil	(*) 3,001			8	Other countries				
								3					Cuba
								7	Other countries	12		116,257	
TOTALS OF FIGURES REPORTED FOR THE YEARS	1921				29,657			5,918					
	1922				16,311			5,787					
	1923				15,165			(*) 4,727					
	1924				13,641			(*) 4,411					
	1925				23,762			10,429					

III. MORPHINE AND SALTS OF MORPHINE (concluded)

- (¹) Period from October 1st, 1922, to December 30th, 1923.
(²) 105 kgs. returned to England by the Department of Customs and Excise.
(³) Danzig has hitherto given a total figure for morphine, cocaine and heroin. This figure was 1,535 kilos in 1921 and 304 kilos in 1922.
(⁴) Last quarter.
(⁵) Of these 8,620 kgs., 3,890 kgs. were manufactured into codeine and dionin.
(⁶) Statistics cannot be furnished; see note in Summary of Reports (O. C. 415).
(⁷) Salts of morphine.
(⁸) Includes morphine used in the manufacture of preparations containing morphine.
(⁹) Includes Irish Free State.
(¹⁰) Excludes Irish Free State.
(¹¹) Including 439 kgs. seized in Hong-Kong and brought to Great Britain for disposal, and 1,819 kgs. of crude morphine imported from India.
(¹²) Including 1,374 kgs. of crude morphine imported from India. Other remainder consisted mainly of former British exports returned for various reasons.
(¹³) Approximate figures of consumption, 1920 : 180 kgs. ; 1921 : 137 kgs. ; 1922 : 160 kgs. ; 1923 : 152 kgs.

- (¹⁴) November 1st, 1921, to October 31st, 1922.
(¹⁵) November 1st, 1922, to October 31st, 1923.
(¹⁶) November 1st, 1923, to October 31st, 1924 — including 1,840 kgs. of crude morphine.
(¹⁷) Second half of 1924 only.
(¹⁸) Quantity corresponds to quantities on import licences issued, not necessarily actually imported.
(¹⁹) Movements from Japan proper to Chosen, Formosa and Kwantung are recorded as imports into those territories but they are not considered or recorded as exports from Japan and Territories.
(²⁰) The drugs containing morphine such as solution, powder and tablets of pantopon, etc., in terms of morphine weight as indicated in the table, have been imported.
(²¹) In Japan proper and Chosen, a quantity of 2,617 kgs. in 1923, 1,466 kgs. in 1924, of morphine salts has been used for the manufacture of heroin salts, codeine and dionin.
(²²) These figures are included in those for Japan and Territories.
(²³) From August 1st to December 31st.
(²⁴) Including 15 kgs. of morphine exported to Paris, part of a seizure of 25 kgs. made in 1923.
(²⁵) Fiscal year ends June 30th. Year given corresponds to year in which fiscal year ends.
(²⁶) Figures represent sales by manufacturers, not necessarily amount manufactured.

IV. HEROIN AND SALTS OF HEROIN

(Weight given in kilogrammes throughout)

This table gives countries manufacturing heroin and countries whose imports or consumption equal 10 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
AUSTRALIA	1920											
	1921	87		87	nil	87	nil	negl.		negl.	87	5,426
	1922	11		11	nil	11	nil	1		1	10	5,426
	1923	33	Great Britain	33	nil	33	nil	1	New Zealand	1	32	5,426
	1924	24	Great Britain	24	nil	24	nil	1	New Zealand	1	23	5,874
AUSTRIA	1920											
	1921											
	1922	4	Germany	4	nil	4	nil	1		1	3	6,131
	(¹) 1923	50	Germany	54	nil	54	nil	31		31	23	6,131
		4	Great Britain									
	14	Great Britain		27	nil	27	nil	negl.		negl.	27	6,131
	13	Germany										
	29	Germany		48	nil	48	nil	negl.		negl.	48	6,535
	19	Great Britain										
BELGIUM	1920											
	1921											7,684
	1922	206		206				108		108		7,684
	1923	128	Germany					72		72		7,684
		2	Switzerland		130							
	17	Switzerland		19				58	Germany			7,684
	2	Great Britain						2	Other countries	60		
	7	Great Britain		13				2	Germany	2		7,684
	6	Other countries										
BRAZIL	1920											
	1921	negl.		negl.			nil					
	1922	19		19			nil					30,645
	1923											
CANADA	1920											
	1921											
	(²) 1922	65	Great Britain	85	nil	85		negl.		negl.	85	9,030
		20	U. S. A.									

IV. HEROIN AND SALTS OF HEROIN (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
CANADA (continued)	1923	48	Great Britain U. S. A.	50	nil	50		negl.		negl.	50	9,030
		2										
	1924	15	Great Britain	15	nil	15		negl.		negl.	15	9,030
CEYLON	1925	24	Great Britain Germany	(10) 28	nil	28		negl.		negl.	28	9,364
		4										
	1920									nil	negl.	4,504
	1921	negl.		negl.	nil	negl.	nil	nil		nil	negl.	
	1922											
	1923											
	1924	negl.		negl.	nil	negl.	nil	nil				4,504
	1925	negl.		negl.	nil	negl.	nil	nil		nil	negl.	4,862
FINLAND	1920											
	1921											
	1922											
	1923	40		40								3,364
	1924	10	Great Britain Germany	14	nil	14	nil	nil		nil	14	3,364
		4										
	1925	7	Great Britain Other countries	12	nil	12		nil		nil	12	3,364
		5										
FRANCE	1920											
	1921											
	1922	375		375				137		137		39,402
	1923	123	Great Britain Switzerland Germany Netherlands	320				207	Japan Guatemala Switzerland Argentina	207	344	39,402
		103						90				
		64						46				
		30						1				
	1924											39,402
GERMANY	1920											
	1921				1,140			907		907		59,857
	1922											
	(*) 1923											

IV. HEROIN AND SALTS OF HEROIN (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
GERMANY (continued)	(*) 1924							635	Switzerland	(*) 1,498		
								143	U. Soc. Sov. Rep.			
GREAT BRITAIN	1925	nil		nil	1,100	1,100		110	Persia	(*) 400	— 41	(*) 47,350
								107	China			
	94	Estonia										
	61	Danzig										
	62	Roumania										
	59	Italy										
	50	Japan										
	44	Hungary										
	24	Austria										
	17	Turkey										
	17	Syria										
	12	Brazil										
							63	Other countries				
1920								140	France			
1921	8	8		8	351	359		125	Italy			
								39	Spain			
							96	Other countries				
1922	nil	nil		nil	899	899	71	309	France			
								150	Spain			
							95	Italy				
							44	Canada				
							136	Other countries				
1923	85	85		85	328	413		130	France			
								55	Canada			
							31	Spain				
							29	Australia				
							98	Other countries				
1924	734	5	Hong-Kong Other countries	(*) 739	474	1,213		145	France			
								35	Australia			
								14	Austria			
								14	Canada			
								14	Spain			
							82	Other countries				

IV. HEROIN AND SALTS OF HEROIN (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
GREAT BRITAIN (continued) . . .	1925	4	Hong-Kong	4	340	344		76 25 23 21 16 10 10 55	France Austria Canada Australia Finland Italy Russia Other countries	236	108	(*) 44,200
HUNGARY	(*) 1920											7,980
	(*) 1921											7,980
	(*) 1922											7,980
	(*) 1923											7,980
	1924											8,209
	1925	96		96								8,365
ITALY	1920											
	1921	51		51								38,835
	1922	189		189								38,835
	1923											
	(*) 1924	50 17 10	Switzerland Germany Great Britain	77				negl.		negl.		38,835
	1925	92 80 10	Germany Switzerland Great Britain	(*) 182				1		1		40,548
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc. (12)	(12) 1921	1,102		1,102	2,846	3,948		4		4	3,944	77,674
	1922	381 14	U. S. A. Other countries	395	652	1,047		4		4	1,043	77,674
	1923	nil		nil	1,724	1,724	nil	nil		nil	1,724	77,674
	1924	nil		nil	1,481	1,481		negl.		negl.	1,481	77,674
CHOSEN (Korea) (13)	1920											17,264
	1921	12		12	7	19						17,264
	1922	9		9	9	18						17,264

IV. HEROIN AND SALTS OF HEROIN (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
JAPAN AND TERRITORIES (continued)												
CHOSEN (Korea) (12) (continued)	1923	2	Japan	2		3						17,264
	1924	nil		nil	nil	nil		nil		nil		17,264
FORMOSA (13)	1920											
	1921											
	1922	23		23	nil	23						3,655
	1923	23	Japan	23	nil	23						3,655
	1924	nil		nil	nil	nil		negl.		negl.		3,655
KWANTUNG	1920	125		125		125						687
	1921	2		2		2						
	1922	15		15		15						687
	1923	14	Japan	14		14						
	1924	11	Japan and Germany	11	nil	11		nil		nil		
NETHERLANDS	1921	1 1	Switzerland Germany	2				25 2	Belgium Other countries	27		7,030
	1922	19 1	Great Britain Other countries	20				25 20 12	Belgium Switzerland Other countries	57		7,030
	1923	5	Great Britain	5				25 18 10 3	Switzerland France Germany Other countries	56		7,213
	1924	1	Germany	1				20 10	Switzerland Other countries	30		7,213
	1925	204 5	Switzerland Germany	209				103 55 34 18 15 2	Turkey Japan Switzerland Austria Egypt Other countries	227		7,416
NEW ZEALAND	1920											
	1921	22 4	U. S. A. Great Britain	26	nil	26		nil		nil	26	1,218

IV. HEROIN AND SALTS OF HEROIN (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
NEW ZEALAND (continued) . .	1922	6	Great Britain	6	nil	6		nil		nil	6	1,218
	1923	11	Great Britain	11	nil	11		nil		nil	11	1,218
	1924	10	Great Britain	11	nil	11		nil		nil	11	1,218
		1	Australia									
	1925	5	Great Britain	5	nil	5		nil		nil	5	1,415
POLAND.	1920											
	1921	2		2	nil	2	nil	nil		nil	2	26,886
	1922											
	1923	23		23	nil	23	nil	nil		nil	23	27,193
	1924	7		7	nil	7	nil	nil		nil	7	27,193
	1925	8		8	nil	8	nil	nil		nil	8	29,249
SPAIN	1923	106		106								21,658
SWEDEN	1920											
	1921											
	1922	1		1	nil	1		nil		nil	1	5,904
	1923	15		15	nil	15		nil		nil	15	5,904
	1924	4		4	nil	4		nil		nil	4	5,904
	1925	3		3	nil	3		nil		nil	3	6,054
SWITZERLAND	1920					143						
	1921					774						3,880
	1922	356		356								3,880
	1923	651		651								3,880
	1924											3,880
	(¹⁴) 1925	1	S. C. S. (Kingdom of)	1				97 66 56 30 11	Turkey Netherlands France Italy Other countries	260		3,880

IV. HEROIN AND SALTS OF HEROIN (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Used in manufacture of preparations	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
UNITED STATES OF AMERICA ⁽¹⁾	1920	kgs.		kgs.	kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	kgs.
	1921	negl.		negl.	472	472		11		11	461	110,000
	1922	8	Switzerland	8	510	518		15 16	Mexico Other countries	31	487	110,000
	1923	nil		nil	880	880		3 9	Porto Rico Other countries	12	368	110,000
	1924	nil		nil	⁽¹⁴⁾ 502			5 5	Great Britain Other countries	10		112,079
	1925	nil		nil	⁽¹⁴⁾ 154			8 4	India Other countries	12		116,257
	TOTALS OF FIGURES REPORTED FOR THE YEARS	1921 1922 1923 1924 1925				5,585 2,061 2,932 2,457 1,594						

(1) October 1st to December 31st, 1923.
 (2) Imports include a certain amount of transit.
 (3) Statistics cannot be furnished; see note in Summary of Reports. O.C. 415.
 (4) Heroin and Salts of Heroin.
 (5) Includes Irish Free State.
 (6) Excludes Irish Free State.
 (7) Including 734 kgs. seized in Hong-Kong and brought to Great Britain for disposal.
 (8) Approximate figures for consumption: 1920: 19 kgs.; 1921: 10 kgs.; 1922: 12 kgs.; 1923: 18 kgs.
 (9) Second half of 1924 only.

(10) Quantity corresponds to quantities on import licences issued, not necessarily actually imported.
 (11) Of the heroin manufactured, 1,934 kgs. were manufactured from crude morphine imported from Formosa, which is not shown under morphia imports. Seizures during the year amounted to 99 lbs. Exports include 36 kgs. of heroin hydrochloride for Japanese colonies.
 (12) Movements from Japan proper to Chosen, Formosa and Kwantung are recorded as imports into those territories, but they are not considered or recorded as exports from Japan and territories.
 (13) These figures are included in those for Japan and territories.
 (14) August 1st to December 31st.
 (15) Fiscal year ends June 30th. Year given corresponds to year in which fiscal year ends.
 (16) Figures represent sales by manufacturers, not necessarily amount manufactured.

V. COCA LEAVES

(Weight given in kilogrammes throughout)

This table gives countries producing, importing or exporting 500 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated : Hectares (¹)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
BELGIUM	1920												
	1921												7,684
	1922	916		916	nil	nil	916	nil		nil	916		7,684
	1923	241		241	nil	nil	241	nil		nil	241		7,684
	1924	149		149	nil	nil	149	nil		nil	149		7,684
	1925	315		315	nil	nil	315	nil		nil	315		7,684
BOLIVIA	1920												
	1921					(*) 5,000,000	5,000,000	315,628 57,500 208 84	Argentine Chile Germany Great Britain	373,420			2,889
	1922					(*) 5,000,000	5,000,000	278,817 35,705 531	Argentine Chile Germany	315,053			2,889
	1923							312,554 30,052	Argentine Chile	342,606			
CHILE	1923	242,000		242,000									3,754
FORMOSA	1922				201								3,655
	1923				51								3,655
	1924				277								3,655
GERMANY	1920												
	1921	558,000		558,000	nil	nil	558,000						59,857
	1922												
	(*) 1923												
	(*) 1924												
GREAT BRITAIN . . .	1923	800		800	nil	nil	800	48,240 4,165 681	France Germany Other countries	53,086		nil	(*) 44,200

V. COCA LEAVES (continued)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Countries	Year	Imports	From	Total Imports	Surface cultivated : Hectares (*)	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands	
		kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.		
GREAT BRITAIN . . . (continued)	1924	40		40	nil	nil	40	36,192 3,511 555 541	France Germany Russia Other countries	40,799			(*) 44,200	
	1925	nil		nil	nil	nil	nil	5,711 4,901 1,002 459	Germany France Russia Other countries	12,073			(*) 44,200	
JAVA	1920													
	1921				(*) 1,400			677,000 5,000 455,000	Netherlands Singapore Japan	1,137,000			34,984	
	1922				(*) 1,400			903,290 656 1,250 378,307	Netherlands Germany Spain Japan	1,283,503		nil	34,984	
	1923				(*) 1,600			505,665 3,408 8,800 25,843 363,619	Netherlands " à ordre Germany U.S.A. Japan	907,335			34,984	
	1924				(*) 2,112	1,071,485		786,000 5,000 53,000 274,000	Netherlands " à ordre Germany Japan	1,118,000		nil	34,984	
	1920					(*)		453,067			453,067			4,634
	1921							87,849			87,849			4,634
PERU	1922							124,357		124,357			4,634	
	1923							907,335		907,335			4,634	
	1920												3,880	
	1921	28,100		28,100	nil	nil	28,100						3,880	
	1922												3,880	
SWITZERLAND	1923												3,880	
	1924												3,880	
	(*) 1925	135		135	nil	nil	135						3,918	

V. COCA LEAVES (concluded)
(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	13	14
Countries	Year	Imports	From	Total Imports	Surface cultivated: Hectares ⁽¹⁾	Locally produced	Imports plus production	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption or manufacture of cocaine	Used in manufacture of cocaine	Population in thousands
UNITED STATES OF AMERICA ^(*)	1920	kgs.		kgs.		kgs.	kgs.	kgs.		kgs.	kgs.	kgs.	
	1921	175,998		175,998	nil	nil	175,998	432		432	175,566		110,000
	1922	14,995 10	Peru Germany	15,005	nil	nil	15,005	129 47 41 58	Cuba Australia Canada Other countries	275	14,730		110,000
	1923	132,200		132,200	nil	nil	132,200	168 33	Cuba Other countries	201	131,999		110,000
	1924	2,230 26,348 66,349	Netherlands Neth. E. Indies Peru	94,927	nil	nil	94,927						112,079
	1925	49,958	Peru	49,958	nil	nil	49,958						116,257
TOTALS OF FIGURES REPORTED FOR THE YEARS	1921 1922 1923 1924 1925				1,400 1,601 1,651 2,389	5,000,000 5,000,000							

(1) 1 hectare = 2.471 acres.
 (*) Figures given for production are admittedly approximate. They are stated to be based on the production of La Paz, i.e., 7,500,000 Spanish pounds, which has been calculated as being more than three-quarters the total production of Bolivia.
 (**) Statistics cannot be furnished; see note in Summary of Reports, O.C. 415.

(*) Excludes Irish Free State.
 (b) Excluding plantations along roads, in the form of hedges, and so on.
 (c) Production in 1880 and 1883 estimated at 10,000,000 kgs.
 (d) August 1st to December 31st.
 (e) Fiscal year ends June 30th. Year given corresponds to year in which fiscal year ends.

VI. COCAINE AND SALTS OF COCAINE

(Weight given in kilogrammes throughout)

This table gives countries manufacturing, importing, exporting or consuming 10 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
ARGENTINE	1920										
	1921	119		119							8,698
	1922	122		122							8,698
	1923	195		195							8,698
AUSTRALIA	1920										
	1921	81		81	nil	81	nil		nil	81	5,426
	1922	109		109	nil	109	nil		nil	109	5,426
	1923										
	1924	59 37 21 2	Great Britain Netherlands France Other countries	119	nil	119	negligible		negligible	119	5,874
AUSTRIA	1920										
	1921										
	1922	379 27 5	Germany Switzerland Netherlands	411	nil	411	251		251	160	6,131
	(1) 1923	395 63 10 8	Germany Netherlands Great Britain Other countries	476	nil	476	141		141	335	6,131
	1924	246 27 12 5	Germany Netherlands Hungary Switzerland	290	nil	290	10 4	Switzerland Other countries	14	276	6,131
	1925	96 10	Germany Netherlands	106	nil	106	6	Roumania	6	100	6,535
BELGIUM	1920										
	1921										7,684
	1922	407		407			346		346		7,684
	1923	53 12 8	Germany Netherlands Other countries	73			58		58		7,684
	1924	40 15 7	Germany Netherlands Switzerland	62			16		16		7,684

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12																																																																																																																																																																																																												
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands																																																																																																																																																																																																												
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.																																																																																																																																																																																																													
BELGIUM (continued) . . .	1925	63	Germany Other countries	77			10	Netherlands Other countries	21		7,812																																																																																																																																																																																																												
		14					11					BRAZIL	1920										30,645	1921	29		29							30,645	1922	139		139							30,645	1923											CANADA	1920											1921												1922	26	Great Britain U. S. A. France Netherlands	93	nil	93	negligible		negligible	93	9,030	19	24	24		1923	19	Great Britain Netherlands France U. S. A.	48	nil	48	negligible		negligible	48	9,030	17	10		1924	2	Germany Netherlands Other countries	42	nil	42	2	Germany	(*) 2	40	9,030	24	13		1925	5	Germany Netherlands Great Britain	70	nil	70	negligible		negligible	70	9,364	63	5	CHILE	1923	21		21	nil	21	nil		nil	21	3,754	CUBA	1923	25		25	nil	25	nil		nil	25	3,754	CZECHOSLOVAKIA	1920										13,595	1921											1922											1923	79	Netherlands Germany Other countries	94	nil		94	nil		nil	94	13,595	14	1924	1	Germany Netherlands Other countries	125	nil		137	nil
BRAZIL	1920										30,645																																																																																																																																																																																																												
	1921	29		29							30,645																																																																																																																																																																																																												
	1922	139		139							30,645																																																																																																																																																																																																												
	1923																																																																																																																																																																																																																						
CANADA	1920																																																																																																																																																																																																																						
	1921																																																																																																																																																																																																																						
	1922	26	Great Britain U. S. A. France Netherlands	93	nil	93	negligible		negligible	93	9,030																																																																																																																																																																																																												
		19																																																																																																																																																																																																																					
		24																																																																																																																																																																																																																					
		24																																																																																																																																																																																																																					
	1923	19	Great Britain Netherlands France U. S. A.	48	nil	48	negligible		negligible	48	9,030																																																																																																																																																																																																												
		17																																																																																																																																																																																																																					
		10																																																																																																																																																																																																																					
	1924	2	Germany Netherlands Other countries	42	nil	42	2	Germany	(*) 2	40	9,030																																																																																																																																																																																																												
		24																																																																																																																																																																																																																					
		13																																																																																																																																																																																																																					
	1925	5	Germany Netherlands Great Britain	70	nil	70	negligible		negligible	70	9,364																																																																																																																																																																																																												
		63																																																																																																																																																																																																																					
		5																																																																																																																																																																																																																					
CHILE	1923	21		21	nil	21	nil		nil	21	3,754																																																																																																																																																																																																												
CUBA	1923	25		25	nil	25	nil		nil	25	3,754																																																																																																																																																																																																												
CZECHOSLOVAKIA	1920										13,595																																																																																																																																																																																																												
	1921																																																																																																																																																																																																																						
	1922																																																																																																																																																																																																																						
	1923	79	Netherlands Germany Other countries	94	nil		94	nil		nil	94	13,595																																																																																																																																																																																																											
		14																																																																																																																																																																																																																					
1924	1	Germany Netherlands Other countries	125	nil		137	nil		nil	125]	13,595																																																																																																																																																																																																												
1924	62																																																																																																																																																																																																																						
	60																																																																																																																																																																																																																						
		3																																																																																																																																																																																																																					

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
CZECHOSLOVAKIA (continued)	1925	54	Germany Netherlands Other countries	74	nil	74	nil		nil	74	14,244
		17									
		3									
DANZIG	1923	11	Germany	11	nil	11	6		6	5	340
	1924	21	Germany	21	nil	21	10	Russia	10	11	340
	1925	11	Germany	11	nil	11	32 10	Great Britain Russia	42		384
DENMARK	1920										
	1921										
	(*) 1922	5		5	nil	5	negligible		negligible	5	3,289
	1923	14	Germany	14	nil	14	4		4	10	3,289
	1924	27 1	Germany Other countries	28	nil	28	4 2	Sweden Other countries	6	22	3,289
ESTONIA	1925	4	Great Britain Germany Netherlands	11	nil	11	2 1	Norway Other countries	3	8	3,420
		5									
		2									
FINLAND	1920										
	1921										
	1922	25		25			1		1		1,750
	1923	30		30							1,750
	1924	21		21			nil		nil		1,750
FRANCE	1925	31		31			nil		nil		1,107
	1920										
	1921										
	1922				nil						3,335
	1923	42		42	nil	42					3,364
	1924	6 10	Germany Other countries	16	nil	16	nil		nil	16	3,364
FRANCE	1925	39 2	Germany Other countries	41	nil	41	nil		nil	41	3,495
	1920	718		718			2,578		2,578		39,402
	1921	855		855			738		738		39,402

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
FRANCE (continued) . . .	1922						214		214		39,402	
	1923	189	Netherlands	236			70	Réunion I.	176		39,402	
		47	Switzerland				60	Cuba				
	1924	189	Netherlands	229				34	Guatemala	23		39,210
		33	Switzerland					12	Other countries			
7		Other countries	10					Cuba				
1925	37	Switzerland	61				10	Asiatic countries	194		39,870	
	24	Netherlands					3	Syria				
GERMANY	1920				6,302	6,302			5,291		59,857	
	1921											
	1922											
	(*) 1923											
	(*) 1924											
	1925	78	Netherlands	(*) 78	3,300	3,378		644	Switzerland	(*) 3,132	246	63,319
								559	U. Soc. Sov. Rep.			
							256	Spain				
							201	Brazil				
							167	Great Britain				
							153	Argentina				
							138	Estonia				
							137	Italy				
							108	Austria				
							65	Belgium				
							63	Canada				
							54	Poland				
							50	Roumania				
							49	Lithuania				
							48	Mexico				
						41	Czechoslovakia					
						36	Finland					
						35	Sweden					
						33	Cuba					
						30	Turkey					
						29	Syria					
						27	Hungary					
						23	S. C. S. (Kingdom of)					
						20	Netherlands					
						19	Uruguay					
						15	Bulgaria					
						15	Colombia					
						15	Memel					
						13	Chile					
						10	India					
						79	Other countries					

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
GREAT BRITAIN (*) . . .	1920						235	France				
	1921	705			705	nil	705	105	Netherlands	539	166	
								53	Australia			
								23	Egypt			
								16	Canada			
								107	Other countries			
	1922	210			210	nil	210	372	France	622	—	412
								66	Netherlands			
								39	Australia			
								32	Canada			
21								India				
1923	351			351	nil	351	92	Other countries	145	206	(*) 44,200	
							37	Australia				
							18	Canada				
							90	Other countries				
							1924	212				Netherlands
146	Germany											
48	France											
10	Belgium											
3	Other countries											
1925	167	Germany	427	nil	427		25	Australia	130	297	(*) 44,200	
							162	Netherlands				
							52	France				
							32	Danzig				
							10	Belgium				
	4	Other countries										
HUNGARY *	1920-1923										7,980	
	1924										8,209	
	1925	27		27							8,365	
INDIA	1920	3		3	nil	3	nil		nil	3	319,075	
	1921	21		(10) 21	nil	21					319,075	
	1922				nil						319,075	
	1923	39		39	nil	39					319,075	
	1924	21		21	nil	21					319,075	

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
INDO-CHINA	1920	kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
	1921	31		31	nil	31	nil		nil	31	20,000
	1922										
	1923	negl.		negligible	nil	negligible	nil		nil	negligible	20,000
	1924										
ITALY	1920										
	1921	827		827							36,120
	1922	551		551							38,835
	1923										
	(11) 1924	68 22 10	Germany Switzerland France	100				negligible		negligible	
1925	161 55 2	Germany Switzerland Other countries	(12) 218								40,548
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.) (13)	1920										
	1921	2,063		2,063	2,324	4,387	18		18	4,369	77,005
	1922	86 56 39 14	Germany Great Britain France Netherlands	195	3,680	3,875	10		10	3,865	77,005
	1923	nil		nil	(14) 3,313	3,313	5		(15) 5	3,308	77,674
	1924	nil		nil	(16) 1,479	1,479	7		7	1,472	77,674
CHOSEN (Korea) . . .	1920										
	1921	32 5	Japan Netherlands	37	nil	37	nil		nil	(17) 37	17,264
	1922	36 5 4	Japan Netherlands China	45	nil	45	nil		nil	(17) 45	17,264
	1923	19	Japan	19	nil	19	negligible		negligible	(17) 19	17,264
	1924	nil		nil	nil	nil	nil	negligible	negligible	nil	17,264

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
FORMOSA	1920										3,655
	1921										3,655
	1922	27	Japan	27	nil	27	nil		nil	(17) 27	3,655
	1923	24	Japan	24	nil	24	1		1	(17) 23	3,655
	1924			nil	nil	nil	nil		nil	nil	3,655
KWANTUNG	1920			65	nil	65	nil		nil	65	687
	1921		Japan	19	nil	19	nil		nil	(17) 19	687
	1922	8	Japan	8	nil	8	nil		nil	(17) 8	687
	1923	32	Japan	32	nil	32	nil		nil	(17) 32	687
	1924	15	Japan and Germany	15	nil	15	nil		nil	(17) 15	687
LATVIA	1925	6		6			12		12		1,845
NETHERLANDS	1921	160 107 52 15 3	Germany Great Britain U. S. A. Sweden Other countries	337			463 414 318 75 60 185	Great Britain France Italy Belgium Japan Other countries	1,515		7,030
	1922	81 80 60 3	Germany Belgium Great Britain Other countries	224			166 152 143 137 122 102 57 272	France Belgium Italy Switzerland Great Britain Mexico Syria Other countries	1,151		7,030
	1923	45 13 8 5	Germany Belgium Greece Other countries	71			215 200 184 151 131 53 223	Japan Switzerland Great Britain France Czechoslovakia Austria Other countries	1,157		7,213
	1924	67 15 5 2	Germany Belgium Peru Other countries	89			298 228 114 75 60 31 125	Switzerland Great Britain France Czechoslovakia Australia Germany Other countries	931		7,213

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
NETHERLANDS (continued)	1925	116	Switzerland Germany Other countries	133			441 285 146 73 34 27 70	Germany Switzerland Great Britain Australia Czechoslovakia France Other countries	1,076		7,416	
		16 1										
NETHERLANDS EAST INDIES	1920										49,161	
	1921	28		28	nil	28					49,161	
	1922	11 1	Netherlands Other countries	12	nil	12					49,161	
	1923	8 2	Netherlands Germany	10	nil	10					49,351	
	1924	9 2	Netherlands Germany	11	nil	11					49,351	
NEW ZEALAND	1920											
	1921	8	Great Britain	8	nil	8	nil		nil	8	1,218	
	1922	12 6	Great Britain Other countries	18	nil	18	nil		nil	18	1,218	
	1923	11 3 1	Great Britain Australia Other countries	15	nil	15	nil		nil	15	1,218	
	1924	6 3 2 2	Great Britain Australia France Other countries	13	nil	13						1,218
	1925	11 3 1 1	Great Britain Australia France Germany	16	nil	16	negligible		negligible	16	1,415	
NORWAY	1920											
	1921											
	1922	4 5	Netherlands Other countries	9	nil	9	nil		nil	9	2,649	
	1923	7 5 2	Netherlands Germany Other countries	14	nil	14					2,649	

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
		kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.	
NORWAY (continued) . .	1924	8		8	nil	8					2,649
	1925	5 4 3 1	Switzerland Germany Denmark Other countries	13	nil	13					2,763
POLAND	1920										
	1921	84		84	nil	84	nil		nil	84	26,886
	1922										
	1923	117		117	nil	117	nil		nil	117	27,160
	1924	69		69	nil	69	nil		nil	69	27,160
	1925	67		67	nil	67	nil		nil	67	29,249
ROUMANIA	1920										
	1921										
	1922	30		30	nil	30	nil		nil	30	17,393
	1923	15		15	nil	15	nil		nil	15	17,393
	1924	24		24	nil	24	nil		nil	24	17,393
SPAIN	1923	25		25							21,658
SWEDEN	1920										
	1921										
	1922	125		125	nil	125	negligible		negligible	125	5,954
	1923	41		41	nil	41					5,954
	1924	19		19	nil	19					5,903
	1925	55		55	nil	55					6,054
SWITZERLAND	1920	892		892	321	1,213					3,880
	1921	881		881	732	1,613					3,880
	1922	997		997	391	1,388					3,880
	1923	551		551	186	737					3,880
	1924										3,880
	(*) 1925	83 57	Netherlands Great Britain	140			31 25 19 43	Spain Italy Sweden Other countries	118		3,880

VI. COCAINE AND SALTS OF COCAINE (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9	10	11	12	
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands	
UNION OF SOUTH AFRICA	1920	kgs.		kgs.	kgs.	kgs.	kgs.		kgs.	kgs.		
	1921											
	1922	4		4	nil	4	negligible		negligible	4	6,928	
	1923	14		14	nil	14	negligible		negligible	14	6,928	
	1924	14		14	nil	14	negligible		negligible	14	6,928	
UNITED STATES OF AMERICA ⁽¹⁾	1925	20		20	nil	20	negligible		negligible	20	6,928	
	1920											
	1921	negl.		negligible	2,311	2,311			225	2,086	110,000	
	1922	127			127	1,656	1,783	22	Canada	96	1,687	110,000
								14	Japan			
	1923	71			71	1,623	1,694	14	Russia	30	1,664	110,000
								46	Other countries			
	1924	nil			nil	⁽²⁾ 892		11	Cuba	11		112,079
								7	Canada			
	1925	nil			nil	⁽²⁾ 1,026		12	Other countries	6		116,257
2								Cuba				
							7	Great Britain				
							4	Other countries				
URUGUAY ⁽²⁾	1921											
	1922	18		18							1,407	
	1923											
TOTALS OF FIGURES REPORTED FOR THE YEARS	1921				11,669							
	1922				5,727							
	1923				5,122							
	1924				2,371							
	1925				4,326							

VI. COCAINE AND SALTS OF COCAINE (concluded)

- (¹) Figures for the period October 1st, 1922, to December 30th, 1923.
(²) 2 kgs. have been returned to Germany.
(³) Last quarter.
(⁴) Statistics cannot be furnished ; see note in Summary of Reports (O. C. 415).
(⁵) Salts of cocaine.
(⁶) No direct manufacture or refining carried out in the United Kingdom.
(⁷) Includes Irish Free State.
(⁸) Excludes Irish Free State.
(⁹) Approximate figures for consumption : 1920 : 46 kgs. ; 1921 : 50 kgs. ; 1922 : 40 kgs. ; 1923 : 48 kgs.
(¹⁰) Fiscal year 1920-1921 (April 1st, 1920, to March 31st, 1921).
(¹¹) Second half of 1924 only.
(¹²) Quantity corresponds to quantities on import licences issued not necessarily actually imported.
(¹³) Movements from Japan proper to Chosen, Formosa and Kwantung are recorded as imports into those territories, but they are not considered or recorded as exports from Japan and Territories.

(¹⁴) In 1923, 1,874 kgs. of crude cocaine were imported for the manufacture of this quantity. This quantity of crude cocaine was a part of the raw material from which the 3,313 kgs. of cocaine were manufactured.

(¹⁵) The exports were as follows : 3 kgs. 851 from Japan proper to China ; 1 kg. 360 from Formosa to a hospital in China under the management of the Government of Formosa, and 0 kg. 040 to Russia.

(¹⁶) A part of this quantity was manufactured with the raw cocaine imported. See Table VIa.

(¹⁷) These figures are included in those for Japan and dependencies, column 11.

(¹⁸) August 1st to December 31st.

(¹⁹) Fiscal year ends June 30th. Year given corresponds to year in which fiscal year ends.

(²⁰) Figures represent sales by manufacturers, not necessarily amount manufactured.

(²¹) Average for the years 1921, 1922, 1923.

NOTE. — In 1924 Greece and French West Africa each consumed 10 kgs. of cocaine.

VI a. CRUDE COCAINE

(Weight given in kilogrammes throughout)

This table gives countries manufacturing, importing, exporting or consuming 10 kilogrammes or more.

1	2	3	4	5	6	7	8	9	10	11	12
Countries	Year	Imports	From	Total Imports	Manufacture	Imports plus Manufacture	Exports (including re-exports)	Country to which exported	Total Exports (including re-exports)	Available for internal consumption	Population in thousands
AUSTRALIA	1924	kgs. 52	Great Britain	kgs. 52	kgs. nil	kgs. 52	kgs. nil		kgs. nil		5,874
FRANCE	1920										39,402
	1921										
	1922										
	1923	137 88 50 1	Great Britain Netherlands Peru U. S. A.	276							39,402
	1924	826	Peru	826							39,870
	1925	667 71	Peru Germany	738							
GERMANY	1920										59,857
	1921	51	Peru	51							
	1922										
	(¹) 1923										
	(¹) 1924										
	1925	259 380	Netherlands Peru	639			123 72 20 5	Switzerland France Japan Other countries	220		63,319
GREAT BRITAIN	(²) 1921										(³) 44,200
	1922	nil		nil			(²) 57 1	France Other countries	(²) 58		(³) 44,200
	1923	negl.		negl.							(³) 44,200
	1924	nil		nil			nil		nil		(³) 44,200
	1925	nil		nil			nil		nil		
JAPAN AND TERRITORIES (including Chosen, Formosa, Kwantung, etc.)	1920										77,674
	1921	1,530		1,530							77,674
	1922	1,014		1,014							77,674
	1923	1,874		1,874							77,674
	1924	1,024		1,024							77,674

(¹) Statistics cannot be furnished; see note in Summary of Reports, O.C. 415.

(²) Distinction between crude and refined cocaine not made.

(³) Excludes Irish Free State.

PART II.
PREPARED OPIUM STATISTICS
(Weight given in kilogrammes throughout)

This table gives countries where the use of prepared opium is still permitted.

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
BRITISH NORTH BORNEO	1920	kgs. 8,435	kgs. 8,435	kgs. 7,712		20,700	(1)	(1) Smokers not registered.
	1921			5,124	258	21,100		(2) 5,911 kgs. raw opium were used for manufacture of prepared opium. As the origin of this opium was not given, it was not possible to calculate the exact quantity of prepared opium in 1923.
	1922			4,396		21,500		
	1923	(2)		4,209		21,800		
	1924	(3)		4,137				(3) 5,459 kgs. of raw opium were used for the manufacture of prepared opium.
	1925	(4)		4,571		258		(4) 5,938 kgs. of raw opium were used for the manufacture of prepared opium.
BRUNEI	1920							(5) The sale of prepared opium in the district of Muara is not taken into account.
	1921					884		
	1922			178	40			(6) The increase is due to a large influx of Chinese labour for work on rubber estates and a new oil-field.
	1923			(6) 225				
	(7) 1924			(6) 336				(7) Including Muara District formerly not reported or accounted.
BURMA	1920			(6) 41,924	13,000		5,405	(8) The increase is due to the continual influx of Chinese labour into the Belait District.
	1921			37,946				
	1922			(10) 30,778				
	1923			(11)				(9) No statistics as to quantity used ; statistics refer to Excise opium issued to retailers for ultimate preparations. The figures recorded in column 5 have been considered as representing prepared opium, although the Report of the Administration of the Excise Department does not qualify it as prepared opium.
	1924			(11)			(12)	(10) From April 1st, 1922, to March 31st, 1923.
CEYLON	1920			323			780	
	1921	636	3,818	306	4,504	688	688	(11) Sale of prepared opium prohibited ; quantity of raw opium prepared by consumers unknown.
	1922	340		288		674	674	
	1923	302		256			666	
	1924	219		210			(13) 643	(12) The number of Chinese consumers of opium in Burma is estimated to be 16,988. Registered Burman consumers were 14,049 in 1912 ; in 1924 this number had fallen to 1,144.
	1925	193		196		4,862	(14) 622	(13) Total number of consumers (smokers and eaters) using opium, 1910 : 24,205 ; 1920 : 11,842 ; 1921 : 10,645 ; 1922 : 9,908 ; 1923 : 8,647 ; 1924 : 8,323 ; 1925 : 7,792.
CHINA (14)	1920				436,094			(14) No legitimate trade. Amount of illicit consumption unknown.
	1921							
	1922							
	1923							
	1924							

PREPARED OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
FORMOSA	1920	kgs. 65,443	kgs. 65,443	kgs. 66,517	3,654		49,036	(15) Adult male population not known. Total Chinese population at the end of 1922 : 27,066. (16) 33,965 men, 5,498 women. (17) Number of smokers given approximately. 1922 : 7,840 ; 1923 : 8,780. (18) Number of smokers presumably estimated. Consumption reduced from 136,300 kgs. in 1916. (19) Quantities of opium placed on the market by the monopoly : 64,510 kgs. prepared opium and 9,408 kgs. raw opium. In Kwang-Chow-Wan 41,362 kgs. raw opium and 10,660 kgs. prepared opium have been placed on the market. (20) Quantities of opium placed on the market by the monopoly, in the five countries of the Union: 66,492 kgs. prepared opium and 37,800 kgs. raw opium. In Kwang-Chow-Wan 780 kgs. prepared opium have been placed on the market. (21) Licit consumption decreased by 7,426 kgs. in the five countries of the Union in 1924 ; by 7,072 in 1925. (22) The total sales of prepared opium by the Monopoly Authorities (Régie) in the whole of Indo-China in 1925, were 60,200 kgs. (as against 67,272 in 1924), being 58,464 kgs. for the five districts of the Union and 1,736 kgs. for the territory of Kwang-Chow-Wan. (23) Chinese population. (24) About 50 per cent of Chinese population estimated in 1924 to 1,000,000. (25) Figures calculated assuming that 40 per cent in weight is lost preparing chandu from raw Indian opium. (26) No prepared opium is manufactured by the Government, nor is manufacture by private persons for sale permitted. Prepared opium can only be made by private individuals (within the limits of legal possession) for their own use
	1921			52,838			45,832	
	1922			54,166		(16)	42,923	
	1923				48,126	3,643	(17) 39,463	
	1924				44,230	3,807	37,286	
FRENCH INDIA	1920							
	1921			524				
	1922			524	263		(17)	
	1923			516				
	1924			516				
	1925					276		
FRENCH INDO-CHINA	1920	53,616	53,616	63,000	20,000		(18) 110,000	
	1921			73,211				
	1922			68,254				
	1923		(19)					
	1924		(20)	(21)				
	1925			(21) (22)				
HONG-KONG	1920	10,975	10,975	11,127	(23) 635	(24)	(1)	
	1921	10,205	10,205	9,934	675			
	1922	(25) 11,887	11,887	13,999	705			
	1923	(25) 8,072	8,072	14,520	1,000			
	1924	(25) 10,995	10,995	13,288	1,000			
	1925	(25) 7,635	7,635	8,826	1,000			
	1926							
INDIA (26)	1920				319,075			
	1921							
	1922							
	1923							
	1924							

PREPARED OPIUM STATISTICS (continued)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
IRAQ	1924	kgs.	kgs.	kgs.				(27) Including 551 kgs. "sukhta" (dross) in 1924, 187 kgs. in 1925. All stocks of "sukhta" opium in the country are being recalled and destroyed. The possession of "sukhta" opium or other opium dross has been prohibited.
	(28) 1925			(27) 1,484 (27) 1,093				
KWANTUNG	1920	8,161			600	216,745	(29) 2,808	(29) Quantity imported for consumption: 542 kgs. opium "lula" (or "Kalam") meaning a pen or sticks and 332 kgs. "sukhta" (dross). (30) All the smokers are Chinese. (30) The quantity of raw opium used for the manufacture of prepared opium amounts to 14,464 kgs. in 1923, to 17,328 in 1924. (31) It has been assumed that each chest of raw opium yields 40 kgs. of prepared opium. The export is authorised and is said to have been to Chile. (32) The difference between the figures of local manufacture and the amount available for internal consumption is due to the fact that 9,600 kgs. were exported from Macao. (33) It has been assumed that each chest of raw opium yields 40 kgs. of prepared opium. The difference between the figures of manufacture and the amount available for internal consumption is due to the fact that 2,353 kgs. prepared opium were exported to Paraguay. (34) The prepared opium consumed is manufactured at the Singapore Government Factory and supplied by the Singapore Monopoly Department. (35) Quantity sold for consumption. (36) The consumption was increasing only in Perlis and Kedah owing to the influx of Chinese following the revival of tin and rubber and general improvement of trade. (37) Total number of Chinese population according to 1921 census was 876,000. (38) Number of consumers unknown. (39) Total number of Chinese population: 809,647.
	1921			8,636			2,430	
	1922							
	1923	(30)						
	1924	(30)						
MACAO.	(31) 1920	20,500	(32) 10,900	10,622	74			
	1921							
	1922							
	(32) 1924	10,440	8,087	5,438	120			
MALAY STATES (FEDERATED) (33) . .	1920			59,708				
	1921			37,390	1,036	298,566		
	1922			32,140				
	1923			38,072				
	1924			(33) 38,771				
MALAY STATES (UNFEDERATED) (34) .	1920			37,724				
	1921			23,641	984	121,809		
	1922			20,364				
	1923			23,483				
	1924			(34) 22,815				
NETHERLANDS EAST INDIES.	1920	126,817	126,817	100,665	49,161			
	1921			83,399		(37)	(38)	
	1922			64,450				
	1923			53,534	49,351		142,730	
	1924			50,341	49,351	(39)	133,512	

PREPARED OPIUM STATISTICS (concluded)

(Weight given in kilogrammes throughout)

1	2	3	4	5	6	7	8	9
Countries	Year	Locally manufactured	Available for internal consumption	Actually consumed	Population (in thousands)	Adult Chinese male population	Number of registered smokers	Remarks
SARAWAK	(40) 1924	kgs. (41)	kgs.	kgs. 2,611			(10) 4,724	<p>(40) Period July 1st to December 31st, 1924. The rights under the " Farms system " were transferred to the Government as from July 1st, 1924.</p> <p>(41) 3,786 kgs. of raw opium were used for the manufacture of prepared opium.</p> <p>(42) Number of Chinese residents in 1920 : 260,194.</p> <p>(43) From April 1st, 1920, to March 31st, 1921.</p> <p>(44) Number of smokers is estimated at 200,000. The figures for consumption represent the amount of opium sold for smoking or consumption.</p> <p>(45) From April 1st, 1921, to March 31st, 1922.</p> <p>(46) From April 1st, 1922, to March 31st, 1923.</p> <p>(47) Siam statistics now established according to the calendar year.</p> <p>(48) The figures for 1924 are for the calendar year and replace those given previously for the Buddhist Era.</p> <p>(49) Including the prepared opium manufactured for use in the Malay States, as well as for use in the Colony itself.</p> <p>(50) Quantity of prepared opium sold for consumption in the Colony. This figure does not include direct sales to the Malay States.</p>
SIAM	1920				9,121	(42)	(44)	
	(42) 1921	70,054	70,054	58,484				
	(43) 1922	57,418	57,418	50,160				
	(44) 1923	48,169	48,169	47,097				
	(45) 1923			(35) 50,779			(1)	
	(46) 1924			(36) 51,589			(1)	
STRAITS SETTLEMENTS	1920	168,144	72,000	68,638	881	244,600	(1)	
	1921	126,612	(47) 126,612	57,392		247,846		
	1922	109,152	(48) 109,152	51,492				
	1923	110,847	(49) 110,847	(50) 50,246				
	1924	102,533	(51) 102,533	(52) 44,721				

Geneva, October 8th, 1927.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS -

REPORT TO THE COUNCIL ON THE WORK OF THE
TENTH (EXTRAORDINARY) SESSION OF THE COMMITTEE.

Held at Geneva from September 28th to October 8th, 1927

The Advisory Committee on the Traffic in Opium and Other Dangerous Drugs has the honour to present to the Council a report on the proceedings of its tenth (extraordinary) session, held at Geneva from September 28th to October 8th, 1927. This extraordinary session was convoked by the Chairman in pursuance of the discretion accorded to him by the resolution, dated March 11th, 1927, of the Council. The primary object of the session was to consider the question of the illicit traffic, but advantage was taken of the opportunity presented to discuss various cognate questions, and to deal with certain documents which had either been referred to the Committee, or had been circulated to it, by order of the Council. The Committee hoped in this way to expedite the disposal of certain somewhat urgent matters, and also to lighten materially the volume of work which, as experience shows, tends to become too heavy to admit of satisfactory treatment if one meeting only is held each year.

The Committee held seventeen public and two private sessions. Following in this respect what has now become the customary procedure, all questions of general interest were debated at public meetings; the private sessions were few and brief and were concerned with details of the illicit traffic which it seemed undesirable to disclose.

No representative of the Government of China was present during the Committee's deliberations. The Committee had the pleasure of welcoming Mr. Lyall, appointed by the Council resolution of March 9th, 1927, as the assessor having knowledge of the conditions in the Far East. His knowledge of those conditions proved of great assistance to the Committee. Colonel Woods, who was absent at the last session, attended the present session. The Committee was also glad to have the assistance of Mr. Pinkney Tuck, who represented the Government of the United States of America in an unofficial capacity.

Apart from the changes mentioned above, the composition of the Committee was the same as at the preceding session.

M. Brenier, an assessor of the Committee, was prevented by urgent professional duties from attending.

A full list of the members and assessors present is appended:

Sir John CAMPBELL, C.S.I. (<i>Chairman</i>)	<i>India.</i>
Dr. CARRIÈRE (<i>Vice-Chairman</i>)	<i>Switzerland.</i>
Dr. ANSELMINO	<i>Germany.</i>
Dr. CUELLAR	<i>Bolivia.</i>
M. BOURGOIS	<i>France.</i>
Sir Malcolm DELEVINGNE, K.C.B.	<i>Great Britain.</i>
H. E. M. CAVAZZONI	<i>Italy.</i>
H. E. M. N. SATO	<i>Japan.</i>
M. W. G. VAN WETTUM	<i>Netherlands.</i>
H. E. M. FERREIRA	<i>Portugal.</i>
M. Constantin FOTITCH	<i>Kingdom of the Serbs, Croats and Slovenes.</i>
His Highness Prince CHAROON	<i>Siam.</i>
Mr. Pinkney TUCK	<i>United States of America.</i>

Assessors:

Mr. L. A. LYALL.
Colonel Arthur WOODS.

Secretary:

Dame Rachel CROWDY, Chief of the Opium Traffic and Social Questions Section.

RATIFICATION OF THE GENEVA CONVENTION.

As the Committee stated in its report on the work of the ninth session, it regards the immediate ratification and the rigid enforcement of the Geneva Convention of 1925 as the most valuable single step which can at present be taken to combat the illicit traffic. It is glad that this view has been unanimously endorsed by the Council and the Assembly, and it desires to reiterate it. A close examination of all the material connected with the illicit traffic which has come before it since its last session serves to confirm the correctness of its views. Time after time, in case after case, the Committee has been forced irresistibly to the conclusion that, until the Geneva Convention comes into operation, it will be difficult to secure the effective application of measures which experience has shown to be essential if the illicit traffic is to be effectively checked.

The Committee records, with much satisfaction, that considerable progress has already been made towards this eminently desirable end. The Convention has now been ratified by twelve countries, and six adhesions have been received. Various statements and declarations have also been made recently which indicate that a further substantial advance may be expected in the near future. It was announced, during the recent session of the Fifth Committee of the Assembly, that the Swiss Government intended to propose very shortly to the Swiss Parliament the ratification of the Convention. That Convention is at present being examined by a special committee in Japan, appointed for the purpose by the Privy Council, to which the Convention has been submitted by the Japanese Government. The announcement was made that the ratification of the Convention by Japan may be regarded as assured as soon as this Committee has completed its labours. The Swedish Government would be glad to ratify, but there are for the moment certain technical difficulties, connected with Articles 8 and 6 (c) of the Convention, which impede progress. The Government of Canada intends to submit legislation to ensure ratification at the next session of Parliament. The Government of Austria intimated that it would probably ratify the Convention in the course of the month of September 1927. The position in Norway is much the same as in Sweden; Article 6 (c) of the Convention presents difficulties which for the moment prevent ratification. The Government of Luxemburg intends to ratify the Convention at the current autumn session of its Parliament. The Netherlands Government proposes to ratify the Convention as soon as the Bill amending its existing laws to bring them into conformity with the stipulations of the Convention has been voted by Parliament. Salvador has ratified. The Government of Roumania hopes that it may shortly be able to deposit the instrument of ratification of its adhesion which it gave *ad referendum*.

It will be observed that several of these countries occupy a position of special importance with reference to the traffic in drugs; and the Committee welcomes, with the most lively satisfaction, the declarations and statements cited above as indicating a strong movement in favour of ratification.

Unfortunately, three nations only of those now represented on the Council have ratified, out of the seven necessary to secure the entry into force of the Convention. In its last report the Committee stated that it "desired to emphasise, as strongly as possible, that the coming into effective operation of the Convention depends mainly upon the Council itself". Time has somewhat modified the position: eighteen countries have now ratified or adhered, and the coming-into-force of the Convention now depends *solely* upon the States represented on the Council. The Committee earnestly hopes that the gravity of the position will be realised and that the States Members of the Council will take immediate action to place in the hands of the League an instrument without which, in our considered opinion, it will be impossible to cope satisfactorily with a traffic which is admittedly a reproach to our civilisation. (See Resolution I.)

RESERVATIONS MADE BY THE SWEDISH GOVERNMENT TO ARTICLE 6 (c) OF THE GENEVA CONVENTION OF 1925.

At the Council meeting of June 13th, 1927, the question of the ratification by the Swedish Government of the Geneva Convention of 1925, subject to a reservation as regards Article 6 (c), was referred to the Committee for a report embodying its views on the subject.

By arrangement with the Swedish Government, a representative of that Government was present when this question was discussed by the Committee; and, as it appeared that the Government of Norway felt difficulties similar to those experienced by Sweden, unofficial arrangements were made to secure that a representative of the Norwegian Government should be in a position to attend the meeting if that was desired. The Government of Sweden was represented by M. Hennings, accompanied by M. Friedrichs as his technical adviser. The Government of Norway was good enough to send, unofficially, a representative — Dr. Lange — who was present throughout the discussions.

The Swedish Government considers that its accession to the Convention would involve certain changes in its national legislation which, without giving any additional guarantees against the illicit traffic in narcotics, would cause such inconvenience to its population that the adoption of these changes could hardly be recommended. Its objections did not touch the fundamental principles of the Convention but related solely to certain subsidiary provisions of a technical

character; and the Committee was also glad to observe that the Swedish Government considered that these objections "do not seem entirely to preclude the possibility of accession".

Article 6 (c) of the Convention requires pharmacists — among others — to enter in their books all sales and other distribution of certain narcotic drugs, unless they should adopt the alternative course which is provided for by the Convention of filing and preserving the relevant medical prescriptions.

The Swedish Government considers that the entry of such details would involve the upkeep of records dealing in meticulous detail with many comparatively unimportant transactions and would delay, and greatly complicate, the making-up of prescriptions. They feel that the control in Sweden is so strict and the standard of pharmaceutical practice there is so high that these provisions would in fact add little or nothing to the effective measures of control which are already in existence. The position is also complicated by the fact that, in Sweden, medical prescriptions are, in the eyes of the law, the property of those to whom they have been given, even after these prescriptions have been dispensed.

M. Hennings elaborated these arguments with much skill and with a technical knowledge which greatly impressed the Committee. On behalf of Norway, Dr. Lange associated himself generally with the exposition of the case, as given by the representative of Sweden; and he drew a most graphic picture of the special difficulties which a sparse population and great distances created in the case of his own country.

An interesting discussion ensued. The members of the Committee were much impressed by the fact that the legal position created grave difficulties, quite apart from any consideration of the merits of the case. Ratification, subject to a reservation, would in this case be null and void unless the reservation were accepted by all the contracting parties. Again, they attached great importance to the fact that the system contemplated by the Convention had in fact been in operation for a considerable time in various countries, and that no serious practical difficulties had been encountered.

They felt that, with this body of acquired experience to draw on, and while not losing sight of the special conditions existing in Norway and Sweden, it seemed probable that the difficulties which would be encountered in these countries had perhaps been over estimated. The number of prescriptions containing narcotics to be dealt with by any one pharmacist would not, in the nature of things, be likely to exceed the number dealt with by individual pharmacists in England, Germany or Switzerland, where the system had worked smoothly for some time. The Committee felt also that Article 6 (c) of the Convention constituted a safeguard which experience had shown to be necessary, as a measure of general applicability, against the illicit traffic. Without the provisions of Article 6 (c), a valuable means of discovering cases of abuse would be lost, and there would be a loophole which would almost certainly be taken advantage of by illicit traffickers. In view of the great importance it attached to the enforcement of the Convention, unweakened by particular reservations in the case of certain countries (which might provoke similar and less justified reservations from others), the Committee felt that the very strongest case would have to be made out before it would be justified in recommending that the reservation proposed should be regarded as unobjectionable. During the course of the discussion, the subject was examined in detail by the representatives of Sweden and Norway, in informal contact with the representatives of Great Britain, Germany, and Switzerland on the Committee — these gentlemen having been chosen on account of their expert knowledge as to the working of the Convention system of control in their respective countries. After the fullest consideration, the three members of the Committee arrived at the conclusion that, in view of the very precise and clear terms of Article 6 (c), it was impossible to give that article any interpretation other than that which plainly resulted from its wording. They felt it impossible to recommend acceptance of the proposed reservation, but insisted on the great importance which they attached to ratification of the Convention by Sweden; and they most earnestly hoped that the Swedish Government would reconsider the necessity for maintaining its reservation.

The Committee, after consultation with the representative of Sweden, felt that it would, in all the circumstances, be undesirable for it to pronounce a definite opinion on the point in issue at its present session. It hoped that the information which had been placed at M. Hennings' disposal as to the practical working of the system in other countries would serve to remove the difficulties which had hitherto been anticipated by the Swedish Government; and it considered that, until that Government had had an opportunity of examining this information, and of learning the general trend of the discussion before the Committee, it would be premature to come to any final decision in the matter.

The definite suggestion which the Committee therefore makes for the consideration of the Council is that a copy of this section of its report, together with copies of the relevant minutes of the meetings, should be forwarded to the Swedish Government officially, and to the Norwegian Government unofficially, for their information and consideration, with the intimation that the Committee proposes to reconsider the question at its next session.

PROGRESS REPORT.

The progress report was drawn up by the Secretary to indicate what measure of advance had been achieved as regards various resolutions of the Committee, passed with special reference to the control of the illicit traffic. In many cases, time has not permitted of a sufficient number of replies being received from the interested Governments to give a clear presentment of the position; and

for this reason, and because all such questions will again come under review at the next session, the Committee does not propose to refer to any but the more important points in its present report.

The position as regards the ratification of the Geneva Convention has already been stated.

The measures suggested by the Committee to impede the despatch of opium from the Persian Gulf to "illicit" destinations appear to have been reasonably successful; the Committee is still, however, without information from two Governments whose national flags have been utilised in connection with this traffic. The Government of Norway has taken administrative action in this matter and has pointed out, in the proper quarters, how undesirable it is that its flag should be connected in any way with such a traffic.

This action appears to have been most effective; the Committee is unaware of any instance where, subsequent to the issue of this circular, the Norwegian flag has been utilised to cover shipments from the Gulf to "illicit" destinations.

The Committee has much pleasure in reporting most satisfactory progress as regards the general adoption of the maritime insurance clause, designed with the object of rendering more difficult the despatch by sea of consignments of drugs intended for the illicit traffic. This measure formed the subject of Resolution VIII of our eighth session. In paragraph 5 of our last report (ninth session), the position as it then stood was stated: the Committee at that time felt satisfied with the progress achieved. Since that date the International Federation of Maritime Insurance Associations has recommended the adoption of the clause to all its members, who have in their turn accepted this recommendation; the Association of Underwriters at Amsterdam has also decided to adopt the clause; and the insurance companies in Switzerland have taken a similar action. In the United States of America, seventy-two companies have already agreed to adopt the clause; and, of the four remaining companies, three have agreed to accept it if it is signed by the fourth. It is anticipated that in a short time the clause will be universally adopted there. The Marine Insurance Association of Japan has decided to adopt the clause which has been drawn up by the Marine Insurance Association of London with regard to the shipment of opium and narcotic drugs. The provisions of the clause have been in force since March 1st, 1927.

The Committee found itself much hampered in its work by the fact that the quarterly reports of seizures which were formerly sent to the Committee by the Chinese Maritime Customs, through the International Anti-Opium Association of Peking, have now been discontinued. These reports, which often related to seizures which were, for various reasons, of special importance from the point of view of the Committee, were promptly received; and they gave all relevant details enabling the Committee and the Governments concerned to take action and institute enquiries. The reports are of not less importance for China herself, as they provide information which enables measures to be taken for dealing with the traffickers who are engaged in smuggling large quantities of the drugs into China. The reports which the Government of China have recently been forwarding contain no details. They merely mention the total quantities seized; the details, which are essential before any fructuous action can be taken, are not communicated. A resolution dealing with this matter is appended to our report — Resolution II.

In view of the remarks of the Chinese representative on the Council at the sixth meeting of the forty-fourth session held on March 11th, 1927, the Committee is satisfied that the course it suggests will present no difficulties.

Resolution III deals with a minor but not unimportant question. In recent years seizures have in several countries become so large, relative to the volume of the licit traffic, that the Committee finds some difficulty in ascertaining what the internal consumption of such countries really is. Last year, for example, the seizures in one country were over four times the quantity licitly imported; and, in the absence of definite information as to the manner in which seized drugs are disposed of, the Committee cannot form any clear idea as to the position in such cases. It would therefore suggest to all Governments that it would be a great convenience to the Committee, and would materially facilitate its task, if each Government would — as provided in Article 22 (1) (e) of the Geneva Convention of 1925 in respect of the reports to be sent to the Central Board — communicate in its report to the League information as to the precise manner in which confiscated substances have been disposed of, together with such other information as may be useful in regard to such confiscation and disposal.

REPORT OF THE COMMITTEE OF ENQUIRY ON THE PRODUCTION OF OPIUM IN PERSIA.

This report, and the connected papers, were examined by the Committee in the light of the decisions taken at the eighth ordinary session of the Assembly in respect of this question. The Committee is interested in the matter, with special reference to the question of the probable effect of the measures which the Persian Government proposes to take upon the very grave situation which now exists. The Committee desires to pay a tribute to the thoroughness and skill of the Committee of Enquiry, and to its shrewdness and far-sightedness in dealing with a most difficult, delicate and complicated situation. It also desires to express its thanks to the Government of

Persia for the manner in which that Government has responded to the suggestions made by the Committee of Enquiry. In the course of the discussion it was pointed out that Persian opium had in the past been freely used as a raw material for the manufacture of morphia and that there was every reason to believe that, should price considerations admit of this, it would again be so used in the future. In some respects Persian opium is indeed peculiarly adapted for use as a raw material for drug manufacture, inasmuch as it contains an unusually large percentage of codeine. The only reason why Persian opium has not been used for the preparation of morphine and similar drugs in recent years is that it has commanded a fictitiously high price in the illicit trade of the Far East.

Persia has not yet ratified the Hague Convention of 1912, and her signature of that Convention was accompanied by the important reservation that she would not agree to undertake measures to prevent the export of raw opium to countries which shall have prohibited its entry. The Committee feels that, with this vital reservation upon a fundamental point still in force, it would be optimistic to expect that much progress can be made in combating the illicit trade. It would also point out that the Persian Government proposes to accept the import and export certificate system three years hence; from the date of such acceptance it will reduce by ten per cent each year (subject to certain conditions and reservations) "the quantity annually permitted to leave the country without production of opium import certificates". The decision by India to reduce her exports of opium has deflected to Persia a large demand of a legitimate character; this must, unless the total amount of opium produced by Persia be increased, lead to a diminution of the quantity of opium which has in the past found its way from that country into illicit channels. Broadly speaking, opium which leaves Persia uncovered by import certificates gets into the illicit traffic; the undertaking is therefore a conditional promise that, three years hence, the Government of Persia will begin to reduce by ten per cent a year a traffic which now finds its way, almost exclusively, into illicit channels. The Committee cannot but regret that the Persian Government should have felt unable to advance further than this. It recognises, however, that the action which that Government agrees to take constitutes a considerable step in advance, and the present situation is so menacing that it welcomes any amelioration of it. It will watch the progress which may be achieved in this matter with the most lively and sympathetic interest.

MEMORANDUM BY M. CAVAZZONI SUGGESTING A SYSTEM FOR THE CONTROL OF THE DRUG TRAFFIC.

M. CAVAZZONI presented to the Committee, for its consideration, a memorandum containing an elaborate scheme for the control of the drug traffic. In placing his memorandum before the Committee, M. Cavazzoni explained that, in his view, the campaign against the narcotic traffic had not been so successful as had at first been anticipated. The drug traffic still continued; its volume was still enormous. Something was clearly lacking. The Committee, the Council, the Assembly — all had displayed the most praiseworthy energy; but, despite all this, the results were most disappointing. He felt that, this being so, the probability was that the methods adopted had been wrong. For too long Governments had been allowed to adopt individual measures for the indirect limitation of manufacture and for supervision over the traffic. More universal and more vigorous methods must be followed if the desired results were to be attained. A uniform method must be prescribed — a method enabling all Governments to apply, with uniformity and certainty, the principles underlying the Conventions of The Hague and of Geneva. He desired that each Government should be made aware of his views in this matter, and that each Government should have before it his scheme, which indicated how it could accomplish the task it had undertaken and fulfil the solemn obligations it had accepted.

The detailed scheme which he submitted for consideration was, he thought, in accord with the letter and the spirit of the Convention of The Hague and of the Geneva Convention of 1925. (The scheme in question will be annexed to the minutes of the sixth meeting.)

In the course of the discussion, it became clear that the Committee was prepared to consider sympathetically M. Cavazzoni's suggestions; but doubts were felt as to the practicability of some of his detailed proposals, while the difficulty which would be experienced in inducing Governments to accept and apply them was stressed. There was no country where the scheme, as it stood, was applied. Many of its provisions are already in force in some countries; others had adopted variants of these proposals which are believed to be working satisfactorily and which they would therefore be unwilling to change. The wholesale alteration of laws, rules, and regulations was not a task which any Government would lightly undertake.

Despite these objections and difficulties, the Committee felt that the moment was opportune for a general examination of the question of the best methods of drug control and the preparation of a report on the subject based on the experience of the existing measures and methods of administration which have been found to be effective. The Geneva Convention of 1925 would, it hoped, shortly be in force; and Governments might be glad of assistance in drawing up a practical and adequate code of control based on their obligations under that Convention. The experience of the Committee as a whole, and in particular the experience of individual members who had supervised complicated control systems in their own countries, would be, or might be, invaluable to Governments which may shortly be faced with the problem of evolving, with but little experience to guide them in the task, a code of control which will be practical, adequate, and in conformity with the

provisions of the Conventions. The conditions are such that this work, if it is to be done, must be undertaken by the Committee itself; no other body is in a position to undertake it.

The Committee felt that several dangers would have to be guarded against when drafting such a code. It would be unwise in itself, and unsound from a tactical point of view, to insist on uniformity.

Conditions varied; methods of administration were different; national psychologies were not the same. It would also have to be borne in mind that the honest trader must not be unnecessarily hampered in carrying on his legitimate business. So also over-elaboration must be avoided; any unnecessary complexity would arouse opposition and would defeat its own end.

It was eventually decided that a Sub-Committee should be appointed to undertake this work, including a detailed study of M. Cavazzoni's memorandum. The work was too heavy, too detailed, too technical to be susceptible of adequate treatment by the Committee as a whole. The intention is that the Sub-Committee should have a few preliminary meetings during or immediately after the present session; that the bulk of the work should then, so far as that is practicable, be settled by correspondence; and that the Sub-Committee should again meet prior to the next session of the Committee. The composition of the Sub-Committee is as follows: Dr. ANSELMINO, M. BOURGOIS, Dr. CARRIÈRE, M. CAVAZZONI, Sir Malcolm DELEIVINGNE and M. VAN WETTUM.

THE QUESTION OF THE ILLICIT TRAFFIC.

Following the practice which has been adopted of recent years, the Committee examined, case by case, all the seizure reports received since the time of its last meeting. To give a concrete idea of the magnitude of the work involved and of the broad base of experience which this system places at the disposal of the Committee, it may be mentioned that, at the present session, 83 reports were examined relating to seizures and records of illicit transactions amounting in the aggregate to tons of morphine and diacetylmorphine in all parts of the world.

The Committee desires to emphasise the point that its opinions, and such recommendations as it may make in connection with this matter, are firmly based upon experience which is not at the disposal of any other authority.

As the Committee pointed out in its previous report, it is largely as a result of its labours that the actual facts as regards the illicit traffic are now becoming known. The real position, formerly imperfectly realised, is now being discovered. The facts are also obtaining a wider degree of publicity. All this, in its turn, has produced the not unnatural impression that things are getting worse instead of better; that the illicit traffic is increasing; that the situation is out of control.

The Committee does not share this view, and it finds no evidence in support of it. It has no desire to minimise the enormous extent of the illicit traffic; indeed, it has, in its last report, insisted as strongly as possible upon the importance of the widest possible recognition that an enormous volume of illicit traffic still exists. Quantitative statements are impossible in such a matter; but the Committee sees no reason to think that the illicit traffic is increasing. More and more publicity is being given to seizures: they attract in an increasing degree the attention of the public. But there is very little to suggest that the illicit traffic is itself greater than it was before, and there are some encouraging signs.

Co-operation between Governments is unquestionably much better than it was only a short time ago; the exchange of information between national administrative, Customs and police authorities is quicker and covers a wider field; the system of control generally is being steadily improved by an increasing number of Governments; the import and export certificate system, on which all control depends, is becoming more widely adopted and is gradually being more efficiently applied. The effect of these measures on the volume of the illicit traffic is not — and cannot be — open to doubt. Slowly — far too slowly we regretfully admit — these measures are producing their inevitable effect. The fruits cannot be fully gathered because almost all practical measures of control depend for their efficacy upon their universal — or almost universal — application. That, despite every effort, is what the Committee has hitherto been unable to secure. As we have pointed out before, the performances of the nations lag far behind their contractual obligations. In case after case the Committee found that any loophole in the wall of defence had instantly been seized on by the illicit traffickers. If a country does not accept, or does not in practice strictly enforce, the import and export certificate system, it at once and inevitably becomes a base for illicit operations. If administrative control is inadequate, the best intentions and the most elaborate laws do not prevent the illicit traffic from flourishing.

Free ports, if not efficiently and adequately controlled, become bases of the illicit trade. Where wholesale dealers are not effectively supervised, the illicit traffic immediately springs up. Where licences are not withdrawn from manufacturers or traders whose products are regularly finding their way into the illicit traffic, that lucrative trade inevitably continues.

Enumeration of the different classes of cases would be tedious. The case is analogous to water under tremendous hydraulic pressure; it feels and saps its way steadily, irresistibly, to

every furthest point of the system to which the pressure reaches. It searches automatically and continuously for any flaw, any imperfection, any method of breaking down the iron barrier that surrounds it; it is for ever striving to overcome its bonds and to break free. And so it is with the illicit drug traffic. Wise laws, good regulations, honesty of purpose, efficiency in practice, a sustained common effort, are all alike required before the illicit traffic can be effectively dealt with; and, unfortunately, experience has shown that these essentials cannot be obtained over any very wide field. In this matter, as we have so often insisted, the Committee is entirely in the hands of the individual Governments. They—and they alone—can stop this traffic, which is a reproach to our civilisation. The action which it is necessary for them to take in order to achieve that end has been explained, reiterated, and insisted upon.

Colonel Woods, who summarised his impressions after listening to the examination of the detailed seizure reports, felt that the early and general ratification of the Geneva Convention of 1925 was one of the most important methods by which improvement could be effected. The situation was infinitely serious; something must be done. Obviously, the most effective method of control would be to stop the illicit traffic at its source. There were, say, forty factories in the world, controlled by eight nations. If each such country discharged its international obligations, and controlled effectively the intake into, the manufacture in, and the output from, these factories, the drug problem would be solved. There were methods of securing this control which left legitimate traffic unhampered. The various Convention Conferences had elaborated such methods; and this Committee has urged upon Governments their adoption, time and again. Everything necessary had been done except that the last step, the conclusive step, had not yet been taken by all the interested Governments. Colonel Woods proposed a resolution giving effect to his suggestions as regards this matter. The Committee, after a brief discussion, accepted Colonel Woods' resolution unanimously in principle. It was then referred to a small drafting sub-committee, and it appears substantially in its original form as Resolution IV appended to this report.

GENERAL.

The Committee dealt with two interesting and important subjects: the first, a suggestion by Dr. Anselmino for the formation of a private syndicate of drug manufacturers with the view of combating the existing abuses in the drug traffic; the second, a discussion, initiated on the suggestion of M. Fotitch, as to the relations which will subsist between this Committee and the Central Board when the latter is constituted.

It appears unnecessary to treat either question in our report, as in both cases it was finally decided to defer any decision till the next session.

The Committee desires to thank the Secretariat staff for all the assistance which they have rendered during the current session. It is recognised that a long meeting, held immediately after the close of the Assembly, has subjected the staff to a very heavy strain. The Committee would in particular call attention to the excellent work of the minute writers, to whom it is much indebted.

RESOLUTIONS.

Resolution I.

The Committee desires to draw the special attention of the Council to Resolution I passed at the Committee's ninth session. Further experience has strengthened the conviction of the Committee of the absolute necessity, if the illicit traffic is to be adequately dealt with, of the powers which the Geneva Convention of 1925 confers. Until that Convention comes into operation, over as wide a field as possible, little progress can be hoped for in combating the illicit traffic. As twelve ratifications of, and six adhesions to, that Convention have now been recorded, the entry into vigour of the Convention depends solely on the action taken by the States Members of the Council. Four further ratifications by such States are necessary before the Convention comes into force. The Committee ventures to repeat its urgent request that the Council will give this question its most serious consideration at its next meeting.

Resolution II.

The Committee requests the Council to represent to the Government of China that it would prove of the greatest assistance to the Committee in its work if it were provided with a report as to all important seizures of narcotic substances effected by the Chinese Maritime Customs at the various ports and stations which are controlled by that service. Such reports would also help other Governments to prevent the illicit export of narcotics into China. The reports, to be of value, should be forwarded to the League as soon as possible after the end of each quarter; and they

should contain all relevant details (such as quantities, description of packages, labels — of which samples should be sent whenever possible — route followed, origin of the goods if known, references to the bills of lading under which forwarded, name of consignor and consignee, and in general all details which will assist in tracing the origin of the goods and the precise manner in which they came to find their way into the illicit traffic).

Resolution III.

In view of the large seizures now being effected in several countries — seizures which in some cases exceed the volume of the licit traffic — and the fact that all Governments do not give precise information as to the manner in which narcotic substances so seized are dealt with, thereby rendering it difficult to form an accurate idea as to the position of the traffic, the Committee requests the Council to be good enough to ask all Governments to state, in their annual reports, the precise manner in which such confiscated substances have been dealt with, and to give such other information as may be useful in regard to such confiscation or disposal.

It will be observed that this resolution reproduces the wording of Article 22 (1) (e) of the Geneva Convention, which imposes an obligation of this character in respect of the reports to be sent by the contracting parties to the Central Board when the latter is constituted.

Resolution IV.

The illicit traffic undoubtedly continues “ on an enormous scale ”¹, it is “ backed by huge financial resources ”², and “ drugs are still being smuggled in very large quantities ”³. It appears impossible at present to restrict the export from producing countries of raw opium and coca leaves to the small quantity necessary to supply the medical needs of the world. Experience also shows that the smuggling of drugs can be restricted to a considerable extent, but cannot be wholly stopped by measures that fall short of complete control, in view of the great financial gains which ensue from the smuggling of even small quantities. If all drug factories were adequately controlled by their Governments the drug problem would in large measure be solved.

The Committee therefore requests the Council to urge as insistently as possible upon all Governments Members of the League and parties to the Opium Conventions that all factories manufacturing dangerous drugs should be owned, or adequately controlled, by their Governments. Under either system the Governments would at least:

- (1) Regulate, and require an accurate accounting of, all internal traffic, including the purchase of raw materials, manufacture, sales, distribution, storage;
- (2) Strictly control the issue and possession of licences or authorisations for the manufacture, sale, distribution and storage of the drugs;
- (3) Adopt, and rigidly enforce, the import and export certificate system;
- (4) Strictly control the export of dangerous drugs to any country which does not enforce the import and export certificate system. Where this system is not in force in the importing country, the Government of the exporting country must satisfy itself, beyond reasonable doubt, that the demand is for legitimate purposes only. This precaution is particularly important, since the readiest route which the illicit traffic can follow is through those countries which do not enforce the import and export certificate system. It is recognised that this will present various difficulties until the Central Board has been constituted; but it is imperative that such control should be exercised, as far as that is practicable, by the exporting countries until the Central Board begins to function. Experience in certain countries has shown that, even in present circumstances, a large measure of effective control can in fact be exercised in such cases.

¹ See Report of the Committee to the Council on the Work of its Second Session (document A.15.1922).

² See Report of the Committee to the Council on the Work of its Seventh Session (document A.28.1926).

³ See Report of the Committee to the Council on the Work of the Ninth Session (document C.29.M.19.1927).

Annex.

AGREEMENT DRAWN UP BY THE FIRST OPIUM CONFERENCE, FEBRUARY 11TH, 1925:
LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Agreement</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Agreement</i>	<i>Protocol</i>
France	France	France	France	France
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
India	India	India	India	India
Japan	Japan	Japan		
Netherlands	Netherlands	Netherlands	Netherlands	Netherlands
Portugal	Portugal	Portugal	Portugal	Portugal
Siam	Siam	Siam	Siam	Siam

CONVENTION DRAWN UP BY THE SECOND OPIUM CONFERENCE, FEBRUARY 19TH, 1925:
LIST OF SIGNATURES, RATIFICATIONS AND ADHESIONS.

<i>Convention</i>	<i>Signatures</i>		<i>Ratifications</i>	
	<i>Protocol</i>	<i>Final Act</i>	<i>Convention</i>	<i>Protocol</i>
Albania	Albania	Albania		
Australia	Australia	Australia	Australia	Australia
Austria				
Belgium		Belgium	Belgium	
Brazil		Bolivia		
Bulgaria	Bulgaria	Bulgaria	Bulgaria	Bulgaria
Canada	Canada			
Chile	Chile			
Cuba	Cuba	Cuba		
Czechoslovakia	Czechoslovakia	Czechoslovakia	Czechoslovakia	
Denmark		Denmark		
France		France	France	
Germany	Germany	Germany		
Great Britain	Great Britain	Great Britain	Great Britain	Great Britain
Greece	Greece	Greece		
Hungary		Hungary		
India	India	India	India	India
Irish Free State		Irish Free State		
Japan	Japan	Japan		
Latvia	Latvia			
Luxemburg	Luxemburg	Luxemburg		
Netherlands	Netherlands	Netherlands		
New Zealand	New Zealand	New Zealand	New Zealand	New Zealand
Nicaragua	Nicaragua	Nicaragua		
Persia	Persia	Persia		
Poland		Poland	Poland	
Portugal	Portugal	Portugal	Portugal	Portugal
Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes	Kingdom of the Serbs, Croats and Slovenes		
Siam	Siam	Siam		
Spain		Spain		
Sudan	Sudan		Sudan	Sudan
Switzerland		Switzerland		
Union of South Africa	Union of South Africa		Union of South Africa	Union of South Africa
Uruguay		Uruguay		

Adhesions

Bolivia ¹ (subject to ratification and to the
Declarations given below)
Danzig
Dominican Republic (*ad referendum*)
Egypt
Monaco

Adhesions

Roumania (*ad referendum*)
Salvador
San Marino
Sarawak
Venezuela (*ad referendum*).

¹ Bolivia does not undertake to restrict the home cultivation or production of coca, or to prohibit the use of coca leaves by the native population.

The exportation of coca leaves shall be subject to control by the Bolivian Government by means of export certificates. The Bolivian Government designates the following as places from which coca may be exported: Villazon, Yacuiba, Antofagasta, Arica and Mollendo. (See Minutes of second meeting).

LEAGUE OF NATIONS.

O.C. 507(a)

Geneva, January 14th, 1927.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER
DANGEROUS DRUGS.

22

Note by the Secretariat.

Summary of the production, manufacture and export, statistics contained in document O.C. 507, established from the figures of reported production and manufacture as well as from figures of reported exports including re-exports.

The attached Summary Tables have been drawn up to meet the desire of the Advisory Committee for a summary of the figures for production of Raw Opium (Table I) in the different countries, so far as their production has been reported, as well as the exports, which would show at the same time the amount retained and available for consumption in the producing countries. Summaries have been made of figures reported by Governments concerning manufacture of Medicinal Opium (Table II), Morphine and Salts of Morphine (Table III), Heroin and Salts of Heroin (Table IV), Coca Leaves (Table V) and Cocaine and Salts of Cocaine (Table VI).

It will be noted that these tables do not contain figures of production or manufacture in certain countries which are known to be producing or manufacturing countries. The absence of these figures makes it impossible to calculate the figures of production and manufacture for the world.

The incompleteness of statistics received by the Secretariat of production in Turkey, Persia, Greece and the Serb, Croat, Slovene Kingdom, as well as in Russia, Afghanistan and China makes it impossible to give a full statement of the position of opium production.

LEAGUE OF NATIONS.

O.C.507.(a).
Erratum.

Geneva,

January 27th, 1927.

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS.

Summary of the production, manufacture and export
statistics contained in document O.C.507.

Page 7.

Germany 1925 - for 14,000 Kg. read 7,100 Kg. with
a note "excluding 6,900 Kg used in manufacture of heroine,
codeine and other drugs.

Germany - Annual average manufacture:
For 9,286 Kg. read 5,836 Kg.

Total manufacture reported during 5 years:

Great total - For 70,373 read 63,473.

Table II shows that only 4 countries have reported the manufacture of Medicinal Opium.

Table III shows that only 6 countries have reported the figures of manufacture of Morphine and Salts of Morphine, and that the figures sent in by 1 of these countries represent sales by manufacturers and not the actual amount of Morphine manufactured.

Table IV shows that only 5 countries have reported the manufacture of Heroin and Salts of Heroin. The statistics received by the Secretariat indicate that the annual manufacture of world amounts to just under 3 tons.

Attention is drawn to document O.C. 341 - letter from the Secretary of the International Anti-Opium Association, Peking, of the 16th October, 1925 - concerning a new type of anti-opium pill made according to a formula which is given in one of the enclosures to this letter. This document contains certain information on imports of Caffeine as well as on the method of mixing the ingredients of these anti-opium pills which makes it possible to estimate the amount of Heroin which appears to have entered China during the year 1923.

If the formula given for the mixing of the ingredients for the manufacture of the anti-opium pills be correct, and if the ratio between the amount of heroin hydrochlor and the amount of Caffeine used is correctly given it means that no less than 20,500 lbs of heroin have been used in conjunction with 48,236 lbs of caffeine.

This estimated figure of imports of heroin is arrived at in the following manner:- In 1923 there would appear to have been imported into China 48,236 lbs. of caffeine. This caffeine is claimed to be used for making anti-opium pills; The pill mixture contains 2 ozs. 2 drams of heroin hydrochlor to every 5 ounces of pure caffeine: as 48,236 lbs. of caffeine = 771,776 ounces, and as 5 ounces goes into 771,776 ounces 154,355 times, the quantity of heroin hydrochlor which would be used in the making of "anti-opium pills", if all the caffeine were used for that

purpose in the above proportions, would equal 2 ozs. 2 grams x 154,355 = 20,500 lbs.

It may be added that the quantities of Heroin seized during the year 1923 as recorded in document O.C. 294 amount to 1,972 lbs. or almost 1 ton. If the amount seized is calculated at one tenth of that estimated as entering China clandestinely, it means that large as the quantity may seem, it nevertheless bears the standard proportion to the seizures effected during the year 1923. For the purpose of this comparison seizures effected in Hongkong have been considered as effected in China, as the drugs seized at Hongkong were presumably destined for China, and not for consumption in Hongkong.

It will therefore be seen that according to document O.C.341 the amount of heroin which apparently entered China during the year 1923 was no less than $10\frac{1}{4}$ tons or roughly 3 times as much as the total average annual manufacture recorded in annual reports received by the Secretariat.

Table V shows the absence of information concerning both production of Coca Leaves and the use to which these are put in the countries of production. This may be due to the fact that Coca Leaves are not covered by the Hague Convention. Bolivia gives practically no information on production and none on the extent to which Coca Leaves are used for the manufacture of Crude Cocaine. The information received from Peru on this matter does not facilitate any estimate of world production.

The absence of information on the total production of Coca Leaves coupled with the absence of statistics concerning the manufacture of Crude Cocaine, makes it difficult to give any estimate of the quantity of raw material available for the manufacture of cocaine.

Table VI shows that only 4 countries have reported the manufacture of Cocaine and Salts of Cocaine and that certain countries which have recorded importations of Crude Cocaine have not reported manufacture of cocaine. The remark column in this table shows that Cocaine manufacturing countries - or cocaine refining countries - imported during the years 1923 and 1924 2898 kgs. of Crude Cocaine, but no record of any manufacture of Crude Cocaine will be found in Table VIa "Crude Cocaine" in the Summary of Annual Reports.

It will be seen that the value which statistics drawn up on the lines of the attached Tables might have, is nullified by the incompleteness of the information available from producing and manufacturing countries.

- 5 -
I. RAW OPIUM.

The following summary of the statistics received for the years 1921-1925, shows the total production of Raw Opium in the different countries so far as their production has been reported and included in document O.C.507.

COUNTRIES.	1921.			1922.			1923.			1924.			1925.		
	Production reported.	Exports	Retained in country of production.	Production reported.	Exports	Retained in country of production.	Production reported.	Exports	Retained in country of production.	Production reported.	Exports	Retained in country of production.	Production reported.	Exports	Retained in country of production.
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.
Greece	No figure	100		3,600	no figure	3,600	No report	No report		No figure	No figure		(1) 1,750	(2) 60	
India	526,838	627,372		684,773	516,941	167,832	858,038	543,398	314,640	968,678	519,605	449,013	no report received in time for inclusion.	no report received in time for inclusion.	
Indo-China	(1)4,700	nil.	4,700	1,685	nil.	1,685	no figure	nil.		no figure	nil.		no figure	nil.	
Japan & Territories	7,619	no figure	7,619	5,305	no figure	5,305	3,551	(3)6,123		4,517	nil.	4,517	no report received in time for inclusion.	no report received in time for inclusion.	
Persia.	174,660	116,834	57,826	528,241	301,864	226,377	no report received.	no report received.		no report received.	no report received.		no report received.	no report received.	
Kingdom of Serbs, Croats & Slovenes.	no report received.	no report received.		no report received.	no report received.		no report received.	no report received.		no report received.	no report received.		(1)122,500	112,400	10,000
Siam.	(4)4,500	no figure.		no figure.	no figure.		nil.	no figure.		nil.	no figure.		no report received in time for inclusion.	no report received in time for inclusion.	
Turkey.	no report received.	no report received.		no report received.	no report received.		no report received.	no report received.		365,826	no figure.		no report received.	no report received.	
TOTAL Production reported.	718,317	738,306		1,223,604	818,805		861,589	549,521		1,539,021	519,665		124,250	112,400	

- (1).Average.
(2).Exports during the first seven months.
(3).This quantity was sent back to the country of origin on account of inferior quality.
(4).Estimated.

II. MEDICINAL OPIUM.

The following summary of the statistics received for the years 1921-1925 shows the total manufacture of Medicinal Opium in the different countries so far as their manufacture has been reported and included in Document O.C.507.

COUNTRIES	M A N U F A C T U R E D I N					Total manu- facture report- ed in 5 years.	Annual average manu- facture.	R E M A R K S.
	1921	1922	1923	1924	1925			
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	
Australia	nil.	2	nil.	nil.	no report	2		(1) Deodorized, granulated and powdered opium only.
Great Britain	2,270	2,052	2,599	3,569	2,957	13,447	2,689	
Japan and Territories.	1,328	343	631	655	no report received in time for inclusion.	2,967	741	
U.S.A.	no report received.	no figure.	121	(1)5,206	(1)5,778	11,105	3,701	
TOTAL manu- facture re- ported.	3,608	2,397	3,351	9,430	8,735	27,521		

III. MORPHINE and SALTS of MORPHINE.

The following summary of the statistics received for the years 1921-1925 shows the total manufacture of Morphine and Salts of Morphine, in the different countries so far as their manufacture has been reported and included in Document O.C.507.

COUNTRIES.	MANUFACTURED IN				Total manu- facture report- ed dur- ing 5 years.	Annual ave rage manu- facture .	
	1921	1922	1923	1924			
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.
Germany	(1) 8,620	no report available.	no report available.	no report available.	14,000	22,620	11,310
Great Britain	4,198	8,958	7,225	7,405	8,761	34,547	6,910
India	nil.	(2) 15	(3) 59	(4) 2,033	no re- port re- ceived in time for inclusion	2,107	526
Jagan and territories.	5,219	2,131	2,325	1,491	no re- port re- ceived in time for inclusion.	11,166	2,791
Switzerland	2,500	no figures	no figures	no report received.	(5)	2,500	2,500
U.S.A.	9,120	5,207	5,556	(6) 2,712	(6) 3,001	25,596	5,119
TOTAL manu- facture reported.	29,657	16,311	15,165	13,641	23,762	98,536	

- (1) Of these 8,620 Kgs, 3,890 Kgs were manufactured into codeine and diopin.
- (2) November 1st, 1921, to October 31st, 1922.
- (3) November 1st, 1923, to October 31st, 1923.
- (4) November 1st, 1923, to October 31st, 1924, including 1,840 Kgs of crude Morphine.
- (5) The federal narcotics law came into force on August 1st 1925.
- (6) Figures representing sales by manufacturers not necessarily amount manufactured.

IV. HEROIN and SALTS of HEROIN.

The following summary of the statistics received for the years 1921-1925 shows the total manufacture of Heroin and Salts of Heroin in the different countries so far as their manufacture has been reported and included in Document O.C.507.

COUNTRIES.	MANUFACTURED IN				Total manufacture reported during 5 years.		Annual average manufacture.	REMARKS.
	1921	1922	1923	1924	1925			
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	
GERMANY	1,140	no report available	no report available	no report available	1,100	2,240	1,120	(1) The federal narcotics law came into force on August 1st 1925.
GREAT BRITAIN	351	899	328	474	340	2,392	478	(2) Figures represent sales by manufacturers not necessarily amount manufactured.
JAPAN & territories.	2,846	652	1,724	1,481	no report received in time for inclusion.	6,703	1,675	
SWITZERLAND	774	no figure	no figure	no report available	(1)	774	774	
U.S.A.	472	510	880	(2) 502	(2) 154	2,518	503	
TOTAL manufacture reported.	5,503	2,061	2,932	2,457	1,594	14,627		

V. COCA LEAVES.

The following summary of the statistics received for the years 1921-1925 shows the total production of coca leaves in the different countries so far as their production has been reported and included in Document O.C.507.

COUNTRIES	1921			1922			1923			1924			1925		
	Production reported.	Exports.	Retained in country of production.	Production reported.	Exports.	Retained in country of production.	Production reported.	Exports.	Retained in country of production.	Production reported.	Exports.	Retained in country of production.	Production reported.	Exports.	Retained in country of production.
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.
BOLIVIA ^x	5,000,000	373,420	4,626,580	5,000,000	315,053	4,684,947	no figures	342,606		no report received.	no report received.		no report received.	no report received.	
JAVA.	no figure	1,137,000		no figure	1,263,503		no figures	907,335		1,071,485	1,118,000		no report received in time for inclusion.	no report received for inclusion.	
PERU.	no figure	87,849		no figure	124,357		no figure	907,335		no report received.	no report received.		no report received.	no report received.	
TOTAL Production reported.	5,000,000	1,598,269		5,000,000	1,722,913			2,157,276		1,071,485	1,118,000				

x. Figures given for production are approximate. They are stated to be based on the production of La Paz i.e., 7,500,000 Spanish pounds, which has been calculated as being more than 3/4 the total production of Bolivia.

VI. COCAINE and SALTS of COCAINE.

The following summary of the statistics received for the years 1921-25 shows the total manufacture of Cocaine and Salts of Cocaine in the different countries as far as their manufacture has been reported and included in Document O.C.507.

COUNTRIES	MANUFACTURED IN					Total manu- facture report- ed dur- ing 5 years.	Annual average manu- facture.	REMARKS.
	1921	1922	1923	1924	1925			
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	
GERMANY	6,302	no report available.	no re- port available	no report available	3,300	9,602	4,901	(1) In 1923, 1,874 Kgs. of Crude cocaine were imported for the manufacture of cocaine and formed part of the raw material from which the 3,313 Kgs. of cocaine were manu- factured.
JAPAN & terri- torios.	2,324	3,680	(1)3,313	(2)1,479	no re- port re- ceived in time for in- clusion.	10,796	2,699	(2) A part of this quantity was manufactured with the 1,024 Kgs of crude cocaine imported in 1924. (3) The report for the last five months of 1925 con- tains statistics of manufacture of Cocaine which are negligible.
SWITZERLAND	732	391	186	no report received.	(3)	1,309	436	(4) Figures represent sales by manufacturers, not necessarily amount manufactured.
U.S.A.	2,311	1,656	1,623	(4) 892	(4)1,026	7,508	1,502	
TOTAL manufacture reported.	11,669	5,727	5,122	2,371	4,326	29,215		

A. 7. 1927. XI.
(C. 580. M. 219. 1926. XI.)

NOTE BY THE SECRETARY-GENERAL.

In accordance with the decision adopted by the Council at a meeting held on Friday, March 11th, 1927, the Secretary-General has the honour to communicate the attached Report of the Commission of Enquiry into the Production of Opium in Persia to the Delegates to the Eighth Ordinary Session of the Assembly, to the Parties to the Opium Conventions and to the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs.

This Report should be read in conjunction with document A. 8. 1927. XI, containing the observations of the Persian Government and the relevant extract from the Minutes of the Forty-fourth session of the Council.

*[Distributed to the Council
and the Members of the League.]*

A. 7. 1927. XI.
[C. 580. M. 219. 1926. XI.]

Geneva, december 1926.

LEAGUE OF NATIONS

COMMISSION OF ENQUIRY

INTO THE

PRODUCTION OF OPIUM

IN

PERSIA

REPORT TO THE COUNCIL

Publications of the League of Nations

XI. OPIUM AND OTHER
DANGEROUS DRUGS
1926. XI. 10.

NOTE.

The Commission wishes to point out that, while it made every endeavour when in Persia to obtain precise figures on which to base its appreciation of the economic position in Persia, the statistical data supplied have been in almost all cases either so inexact or so contradictory that it has preferred to employ for this purpose exclusively the Persian Government's official publications, the chief of which are the Memorandum to the Second Opium Conference (O.D.C. 24) and the annual statistical publications of Persian trade issued by the Persian Customs Administration, and other reliable sources which are fully indicated in each instance.

THE FOLLOWING ABBREVIATIONS ARE USED IN THE REPORT :

Memorandum from the Persian Government to the Second Opium Conference	O.D.C.24.
Statistics of Persian Customs Administration	Cust. Stats.
Data supplied to the Commission by the Persian Ministry of Finance	M.F.
Sir Percy Sykes ("History of Persia," etc.)	P.S.
Sir A. Houtum-Schindler	H.-S.
Lieut.-General Donny and Assistants	D.
Khanikov	K.
British Consular Reports	B.C.R.

TABLE OF WEIGHTS AND MEASURES.

Persian	English	Metric
WEIGHTS.		
1 miscal	71.6 grains	4.64 grammes
1 seer (= 16 miscals)	2 oz. 185 grains	74.24 grammes
1 (Tabriz) batman (= 40 seers)	6.5464 lbs.	2.970 kilogrammes
1 kharvar (= 100 batmans)	654.64 lbs.	297.00 kilogrammes
3 kharvars	1,963.92 lbs.	1 short ton — approximately.
LINEAR MEASURES.		
1 zar	40.95 inches	1.04 meter
1 farsakh	3.87 miles	6.228 kilometers
LAND MEASURES.		
1 jarib (= 1,000 sq. zars)	1.294 sq. yards	1.0816 sq. meter
MONEY.		

The monetary unit is the *kran*. The *kran* is divisible into 20 *shahis* or 1,000 *dinars*. For accountancy purposes, the *kran* is divided into 100 Persian centimes (5 centimes = 1 *shahi*). 10 *krans* = 1 toman. The pound sterling is the only stable currency for which there exist records of exchange dealings with Persian money over a long period of time. The following average rates of exchange are taken from British official publications :

Year	Average rate of exchange per £1 sterling
1924-25	42 krans
1923-24	47 "
1921-22	50.05 "
1920-21	27.02 "
1913-14	54 "
1912-13	54.30 "
1911-12	53.75 "

1925-26.—The average rate of exchange during the period of the Commission's visit to Persia was approximately 45 krans per £1. For rough calculations the U.S.A. dollar may be taken as equivalent at the present time to 1 *toman* (= 10 *krans*) and the Swiss franc as equivalent to 2 *krans*.

Note.—All Persian measures vary from province to province. Thus a jarib may contain 1,066 square zars or even 1,600 square zars. Again, the batman may be either a Tabriz batman or a Shah batman, the latter being twice the Tabriz batman. For the purposes of the report, all measures have been reduced to a common denominator, *viz.*, the Tabriz batman (known as the batman) and the jarib of 1,000 square azars. These are the statutory measures of the Persian Government at present in force.

TABLE OF CONTENTS.

	Page
INTRODUCTION.	
1. Origin of the Commission. Composition and Objects	5
2. Itinerary of the Commission. Methods adopted for the Execution of its Task	6
3. Map of Roads in Persia	9
 CHAPTER I.	
Summary Survey of the Physical Geography of Persia ; Her Economic History ; History of her Commercial Relations with the Rest of the World	10
 CHAPTER II.	
Present Conditions in Persia :	
1. Environment :	
(a) Climate	11
(b) Soil	13
(c) Water Resources	13
2. Technical Survey :	
(a) Agriculture	15
(b) Water Supply	21
(c) Transport	23
3. Economic Survey :	
(a) Commerce and Transport	26
(b) Labour	33
(c) Industries	35
(d) Land Tenure	36
(e) Taxation	37
 CHAPTER III.	
The Cultivation of the Poppy and the Problem of Substitution.	38
1. The Existing Situation with regard to the Cultivation of the Poppy.	38
Variety cultivated—Production—Method of cultivation—Morphine content—Transport—Labour—Manufacture—Cash yield of crop—Marketing : Foreign markets—Taxation : Control—Exports : Trade balance—Internal consumption—State budget.	
2. Substitutes for the Poppy Crop	43
A. Substitutes in Regions where the Poppy is now cultivated :	
1. Crops	43
Food supplies—Cereals (wheat, barley, etc.)—Silk—Cotton—Cotton-seed—Sugar-beet—Fuel supplies—Fresh and dried fruits—Tobacco (<i>tumbaku</i>)—Forage plants.	
2. Substitutes other than Crops.	48
Wool—Hides and leather—Intestines.	
B. Substitutes recommended from the point of view of the General Economic Situation	48
Rice—Tea—Cigarette tobacco—Forestry (camphor tree)—Sugar-cane.	
C. Miscellaneous Substitutes.	49
Perfume plants—Oleaginous plants—Dye plants—Medicinal plants and gums.	
D. Comparative Crop Values	50

	Page
E. Possibility of developing Industries other than Agriculture	50
F. General Considerations	50
Transport—Water—Agricultural methods—Vested interests : Land-owners, Peasants, Merchants—How poppy cultivation affects the budget—Balance of trade—Foreign trade relations—Control of Central Government.	
 CHAPTER IV.	
Conclusions and Recommendations	54
Budget—Balance of trade—Cash crop—Transport—Peasant—Land-owner—Merchant—General economic effects of substitution—Preparation of a programme—General programme of reduction.	
 ANNEX. Persian Wild Plants used for Medicinal and Industrial Purposes.	 57



INTRODUCTION.

1. ORIGIN OF THE COMMISSION : ITS COMPOSITION AND OBJECTS.

The Commission was appointed pursuant to the resolution adopted by the Sixth Ordinary Session of the Assembly on September 26th, 1925, in the following terms :

“ I. The Assembly :

“ Having considered the resolution contained in the Final Act of the Second International Opium Conference with regard to the appointment of a Commission of Enquiry in certain opium-producing countries ;

“ Recommends that such a Commission should be sent to Persia to study :

- “ (a) The existing situation with regard to the cultivation of the poppy ;
- “ (b) The replacement of a proportion of this cultivation by other crops.

“ II. The Commission shall consist of not more than three persons to be appointed by the Council : a person having the necessary qualifications to act as chairman, an expert on the agricultural side of the problem to be nominated after consultation with the International Institute of Agriculture, and a person having experience of business conditions and markets in the East and knowledge of transport problems.

“ III. The Assembly is of opinion that such an enquiry would require for its work the sum of 100,000 gold francs and decides that this sum be voted for the purpose. ”

The choice of the members of the Commission having been left by the Assembly to the Council, the latter body on December 11th, 1925, appointed the following persons :

President : Mr. Frederic A. DELANO (United States of America), a former member of the Federal Reserve Board ;

Members : Dr. Fridiano CAVARA (Italy), Professor of Botany at the University of Naples ;
M. Victor CAYLA (France), Agricultural Engineer.

Following on an exchange of letters between Mr. Delano, the Secretary-General, Professor Cavara and M. Cayla, it was agreed that Mr. Delano should be accompanied by an American agricultural expert, whose function it would be to assist the President of the Commission in regard to agricultural questions. Mr. Delano's choice fell upon Mr. J. B. KNIGHT, who has had over 20 years' experience of practical agriculture in India and America and was formerly Principal of, and Professor of Agriculture at, Poona Agricultural College, Bombay Presidency.

Mr. Delano was further accompanied by Mr. Archibald MACLEISH in the capacity of private secretary.

Finally, the Secretary-General of the League appointed as Secretary of the Commission Mr. Chester PURVES, of the Secretariat, and Mr. L. H. FINDEN as stenographer.

The resolution under which the Commission was set up had been presented to the Assembly by the Fifth Committee in a report which contained the following statements :

“ This resolution was the outcome of the discussion which took place at the Conference on the proposal of the United States delegation that the opium-producing countries should agree to limit their production of opium to the amounts required for the medical and scientific needs of the world. In the course of this discussion, attention was called by certain of the opium-producing countries to economic and other difficulties which would prevent them, under existing conditions, from carrying out such limitation. They were only prepared to accept the principle of the proposal of the United States delegation on the condition that an investigation was first made into the conditions which existed in their countries and the possibility of the cultivation of other crops and the development of other industries being substituted for the opium industry . . . The resolution was considered by the Council at its meeting on September 2nd, 1925, when the representative of Persia appeared before the Council and submitted a request on behalf of his Government that a Commission of Enquiry should be sent to Persia . . . The Fifth Committee was of opinion that an enquiry into the present situation in Persia as regards the production and distribution of opium and as to the means which might be adopted to replace that cultivation by the cultivation of other crops would be of considerable value to the League in carrying out the task entrusted to it by the Covenant of supervising the traffic

in opium and dangerous drugs, and would at the same time facilitate a reduction in the present excess of opium-production over the amounts required for the world's scientific and medical needs. . . . The Fifth Committee therefore invites the Assembly to adopt the following resolutions. ”

The Commission reads the resolutions of the Assembly in the light of the report of the Fifth Committee. The Commission understands that it was appointed at the request of the Persian Government to report upon the existing situation with regard to the cultivation of the poppy in Persia and upon the possibility of producing in Persia crops not now grown, or not now grown in important quantities, the cultivation of which would make it economically possible for the Persian Government to diminish by law the quantity of opium at present produced in that country. That is to say, the Commission does not understand that its enquiry is limited to the question of the substitution for the poppy of other crops having per unit of producing area a money yield such that their introduction would without more ado replace it as a profitable crop. Neither does the Commission understand its enquiry to be limited to the question of crops capable of recompensing those producers whose land is now largely or altogether given over to the production of opium for whatever loss to them the reduction of the opium crop might entail. The question presented, as the Commission understands it, is much broader. It is the question whether the agricultural and economic possibilities of Persia will permit the Persian Government to limit by law the present production of opium, due regard being had to the points of view and arguments presented by the Persian Government in its Memorandum to the Second Opium Conference (O.D.C. 24) and to the members of the Commission personally.

2. ITINERARY OF THE COMMISSION: METHODS ADOPTED FOR THE EXECUTION OF ITS TASK.

The Commission met at Geneva on March 9th, 1926, and after preliminary meetings at the Secretariat of the League of Nations arranged to leave for Persia on March 11th. The Commission sailed from Trieste on the following day and proceeded by way of Alexandria, Cairo and Haifa to Beirut, whence it crossed the Syrian desert by motor-car to Baghdad. At Cairo, Haifa and Baghdad the Commission interviewed persons engaged in experimental agricultural work, particularly with reference to the cultivation of cotton and the production of opium. At Beirut and Baghdad the Commission had the honour of lunching with the respective High Commissioners of Syria and Iraq and took the opportunity thus presented of obtaining much valuable information concerning the economic and political position in the Middle East. The Commission finally entered Persia at the frontier post of Khosrovi on March 24th, and, following the old Royal Road of the Achæmenian kings through the snow ramparts of the Asadabad and Aveh passes, reached Teheran by motor on March 27th.

After a brief stay in the capital, chiefly taken up with the paying of official calls and the working out of plans in collaboration with the officials of the Persian Government and the members of the American Financial Mission, the Commission left Teheran on April 1st by motor for Isfahan and Shiraz. Four days were spent at Isfahan, at which city the Commission had a number of meetings with representatives of merchants, landowners and peasant proprietors, while visits were paid to various villages in the neighbourhood, among them the experimental model farm set up by H.H. Mirza Akbar Prince Sarem-ed-Dowleh on his estate of Sen.

Leaving Isfahan on April 7th, the Commission passed through Abadeh and Sivand, whence a visit was paid to the ancient monuments of Achæmenian glory at Parsagadæ and Persepolis, and arrived at Shiraz on April 9th. From this city the President and Mr. Knight drove to the remote but important district of Fasa, where they found a population almost entirely dependent for a livelihood upon the cultivation of the poppy. At Shiraz, again, the Commission had interviews with representatives of commercial and agricultural interests, the latter being represented by H.E. Ghavam-ul-Molk, the most prominent personage in South Persia, while the deputation of merchants included Hajji Mohammed Namazee, who is the son and partner of perhaps the best-known opium dealer in the entire Orient. A private opium factory was also inspected by the Commission.

From Shiraz, where they were delayed by a fire that destroyed a wing of their residence but caused losses less serious than had been feared at first, the Commission descended, on April 18th, the awe-inspiring passes known as “The Old Woman” and “The Daughter”—“*Matre læda filia lædior*”, as Curzon sang in parody—to the village of Kazarun, where the eyes of the travellers were greeted by the white and pink and crimson of the poppies in full bloom.

At Kazarun the Commission divided into two sections: Sub-Commission A, consisting of the President and M. Cayla, with Mr. MacLeish as secretary, and Sub-Commission B, of which the members were Professor Cavara and Mr. Knight, accompanied by Mr. Purves as secretary. The Commission had decided at Shiraz that, in order to cover as much as possible

of the opium-producing areas in Persia in the short time at its disposal, it would be essential to divide into two groups.

From Kazarun, Sub-Commission A proceeded by Bushire to Muhammareh, Shushtar, not far from the site of the ancient Susa, and Ahwaz, whence they went to the oil-fields of the Anglo-Persian Oil Company. The Sub-Commission, further, examined the possibility of improved transport facilities—especially in connection with the proposed railway from Teheran through Burujird, Khurramabad and Ahwaz to Muhammareh—and agricultural amelioration in Arabistan, with particular reference to the intensive cultivation of wheat, cotton and the sugar-cane.

Sub-Commission B meanwhile travelled by forced marches to Teheran, where they represented the Commission at the splendid and picturesque ceremony of the Coronation of H.I.M. Reza Shah Pehlevi. On April 29th the Sub-Commission left the capital for Khorasan, one of the most remote and inaccessible provinces of Persia. This journey afforded a more dramatic example of the difficulties of transport in Persia than any other yet undertaken by the Commission, and it was late on the night of the fifth day that the Sub-Commission struggled within the shelter of the ancient ramparts of Sabzawar, only some 430 miles from Teheran. Nishapur, famous to Europeans as the burial-place of Omar Khayyam, was reached on May 5th, and Meshed, whose golden dome encircles the sacred relics of the Eighth Imam, on May 6th. At these three cities, as at Shahrud, the Sub-Commission had interviews with leading personalities, visited select villages and inspected the opium factories of the Government.

Sub-Commission A, returning by the same route as before—the caravan road through Luristan being closed—reached Teheran on May 9th and began a number of interviews with the more important personalities in the capital, among them the Prime Minister, H.H. Foroughi, the Administrator-General of the Finances, Dr. Millspaugh, the Minister of Finance, the Minister for War, the Director of Indirect Taxation, Col. D. W. MacCormack, and many other persons of note.

The Commission reunited at Teheran on May 14th and, after further hearings, proceeded on May 20th to Resht on the Caspian littoral, whence they visited the port of Pehlevi, formerly and better known as Enzali, and some of the representative centres of cultivation.

At Resht the Commission divided once more, and, while the main body returned to Teheran, the President, accompanied by Mr. MacLeish, attempted to reach Tabriz, capital of Persian Azerbaijan. But this endeavour was frustrated by rain and the dangerous condition of the road. After arriving as far as Turkmanchai, Mr. Delano was obliged to return to Teheran in order to rejoin the other members of the Commission on May 24th.

It having been decided to sail from Beirut for Europe on June 10th, the Commission, after visiting select areas of cultivation—among them the Government model farm at Karaj—in the neighbourhood of the capital, left Teheran on June 1st and once more divided into two sections. The first, consisting of the President, Professor Cavara and M. Cayla, proceeded to Sultanabad and Burujird, by way of Kum, while the second section, comprising Mr. Knight, unfortunately incapacitated by a relapsing fever caused by the bite of an insect or tick known as the garibgaz or "stranger-biter"—inhabitant of some of the less savoury caravanserais originally erected by Shah Abbas on the pilgrims' road to Meshed—Mr. MacLeish and the Secretary, took the old Baghdad road to Kazvin and Hamadan. The notables of Sultanabad, Burujird and Hamadan once more rallied to the Commission's invitation to state their views and give their opinions on the opium problem, while the President was prevented by bad weather and worse roads in an endeavour to reach the city of Kurramabad.

On the evening of June 4th the Commission reunited at Kermanshah and, after further interviews with notabilities, left Persia on June 6th, regaining Europe at Marseilles on June 16th, as it had come, by way of Baghdad, Palmyra, Beirut and Alexandria.

As will be seen from the above narrative of its Odyssey in Persia, the Commission took particular care to obtain information from and to consult the views, in all cities, villages and districts which it visited, of those best qualified to give an opinion and to furnish data on the problem of opium production. The Persian Government also courteously supplied a large body of statistical and other data, much of which, the Commission was given to understand, had never before been compiled in Persia.

The Commission has also made use of such books and reports upon the economic and agricultural state of Persia as have been available.

Before proceeding to the main body of its report, the Commission desires to offer its heartiest thanks to all those without whose willing and generous aid the members could scarcely have accomplished their difficult task.

First and foremost among these the Commission desires to tender its warmest thanks to the Persian Government, which had most hospitably made all the members of the Commission its guests throughout the visit to Persia. The Commission feels an abiding sense of gratitude towards all those members of the Government who assisted the Commission with their views and opinions on the problem of opium production; more especially to those officials who so ably conducted the Commission on their journey in a country never visited by travellers other than the curious, and to those who, by their arduous work of interpretation, provided the means

of communication between the members of the Commission who were ignorant of the native tongue and those Persians who were innocent of French or English.

The Commission wishes also to place on record its appreciation of the aid given by the notabilities, ex-ministers and ambassadors, landowners merchants, peasants and others who generously gave their time—some of them even on holidays—in order to appear before the Commission to explain their views or difficulties and to answer the innumerable and often puzzling questions asked by the various members of the Commission and its staff.

The Commission's warmest thanks are due to those who courteously placed their houses at its disposal during its wanderings throughout Persia. The members indeed are happy to state that, departed as many of Persia's glories may be, Persians still maintain that high level of generous hospitality for which their country has ever been renowned.

The Commission is sensible of an especially deep debt of gratitude to all those foreign residents in Persia, whether official or unofficial, who furnished all possible information on matters political, economic, industrial and agricultural, who welcomed the Commission in their houses and who assisted the Commission in one way or another in the accomplishment of its task. Among the most remarkable phenomena observed by the Commission during its stay in Persia were the general conviction of foreigners long acquainted with her people that that ancient country is upon the threshold of a new era and the widespread interest evinced in the endeavours of the League of Nations to suppress the surplus production of opium throughout the world.

Lastly, the thoughts of all members of the Commission will often dwell in happy reminiscence upon the generous and wholehearted welcome accorded to it by all classes of the Persian people, from H.I.M. Reza Shah, who evinced a keen interest in and appreciation of the Commission's work, down to the humblest peasants and tillers of the soil. The members of the Commission who, following in the steps of Alexander the Great, Marco Polo, Chardin and many another inquisitive European, were privileged to undertake this voyage will feel with Gobineau: " Je ne comprends pas que l'on se dise heureux de quitter l'Asie, à moins de ne l'avoir pas regardée. "

CHAPTER I.

SUMMARY SURVEY OF THE PHYSICAL GEOGRAPHY OF PERSIA ; HER ECONOMIC HISTORY ; THE HISTORY OF HER COMMERCIAL RELATIONS WITH THE REST OF THE WORLD.

Persia presents the geographic paradox of a country, almost untraversable, lying across one of the great highways of the world, a situation which with another physiography would have made her a market of two continents, and a physiography which in a different situation would have left her isolated and dependent altogether upon herself. The Iranian plateau and the great north-west south east mountain ranges, known to the ancients as the Zagros, which mark its western extremity, close from the Caspian to the Persian Gulf one of the most traversed sections of the earth. Even before the days of European-Asiatic trade, the great mass migrations from the centres of settlement in China and India to the centres of settlement on the Atlantic sea-board passed in parallel lines either across southern Russia, from the Mongol steppe, and Hungary, or south of the Black Sea, the Caucasus and the Hindi Kush, across the bare uplands of Persia. With the beginning of trade, the caravans followed in the footsteps of the tribes. The old migratory road across the north of Persia became the Royal Road of the King of Kings, and in the first century of the Roman Empire the Road of Silk. It was by the same steep passes that the Venetians and the Genoese sent their merchants into China in the middle ages.

These journeys, however, were always difficult and were only undertaken because there was no alternative. Persia is not so much a plateau as a series of high valleys lying between mountain ranges and descending in terraces from west to east into a desert and closed at north and south by yet more mountains and the seas. It is walled by gigantic ranges on the north along the Caspian, on the west along the valley of the Tigris and Euphrates, and on the south along the Persian Gulf. It is divided from north-west to south-east by another almost unbroken chain of enormous height. Its western half, divided and re-divided by mountains parallel to the western and central plateaux; is made up of valleys lying at altitudes of 3,000 to 6,000 feet, with cities from 3,000 feet (Teheran) to 5,000 feet and over (Kerman and Isfahan). This eastern half is cut from north to south by the Lut or great desert basin of Persia, which forms an obstruction to east-west traffic more impassable than any mountain range and is only to be avoided by the classic northern route through the Caspian Gates of Arrian. At no point save upon the east can it be entered without a long and arduous climb over mountain passes of notorious difficulty and danger.

The economic history of Persia is the lengthened shadow of this peculiar geographic situation. As long as she lay upon the only practicable route from the valley of the Tigris and Euphrates to the valley of the Indus, so long, that is to say, as the immense attractive power of India was exerted only over her routes, Persia was, in spite of her physical difficulties, a great trading and commercial country, whose isolated and distant cities were world markets and whose deserts and mountain valleys were roads. But when the trade routes left her—when at the end of the fifteenth century the Cape of Good Hope was doubled—she was forced to become a country dependent upon herself. The great Chinese road across the mountain to Tabriz became the nomad camel track that it had been before. The Royal Road through Hamadan and the Pa-i-Tak pass was used for a feeble trade in carpets with Baghdad and the plains beyond. British merchants on the south and Russian merchants on the north offered their goods for Persian consumption. The transit trade was ended, and Persia became the agricultural and grazing State she is to-day—an agricultural State in a country of mountains and insufficient water, a grazing State with a tradition of world trade.

CHAPTER II.

PRESENT CONDITIONS IN PERSIA.

1. Environment.

(a) CLIMATE.

The Commission desires to draw attention to the fact that meteorological statistics enabling the characteristics of the climate to be exactly defined are lacking in Persia. Reliable figures exist for a very few localities only, and these are not comparable one with another, as observations have been made under varying conditions (particularly as regards the period during which they have been carried out). The data, mostly in the form of figures, supplied to the Commission for each province by the Persian Administration of Inland Revenues (Ministry of Finance), are, as the Director pointed out, the result not of measurements but of estimates made by the most competent persons in each district. The Commission will therefore seldom be able to quote exact indications (these will be accompanied by the name of the writer who supplied the information) with regard to temperature, atmospheric precipitation, the humidity of the air, and the winds. It will in almost all cases have to confine itself to general data, such as are usually found in studies of Persia.

The principal factors determining the main climatic regions of Persia are the altitude, variations in ground level, and wind (between latitudes north of roughly 39°45' and 25°). These factors combined determine atmospheric precipitation and temperature.

The *low-lying districts* of Persia—from sea-level¹ up to a thousand feet or so—may be divided into two climates : (1) that of the Caspian zone, bounded by the Caspian Sea on the north and the high Elburz chain on the south, and containing the three provinces of Gilan, Mazandaran and Asterabad ; (2) that of the Southern Ports zone, bounded on the south by the northern shore of the Persian Gulf and on the north by the southernmost chains of Fars ; to this zone must be added the plain of Arabistan (Khuzistan) east of the Shatt-el-Arab and west of the Bakhtiari mountains.

The *high-lying districts*—the central Persian plateau—have a different climate, which, owing to variations of ground level, may be divided into two sub-climates : one for the zones consisting of wide areas of comparatively level plain and the other for the mountains which border on the Iranian plateau or result in numerous variations of the ground level, chains and massifs, the height of which varies from 6,500 to 18,602 feet. This district includes the greater part of Persia.

Climate of the Caspian zone.— This is characterised by abundant rain, especially in spring and autumn. The damp winds from the Caspian meet the high Elburz chain, and, decreasing in temperature with the altitude, their humidity condenses into clouds, which fall in the form of rain, watering the northern slopes only. On these slopes the annual rainfall is said to exceed 50 inches (P.S.) and to amount to 56.45 inches at Resht and 16.28 inches at Asterabad (H.S.), the average being 40.91 inches (M.F.). Whatever figure we accept, it is certain that there is far more rain in this district than in any other part of Persia. Vegetation, including trees, is luxuriant in this area.

The atmosphere of this zone is very damp (no figures) up to 40 miles from the sea (H.S.), and as a result there is little daily variation of temperature. The average summer temperature (shade) is rather high : 89.50° to 94.75° F. (D.), or 73° to 103.75° F. (M.F.), according to the province. The winter is fairly mild (D.), with average temperatures varying from 40.25° to 49.50° F. (M.F.). *Characteristics* : snowfalls in Mazandaran and sometimes even in Gilan, where they are now and then very heavy (M.F.) ; frequent and violent storms from the Caspian (D.). This is the cloudiest part of Persia.

The climate is therefore damp, and rice and tea are grown. In the northern valleys, the olive is found at a height of 650 to 1,000 feet ; this district may be said to enjoy a climate corresponding to what in Southern Europe is called the "olive-tree climate".

Climate of the Persian Gulf zone and Arabistan.—Rain, which falls in spring, is rare. Bushire, which supplies the best observations, appears to be the least unfavourable station on the Gulf, with an annual rainfall of about 11.07 inches (P.S.), 13.36 inches (H.S.) or 12.60 inches (M.F.), that is to say, a little more than the average for the plateau (H.S.). The amount is

¹ The level of the Caspian Sea is about 87 feet below that of the Persian Gulf (average level of open seas).

somewhat less in Arabistan, 11.42 inches (M.F.). For most of the year the air is very damp from the mouths of the Shatt-el-Arab to Bandar Abbas ; the humidity figure rises as high as 85° to 90° at Bushire but falls to a very low point a few miles from the sea (H. S.).

The whole of this zone is very hot. Sir Percy Sykes describes Arabistan as torrid, particularly Shushtar, and at Susa, Dieulafoy encountered very high temperatures at the end of May. Along the coast the damp heat is overpowering, especially at Bandar Abbas. The average temperature is said to be 103.75° F. in summer and 67.75° to 76.50° F. in winter (M.F.); the temperature of the water in the Persian Gulf rises to 94° F. (D.) in July and August. There is very little nebulosity. The climate is therefore tropical and dry with poor vegetation, the characteristic product being the date-palm, which is cultivated by means of irrigation.

The climate of the Iranian plateau.—The Iranian plateau presents altitudes varying from about 300 meters (1,000 feet) in the deep depressions (for example, in the Dasht-i-Lut, a large desert east of Kerman, to 5,671 meters¹ (18,602 feet), the highest point at Damavand. Generally speaking, altitudes lower than 2,600 feet consist of desert. The reason for this is that there is very little atmospheric precipitation on the plateau but more in the mountains, especially in spring and at the end of autumn. The average rainfall varies from about 5.44 inches at Isfahan to 9.33 inches at Meshed, 9.86 inches at Teheran, and 21.51 inches at Urumiyah (H. S.). Sir Percy Sykes's figures are slightly lower. In the provinces containing high mountains, the rainfall is said to vary from 11.88 to 14.96 inches, falling in the plains to between 7.87 and 9.84 inches (M. F.). The average is generally accepted as being about 10.04 inches a little lower in the centre of the plateau, where the differences of level are less, and falling to 4.9 inches in the south-east (province of Kerman). Accordingly, except for the small and peculiar district of Urumiyah, the plateau enjoys a dry climate. The mountains receive the heaviest snowfalls, which form a valuable reserve of water for a large part of the year. There is little snow in the plains.

The air is very dry. In the Lut desert the humidity figure of 11°2 has been recorded (K.)—the absolute minimum ever scientifically observed, which means that the Iranian plateau is the driest part of the whole earth.

This remarkable dryness of the air is due, above all, to the drying winds which blow with remarkable regularity over the plateau. The barrier of the Elburz withholds from the plateau the benefits of the damp winds from the north. The prevailing wind in autumn and winter, and that which brings the rains, comes from the north-west; between October and April, 60 per cent of the Atlantic storms pass over the Iranian plateau after crossing the Mediterranean, Syria and Iraq (P. S.). In spring and summer the prevailing wind is south-east. These are only very general indications, for variations in the level of the plateau determine local climates with their particular winds, just as they account for variations in rainfall and temperature. These winds, which rise in Iran, are always drying in their effects. Some districts suffer also from a dry and almost continuous gale. The "120-days wind" of Seistan is of evil repute. The valley of the Aras, nowhere an entirely Persian river, is incessantly swept by a disagreeable wind. Every day winds and dust-storms get up in the valleys and plains as soon as the temperature rises. Finally, there are occasional winter blizzards.

As a result of this constant action of the winds and their dryness during a large part of the year, there is very little nebulosity, and the atmosphere is exceedingly diathermic. Consequently, the Persian plateau is a country of extremes of temperature : very great variations between day and night, considerable differences between summer and winter. In the mountainous provinces of the plateau the average temperature is said to vary from 75° to 89.5° F. (M.F.) in summer, from 36° to 49.5° F. (M.F.) in winter, except in Azerbaijan, where during the very hard winter the thermometer often falls below minus 40° F. (M.F. and D.). In the lower districts the summer average is slightly higher, particularly at Yezd and Kashan (M.F.), and the winter averages are about the same (M.F.). Accordingly, the Iranian plateau enjoys a continental climate and a dry climate with two clearly defined seasons : a cold and sometimes hard winter and a hot and almost rainless summer. The intermediate seasons of spring and autumn are short.

From one year to another, however, this climate presents considerable variations both as regards extremes of temperature and the amount of rain. This has a detrimental effect on the economic life of the country, particularly on that of the northern parts of the plateau, which are the most thickly inhabited and the busiest. Unless resort is had to irrigation, which has not yet been properly developed, the cereal harvest, and therefore the food supply of the population, is closely dependent upon favourable rains at the right season ; these two conditions have been happily realised in 1926. But if the winter and spring are too dry and the grain harvest below the average, as in 1925, the result, under present conditions and owing to the climate, is periodic famines, which cannot be foreseen and which necessitate the import of cereals from abroad.

* * *

Generally speaking, it may be said that, with the exception of the Caspian provinces, the climate of the different parts of Persia involves at least five and often seven or eight months of absolute drought, and in order that agriculture may be consistently profitable the natural water resources have to be improved and developed by means of irrigation.

¹According to the British Map, 1 : 1,000,000, Geographical Section, General Staff, War Office, 1916 (Projection of the International Map).

(b) SOIL.

The territory of Persia includes low-lying districts—Arabistan in the south-west (the most important), the Persian Gulf coast in the south, part of the Caspian coast in the north—and a plateau from 4,000 to 6,000 feet high, surrounded and intersected by mountain ranges reaching altitudes between 6,500 and 18,602 feet. The total area is about 628,000 square miles.

This vast tract of land exhibits a great variety of geological formations, among which rocks of varying ages and characters have been found.

The most important, both in extent and for our purposes, are the sedimentary rocks. Among these we would mention in particular the argillaceous limestone of the cretaceous period in certain parts of the Elburz range and in Luristan; the miocene marls, with an admixture of grit occurring in conjunction with gypsum strata; and the close-grained limestones, particularly in the Elburz, Azerbaijan, Luristan, and Fars.

To these rocks of sedimentary origin must be added the crystalline rocks of the archæan series (granites, porphyries, etc.), and the igneous rocks of various ages in the Elburz and Khorasan; and the volcanic formations which predominate in Northern Persia (Elburz, Azerbaijan, Khorasan) and also occur in the south-east and here and there in the centre of the plateau but are scarce in the mountain ranges of the south-west (trachytes, basalts).

Quaternary formations occur all over the coastal zone in Gilan and the Persian Gulf.

Finally, alluvia, formed at various periods by erosion (the action of water and wind) from the rocks of the above-mentioned formations, cover the major part of the plateau.

* * *

It is the last two formations which provide the greater part of the arable soil, once their quality has been improved by spontaneous vegetation, weather, and the work of man.

The character of the soil varies as greatly as the rocks from which it is formed. Among the richest soils for agriculture are those produced by the decomposition of diorites and diabases, igneous rocks which are common in the Elburz and Khorasan and which are of a brownish colour. Their fertility is due to the presence of the constituent elements of such rocks, notably potash. In texture these alluvial soils are light and permeable. The cretaceous alluvia, on the other hand, are clayey, heavy, and relatively impermeable, *e.g.*, in Kum, Isfahan, etc.

Accurate data as to the agricultural value of such soils can only be obtained from a physico-chemical examination. This examination has still to be carried out, and the Committee has had no time for it. It believes, however, from what it was able to observe, that, except for the desert areas such as those of the Dasht-i-Kevir and the Dasht-i-Lut, the soil in the valleys of Iran may be regarded as of average fertility. An excellent test of this fertility is afforded by the results obtained wherever these soils can be watered and tilled. We should mention the frequent occurrence of soils rich in various salts, especially sodium chloride, the presence of which is altogether pernicious from the point of view of agriculture. These are to be found particularly in soils with poor natural drainage, especially those which lie at the bottom of depressions and which are covered with saline efflorescences during the dry season; in these spots any spontaneous growth is practically impossible.

(c) WATER RESOURCES.

Apart from the rainfall, to which reference was made in the section dealing with climate, Persia possesses certain supplies of water which are found both on the surface and underground.

Surface water.—Persia is bounded by two large areas of sea: the Caspian in the north and the Persian Gulf and the Arabian Sea in the south.

In order to have an idea of the water resources, it is not enough to consider the slopes of these two basins, for the high mountain chains which surround the central plateau are close to the sea. They are traversed by few rivers. Those which do not pass through the mountains are short. It is therefore necessary to consider also the slopes of these chains facing the interior of the Empire towards the Iranian plateau, which makes up the larger part of Persia. Since the earlier geological periods, changes have taken place in the distribution of the water, probably due in the main to reduction in volume. Rivers which formerly cut through the mountains now no longer do so. A lake the water of which passed through the high mountain wall by a gap no longer reaches the overflow level. At the present day, the seaward slopes may be said to represent somewhat more than a third of the area of Persia; the remainder is made up of the internal slopes towards the Iranian plateau.

On the Caspian side, the Safid Rud, formed by the junction of the Kizil Uzun and the Shah Rud, which take off the waters from the southern slopes of the Persian Elburz, pierces the Elburz chain; its course is long but it is nowhere navigable. Further east, the Harhaz, a smaller river, also bores through this chain. In the extreme north-east of Persia, mention must be made of the Gorgan and the Atrak, the latter being the more important and constituting along part of its course the frontier with Russian Turkestan.

On the side of the Persian Gulf there is only one important river, the Karun, which is the only real river in Persia. Rising in the Bakhtiari mountains and swollen by the waters of the Ab-i-Diz, it flows into the Shatt-el-Arab at Muhammareh. It is navigable all the year round for about 155 miles, the only obstacle being a sand bar at Ahwaz. A little further east the Jarrahi Rud, which rises in the western chain of mountains, also serves to water the low-lying district forming Persian Arabistan. South of Bushire the Mund Rud runs into the sea after being joined by several tributaries, the principal of which, the Kara Agach, rises in the mountains west of Shiraz. The only other river, which flows into the sea south-east of Bandar Abbas, is the Minab Rud, the entire water supply of which is in normal times used for irrigation.

The rivers flowing down into the interior of the Iranian plateau find their way into a very large number of land-locked depressions, of which at any rate the most important should be mentioned, *viz.*, the Sistan depression to the east, Lake Urumiyah to the north-west, the Daria-i-Namak and the Gav-Khaneh in the centre, and Lake Niriz in the south-east.

The Sistan depression corresponds more or less to the basin of the Helmand, which is of small concern to Persia.

Several rivers flow into Lake Urumiyah, most of them, but the least important, coming from the west.

The depression formed by the Daria-i-Namak is joined by various rivers coming either from the Elburz chain in the north (the Jarja Rud, the Kend, the Karaj, and the Rud Shur), from the Kuh-i-Alvand to the west (the Kara Chai, swollen by the Zarin Rud) or from the south-east (the Kum Rud), to mention only the most important.

The only river joining the Gav-Khaneh worthy of mention is the river at Isfahan, the Zindeh Rud, which rises on the eastern slope of the Bakhtiari mountains not far from the upper waters of the Karun.

Finally, Lake Niriz is made up of the Rud-i-Kur, which in its lower stretches is known as the Band-i-Amir.

There are many lakes in these depressions. The most important is Lake Urumiyah, which has an area of 1,550 square miles and was at one time larger. In the south we need only note Lake Daria-i-Meharlu, near Shiraz, and, a little further east, Lake Niriz. Many other lakes of varying size are to be found in the depressions, and also a certain amount of permanent flood land and more or less marshy stretches.

In its main features the system of these surface waters may be described as follows. Among permanent rivers only the Karun is navigable all the year round. The rivers which we have mentioned in connection with the different slopes are the only ones with water all the year round, and many of them are fordable even when in flood. Most of the rivers of the plateau are intermittent, at any rate over a part of their course. All the streams have their annual flood-time when the snows melt, that is to say, rather late in the spring, their lowest depth being normally reached before the beginning of the autumn rains or in winter. Their course through the mountains is frequently characterised by gorges, waterfalls, cascades and the other features associated with torrents. Except for the Karun, however, which brings down a large volume of water, these streams become sluggish as soon as they reach the plain. The short rivers coming down from the high mountains (the Jarja Rud and the Karaj, north of Teheran) are mere torrents liable to sudden and heavy but short-lived floods, when their basins, with their impermeable soil and the absence of trees, receive the abundant rain from the spring and summer storms. The non-permanent nature of the rivers over part of their course only is often due to the utilisation of the water by the peasants for agricultural purposes. All waters on the plateau not used for agriculture are eventually lost in the sands of the desert or in the marshes or the lakes.

As the rivers watering the Iranian plateau are mostly short, irrigation cannot be extensively employed. In unusually dry years, in particular, not only is there a smaller rainfall in the lower districts but there is a correspondingly small accumulation of snow in the mountains. This snow, however, feeds the rivers which water the plains. It is therefore at the very time when irrigation water is specially required for the crops that the available surpluses are the smallest.

The marshes and lakes themselves are variable. Their size, as in the case of Lake Niriz, depends upon the water brought down by the tributary streams and therefore upon atmospheric precipitation during the year, but more still—as seems to have been clearly proved in the case of Lake Urumiyah—upon the varying amount of crops irrigated each year by these tributaries.

Some of these surface waters are fresh, but they often contain various salts in solution. This is a matter which has hardly been examined at all. The surface of the ground between the major and minor beds of the rivers frequently appears covered with a white or grey saline efflorescence. The lakes and marshes are all salt, and the waters of Lake Urumiyah are richer in marine salt and in iodine than the sea itself, having a specific gravity of 1.1555 (Loftus); nor does it appear that the fresh water from tributaries has any appreciable effect upon the degree of their saltiness (P. S.).

Springs are numerous and of varying quality; they are generally to be found in the mountains, and their collection has often given rise to administrative difficulties. The springs are of fresh cold water and are found in the old geological strata, sometimes containing limestone, like those south-east of Lake Urumiyah. There are various hot springs in the volcanic districts. Finally, from the bottom of Lake Urumiyah rises fresh water which does not mingle with the exceedingly salt water of the main body of the lake.

Underground water.—Underground water is at present collected for irrigation by means of wells utilising the phreatic supply. We do not, of course, refer in this connection to the carrying of water along subterranean canals constructed by man.

2. Technical Survey.

(a) AGRICULTURE.

From an agricultural point of view, Persia presents a widely different aspect in various parts of her territory. Whereas on the Caspian littoral the climate is fairly temperate and moist with a fertile alluvial soil, the Persian Gulf littoral has a climate much hotter but very dry, suitable (except in Arabistan) for little else than the date palm.

Between these widely separated regions there is a great plateau surrounded by a series of mountain chains, whose slopes effectively stop the moisture and leave the intervening valleys and plains hot and dry under the blistering sun of a cloudless sky. Under such conditions there is no cultivation of the soil, except where man, by irrigation from rivers, wells or subterranean canals (*kanats*), much used in Persia, has been able to bring water to the soil.

Indeed, the Iranian plateau is considered an arid tract dependent wholly on man-made facilities—a condition which has perhaps been encouraged by deforestation. It is therefore easy to understand why the area actually cultivated is strictly limited by the shortage of water. However, while all cultivation on the central plateau is maintained by irrigation, a moderate success is obtained by means of what is known as dry cultivation.

Irrigation, generally speaking, is required not only for the ordinary herbaceous crops but even for shrubs and for the trees grown along the irrigation ditches to maintain the banks. Grape vines, which appear to be the only exception to this rule, grow successfully on the foothills and close to mountain slopes where they can find sufficient water for their needs.

Plants which are commonly cultivated in the plateau region are : (1) *grains*, such as wheat and barley, vegetables, fruit trees and grape vines ; (2) *industrial plants*, such as tobacco, cotton, opium, flax, mulberry ; (3) *forage crops*, such as lucerne, sainfoin.

Most of these are grown in the fields near the villages, but a few, like the fruit trees and vegetables, are grown only in the private gardens.

There is a very wide difference in the results observed and reported in various regions and even as between one year and another. It was found, for example, that certain crops, *e.g.*, mulberry, cotton, flax and tobacco, were cultivated much less than formerly, while within the last ten years there has been an almost alarming development of poppy culture.

In the following pages will be found a very brief review of Persian crops and cultures from the technical agricultural point of view, with the exception of the opium poppy. In view of the special interest attaching to this crop, which formed the main subject of the enquiry, the Commission has thought it best to collect all data relating to the poppy in the same chapter.

1. Wheat (*Triticum sativum*).

Varieties cultivated.—The commonest varieties under cultivation are various mixed bearded and spineless varieties, smooth or pilose, with white or red ears, and hard or soft grains, there being no process of selection from the point of view either of resistance to parasites or of yield.

Production : Area under cultivation.—The total production for 1925 was 3,766,000 kharvars¹ (M.F.). Wheat is grown in every province and represents about 25 per cent to 30 per cent of the total annual crops. The chief wheat-growing provinces are (M.F.) :

	Karvars
Khorassan and Azerbaijan	500,000 to 700,000 ^{2,3} each
Fars	300,000 ⁴
Kerman and Kermanshah	250,000 each ⁵
Kurdistan and Khamseh	200,000 each ⁶
Teheran	190,000 ⁷
Aragh	185,000 ⁸
Isfahan	150,000 ⁹
Kazvin	100,000 ¹⁰

¹ 41,087,060 bushels, or 11,185,000 quintals.

² 5,455,000 to 7,637,000 bushels, or 1,485,000 to 2,079,000 quintals.

³ In good years.

⁴ 3,273,000 bushels, or 891,000 quintals.

⁵ 2,727,500 bushels, or 742,500 quintals.

⁶ 2,182,000 bushels, or 594,000 quintals.

⁷ 2,072,000 bushels, or 563,600 quintals.

⁸ 2,018,000 bushels, or 549,400 quintals.

⁹ 1,636,000 bushels, or 445,000 quintals.

¹⁰ 1,091,000 bushels, or 297,000 quintals.

Methods of cultivation.—As a general rule, wheat is sown in the autumn ; it is not manured. Wheat is grown in the plains with irrigation water, and in the hills and plains at the foot of the mountains with rain water, though less successfully. In years when there is a shortage of rain, wheat is also sown in the spring, suitable varieties being employed.

Yield.—Under favourable conditions, the average yield may be put at 45 to 50 batmans per jarib¹ (average of figures supplied verbally to Commission). The yield is generally seven or eight-fold.

Diseases.—Rust (*Puccinia graminis*) and, more particularly, the *seng*, a member of the hemiptera, which, we are informed, is the same as *Eurygaster integriceps*; locusts.

2. Barley (*Hordeum vulgare*).

Varieties cultivated.—Distichum, tetrastichum and hexastichum, which are grown both for human and animal consumption.

Production : Area under cultivation.—The total production in 1925 was approximately 1,959,000 kharvars² (M.F.). Barley is grown in all the provinces. The figures for grain production do not include all the barley which is grown, as some of it is reaped before it ripens, to provide fresh fodder for livestock.

Methods of cultivation.—As for wheat.

Average yield.—Fifty to sixty batmans per jarib³ (average of figures supplied orally to the Commission).

Diseases.—(See under Wheat.)

3. Rice (*Oryza sativa*).

Varieties cultivated.—It has not been possible to fix the varieties under their scientific names. In the province of Gilan the rice grown is divided into three classes : (1) *champa* (export) ; (2) *sadri*, the most highly prized variety (home consumption) ; (3) *rasmi*, the least appreciated (local consumption ; some exported).

Production.—In 1925 the total production was over 900,000 kharvars⁴ (M.F.), 800,000 kharvars⁵ being grown in the Caspian provinces of Gilan and Mazandaran. Rice is also grown in certain other provinces.

Methods of cultivation (in Gilan).—Rice-growers have a firm belief in the fertilising property of the waters of the Safed Rud. Very little manure is used. Sowing in March, transplanting and pricking-out in May, two or three hoeings, and harvest in August or September. The land may be left fallow for the next year but is often ploughed in autumn for re-sowing with rice.

Average yield.—According to the figures supplied by local rice-growers, the average yield is fairly high. The yield may, however, be so considerably reduced by shortage of water as to cause the Government to allow exemption from taxation.

4. Cotton (*Gossypium herbaceum*)

Varieties cultivated.—There are several varieties which have been grown successfully from an early era and which yield a product exported in large quantities. There are also several recently imported varieties, among which we may note more especially an American cotton acclimatised in Russian Turkestan and the Caucasus and introduced last year into the Sabzawar district ; this variety is longer and silkier in the staple than the native cotton.

Production.—There are wide discrepancies in the figures generally given for the total production, which may, however, be estimated at 12 million batmans⁶ in round figures (M.F.). The principal cotton growing provinces are Mazandaran, Asterabad, Khorasan, Isfahan, Teheran, and Azerbaijan.

Methods of cultivation.—Cotton is sown in the spring. It requires careful cultivation. In rotation it follows wheat or barley, or more seldom poppy (in the southern provinces). It is sown at the beginning of May and is not watered for 25 or 30 days ; it requires at least

¹ 1,090 lbs. to 1,205 lbs. per acre, or 1,225 to 1,360 kgs. per hectare.

² 25,663,000 bushels, or 5,812,000 quintals.

³ 1,205 to 1,455 lbs. per acre, or 1,360 to 1,635 kgs. per hectare.

⁴ 584,100,000 lbs., or 2,673,000 quintals.

⁵ 519,200,000 lbs., or 2,376,000 quintals.

⁶ 78,000,000 lbs., or 356,400 quintals.

six waterings and is estimated to need twice as much water as wheat or poppy. The picking of the ripe bolls begins at the end of September and continues into October and even November, as and when fresh bolls ripen.

Yield.—The Commission was unable to obtain any exact figures for the yield of the cotton crop in the different producing districts.

N.B.—Cotton-seed oil is not extracted in Persia, though it can be employed for various industrial and alimentary usages ; the cakes made of the oil can be employed both as fodder and as fertilisers.

5. Tobacco (*Nicotiana Tabacum*).

Varieties cultivated.—Two varieties have been grown for centuries, one called *tumbaku*, being for use with the hookah (*kalyun*), and the other for the Persian pipe (*chubug*). There are now other varieties, the seed of which has recently been imported from Europe and America. These are intended for cigarette tobacco, which is said by cigarette smokers to be of excellent quality.

Production.—The Commission has no figure for total production. The principal tobacco-growing provinces are :

<i>Hookah tobacco (tumbaku)</i>	<i>Cigarette tobacco</i>
Azerbaijan.	Gilan.
Kashan.	
Golpaygan.	
Shahrud.	

Methods of cultivation.—Tobacco is sown in summer. After two or three ploughings, without much manure if it follows rice or poppy in the system of rotation, the seedlings are transplanted in April or May; they are watered about six times, according to the quantity of water available, and the harvest takes place in August or September, beginning with the lower leaves. After the harvest the leaves are sorted, hung up in sheds and covered with straw or leaves.

Yield.—We are informed that the yield varies from 40 to 120 batmans per jarib¹ (in Gilan).

Diseases.—Insects whose larvæ eat the roots. Locusts, particularly in the south (where only tobacco for the hookah or Persian pipe is grown).

6. Beans (*Faba vulgaris*), Chick-Peas (*Cicer arietinus*), Peas (*Pisum sativum*), Lentils (*Ervum Lens*), and Runner-Beans (*Phaseolus vulgaris*).

Some of these leguminous plants are sown in autumn and winter, others in spring. They are grown for human food almost everywhere in Persia, either in the fields or in gardens. The Commission obtained a few indications as to their yield ; thus it is stated that the bean can yield 200 batmans² of green fruit per jarib, the runner-bean 100 batmans³, the chick-pea 50 batmans⁴, and the lentil 15 to 20 batmans⁵. When dried, their stalks also serve as fodder.

7. Potatoes (*Solanum tuberosum*).

Potatoes are little grown in Persia, as the peasants regard them as a luxury crop. The Commission was informed that the yield was about 200 batmans per jarib⁶ in the province of Isfahan. We have no information with regard to production.

8. Maize (*Indian Corn*) (*Zea mays*).

This is grown almost everywhere, generally with other garden plants in gardens and villages and consequently in small quantities. The ears are eaten roasted fresh. The Commission has not been able to ascertain the yield.

9. Sorgo (*Sorghum vulgare*).

This is grown more than maize, in the open country, in almost all provinces, and is called by the Persians millet. No information is available as to production.

¹ 970 to 2,910 lbs. per acre, or 1,090 to 3,270 kgs. per hectare.

² 4,855 lbs. per acre, or 5,455 kgs. per hectare.

³ 2,425 lbs. per acre, or 2,725 kgs. per hectare.

⁴ 1,205 lbs. per acre, or 1,360 kgs. per hectare.

⁵ 365 to 485 lbs. per acre, or 410 to 545 kgs. per hectare.

⁶ 4,855 lbs. per acre, or 5,455 kgs. per hectare.

10. *Melons, Water-Melons and Cucumbers.*

These three species of *Cucurbitaceæ* are grown (summer sowing) in all provinces, and the products are excellent. They are grown as an associated crop and follow the poppy in the southern provinces; they require manure and plenty of water. The production frequently exceeds local requirements, but export is impossible.

In Sistan and other parts melons are dried and preserved and form an important article of diet.

11. *Beetroots, Tomatoes, Onions, Cabbages, Radishes, Lettuces, Mint, Tarragon and Other Vegetables.*

These are almost everywhere grown as associated crops and have some economic importance so far as they can be conveyed to the centres of population.

12. *Textile Plants other than Cotton.*

From information obtained at Resht, it appears that a product designated as hemp is grown to a certain extent in the provinces of Gilan and Mazandaran. We understand that as much as 60,000 poods¹ is exported annually to Russia. The Commission was unable to obtain a specimen, but the plant in question is almost certainly the *Hibiscus cannabinus* (*kanaf*), the fibres of which provide a jute substitute used for making sacks and as twine for mats. Hemp-growing has been prohibited by the Government on account of the manufacture of hashish, though, according to the Commission's own observations, hemp is still grown for that purpose in certain places.

13. *Oleaginous Plants.*

Eruca sativa (*Mandab*) is much grown in Persia for the oil extracted from its grains. This oil is rubbed on camels to make their hair grow and to protect them against the blistering heat of the sun. Sesame (*Sesamum indicum*) is also grown for the seed oil, which is put on bread and cakes. The castor-oil plant (*Ricinus communis*) is likewise grown here and there, but it also grows wild near the villages and even on fallow ground.

14. *Aromatic Plants.*

Though the rose has a traditional reputation in Persia, and though magnificent rose-trees of many kinds with most beautifully scented flowers are to be seen in the gardens, it cannot be said that this plant, which yields the most valuable essence, is grown on an industrial scale. Rose-water is made at Isfahan, Kashan and elsewhere, and indeed the essence is distilled by a few landowners but not as a commercial proposition. Jasmine, the rose geranium, mint, tarragon, etc., are grown in the same way.

15. *Forage Plants.*

On land that can be irrigated, various forage plants, such as lucerne (*Medicago sativa*), clover (*Trifolium pratense*, *T. repens*), and sainfoin (*Onobrychis sativa*) are grown, though in very small quantities. At Isfahan, lucerne is cut five or six times a year and clover and sainfoin four times. The general estimate is from 10 to 15 kharvars of fresh grass per jarib². The total production of these three kinds of fodder in 1925 is stated to have been in round figures, 840,000 kharvars³ (M.F.).

In certain provinces, oats (Fars) and beetroot (Isfahan) are also grown for fodder.

Trees and Shrubs.

1. *Mulberry* (*Morus alba*).—It has not been possible to obtain statistics of the production and cultivation of mulberries in Persia. Our own observation shows, however, that the tree can be grown almost throughout the country. The culture, formerly large enough for the needs of the silk industry, seems to have declined some years ago, principally owing to diseases of the worms. The mulberry needs much water, particularly during the early years, and is for this reason grown, as far as possible, along irrigation dykes or along roads bordered by ditches which conserve the humidity. The possibility of developing mulberry cultivation, in view of its importance for the expansion of the silk industry, is considered in another chapter.

¹ 1,927,000 lbs., or 9,828 quintals.

² 24,270 to 36,405 lbs. per acre, or 27,270 to 41,000 kgs. per hectare.

³ 545,160,000 lbs., or 2,494,800 quintals.

2. *Fruit trees*.—The principal fruit trees are : pear, apple, cherry, almond, pistachio, walnut, pomegranate, fig, etc. They are grown in all provinces, largely in the gardens around towns and villages, where the trees have the benefit of the water and manure used primarily for other cultures. There are no figures for the yield of fruit trees except that supplied by the Ministry of Finance for 1925 (171,000 kharvars¹) ; this figure is probably much below the actual yield, as it does not include all the provinces.

3. *Vine (Vitis vinifera L.)*.—Several varieties are grown, some for wine and others for raisins. They are cultivated in almost all the provinces, either in the open fields or in gardens, and may or may not be irrigated. According to the Commission's observations, the vine can be grown up to 6,500 feet above sea level. There are no figures for the production of wine. The export statistics published by the Customs Department for 1924-25 show just over 2½ million tomans² worth of raisins exported.

4. *Tea (Thea Sinensis L.)*.—Grown in the Caspian provinces, principally at Lahijan, 22 miles from Resht. The area under tea in the provinces of Gilan and Mazandaran is now estimated at approximately 1,000,000 square zars³. The shrubs are generally planted on virgin alluvial soil which was formerly wooded or covered with brushwood and consequently has a deposit of humus. The tea bush begins to yield at the end of the third year. We are informed that plants in full bearing may yield from 120 to 140 batmans per jarib⁴. Tea-planting in the Caspian provinces, where the climate and soil are favourable, is bound to develop in the future.

5. *Olive tree (Olea sativa L.)*.—The olive is cultivated in the Caspian provinces, more especially in Gilan on the lower slopes of the Elburz in the valley of the Safed Rud, where magnificent thickets of aged trees may be seen along the Kazvin-Resht road. According to the Commission's observations, the upper limit of the olive's growth is from 800 to 1,000 feet above sea level and coincides more or less with the lower limit of the cypress zone, which spreads over the sides of the Elburz chain. We are unable to give exact figures for the production of the olive. It is by no means extensive, and the oil extracted is consumed in the country by the Armenians and Russians settled at Resht and Pehlevi (Enzali). Owing to imperfect methods of expression the quality is poor. There are also consumed in the country olives prepared in vinegar.

The slight importance attached to this culture, which might be developed largely, is due to the fact that the Persians make little use of oil as a foodstuff.

6. *Date palm (Phoenix dactylifera)*.—The date palm is cultivated intensively in the region of the Gulf and on a more limited scale in the provinces of Fars, Kerman, Yezd and the southern part of Khorasan (M.F.). The cultivation of this tree is restricted to districts with a hot climate, where the temperature does not sink below freezing point in winter. A certain supply of water in the sub-soil is also required.

These conditions exist as far north as Fasa and Kazarun in the province of Fars, but it is mainly in the zone of the Gulf that they are fulfilled in a manner permitting, in addition to the growth of the tree, a good output of dates.

There are no precise data in regard to the production of dates, but some idea may be had from the export figures, which reached 1,200,000 tomans⁵ in 1924-25 (Cust. Stats.).

According to the information which the Commission was able to procure, there are in the Persian Gulf zone and the adjacent regions (Minab, Kazarun) certain kinds of palm which produce good dates, which are exported to India, Mesopotamia and Oman.

Miscellaneous.

Henna (Lawsonia inermis).—Some importance is attached to the cultivation of this plant, which is a shrub of the Lythraceous family. Its cultivation is at present, however, confined to the provinces of Kerman, Yezd and Khorasan. The flowers and leaves furnish a reddish colouring matter much used by Mohammedans for dyeing the hair, beard, and hands—a very general custom in the East. No figures are available for the total production, but the importance of the culture may be inferred from the export figure, which amounted in 1924-25 to 118,250 tomans⁶ of henna (Cust. Stats.).

Persia is rich in *medicinal plants*, but they are not cultivated. The yield, derived solely from the wild plants, is appreciable, but does not, in our opinion, merit a separate section in this report.

* * *

¹ 110,910,000 lbs., or 507,870 quintals.

² £600,000 approx.

³ 267 acres, or 108 hectares.

⁴ 2,910 to 3,395 lbs. per acre, or 3,470 to 3,815 kgs. per hectare.

⁵ £286,000.

⁶ £28,500.

A complete survey of the resources of Persia would require a study of the forestry situation. As the improvement of sylvicultural conditions could only have an effect on the economic position after a long interval of time, the Commission considers that a study of this question would not be in place in its report ; a few suggestions will, however, be found in the following chapter.

Animal products. — Little information is available in regard to the amount and extent of animal products in the different provinces of Persia, apart from that furnished by the export figures, which include only wool, hides, leather and intestines. To these must be added a small sum for exports of live animals, more than counterbalanced by imports. The milk, butter and curd (*mast*) supply of the cities and large towns is derived either from animals kept by each householder or from small dairies, each owning from four to six animals. Goats and sheep are the chief dairy animals in the villages. Butter, a crude cottage cheese, and curd (*mast*) are made quite generally in Persia and form a very important article of diet, especially among the nomad tribes. There is a great field for developing the dairy industry on sanitary principles in conformity with modern methods with a view to securing a cheaper and purer supply of milk, butter, etc. for the inhabitants of the large cities. No doubt with the large number of sheep and goats milked there exists the possibility of establishing and developing a cheese industry, which might even produce an exportable commodity.

Stock-raising is handicapped by infectious disease, *e.g.*, plague and anthrax. Fortunately, the Persian Government has provided for the establishment at Teheran of an institution which will have a salutary effect upon agricultural conditions in the country, namely, the Pasteur Institute, the object of which is to study infectious diseases and which has a special department at Karaj for the preparation of vaccines for cattle plague and anthrax.

Possible Solutions to the Agricultural Problem.

It will be seen from the foregoing survey of technical agricultural conditions in Persia that the most important crops from the point of view of distribution and yield are wheat, barley, poppy (autumn crops), and rice, cotton, tobacco (summer crops). The next most important are vegetables, forage crops, vines, fruit trees, mulberries, tea, etc. We venture to submit the following suggestions, which may be found useful from the technical agricultural point of view as solutions of a nature to secure the attainment of the object of the Commission's enquiry. Of the following suggestions, some deal with the improvement of crops now grown, while others are intended to indicate a few crops not now grown but which seem the most suitable as substitutes for the poppy.

Suggestions with regard to Crops now grown.

The Commission proposes :

1. *Cereals.*—That the cultivation of cereals should be intensified. Cereals are at present cultivated exclusively in an extensive manner ; they occupy a big proportion of the land under cultivation (50-60 per cent) and have a very limited yield. By the employment of suitable methods, fertilisers and selected seed, it would be possible to obtain much larger harvests than at present on a smaller area of land. In this way, the farmer would save both land and water for irrigation, both of which might be employed for other crops.

2. *Forage plants.*—That the cultivation of forage plants and, more especially, leguminous plants should be developed with a view to obtaining two main advantages ; first, better fertilisation of the land, which would be of benefit also to cereals, and, secondly, improvement and increase in livestock.

3. *Cotton, tobacco.*—That the cotton and tobacco crops should be increased as far as possible and in so far as is permitted by the water supply.

4. *Vegetables.*—That the vegetable crop should be increased, namely, those vegetables the dried seeds of which, *e.g.*, beans, peas, chick-peas, lentils, etc., can be exported, and which have, moreover, fertilising properties.

5. *Mulberries.*—That the mulberry should be more extensively cultivated as being essential for the revival of the silk industry (which nowadays is languishing) through more intensive cultivation of the mulberry. It would be possible to obtain mulberries cultivated intensively within a few years.

6. *Almonds.*—That the number of almond and pistachio trees should be increased ; these trees require very little water ; the nuts already form a big export.

7. *Vines.*—That the cultivation of the vine should be increased, particularly with a view to a larger production of fresh or dried raisins, which are exported in considerable quantities.

8. *Fruit trees.*—That the present varieties of fruit trees should be improved by grafting in order to obtain a better product.

9. *Tea.*—That the cultivation of tea should be increased in the Caspian provinces.

Suggestions with regard to Crops not now grown or only grown in Small Quantities but which might form a Partial Substitute for Poppy.

1. *Sugar-beet*.—According to local information, it is certain that the common beetroot grows well on the plateau. It is true that attempts to create a sugar industry have not led to any results. More attention should perhaps be given to the study of the economic organisation of beet-sugar production. The model farm at Karaj is now engaged in experiments with the sugar-beet.

2. *Sugar-cane*.—The cultivation of sugar-cane might be attempted in the provinces of the Persian Gulf and in Arabistan on the lines now employed in Mesopotamia.

3. *Industrial plants*.—The cultivation of industrial plants, the products of which might eventually form an export, should be developed. We may mention the following :

(a) *Oleaginous plants*.—The oleaginous plants, *e.g.*, pea- or monkey-nut (*Arachys hypogea*), which yields a highly prized oil of great industrial importance and the seeds of which also form a good foodstuff for humans; the soya bean (*Soja hispida*), which, besides producing oil, is commonly employed as a foodstuff in China and Japan; the colza and rape (*Brassica campestris* and *Brassica napus*), the seeds of which yield an oil for the manufacture of soap, for lubricating oil, etc. The existence at present in the southern provinces of wild kinds of *brassica* and *sinapis* proves that the two above-mentioned *cruciferæ* might be cultivated with advantage.

(b) *Perfume plants*.—The cultivation of roses might be intensified on the lines followed in the Balkans, from which large profits are obtained. Many other aromatic plants also might be cultivated, *e.g.*, *Mentha piperita*, especially in the cooler parts of Gilan, *Salvia sclarea*, lavender (*Lavandula vera*), which is said to be a native of Persia, anet or dill (*Anethum*), anise (*Pimpinella anisum*), iris (*Iris pallida*), saffron (*Crocus sativus*), and other plants of the same kind, the products of which enjoy a wide trade in the East and in Europe.

In the statement made above, mention is made of crops which are suited to the climatic and agricultural conditions of Persia. After examining economic conditions in Persia, it will be possible to specify those crops among them which will be most conducive to the country's prosperity, since it must be remembered that the importance of these crops and their yield vary greatly. Some of them, for instance, would be dependent upon the availability of considerable financial resources (labour, irrigation works, establishment of factories, etc.).

(b) WATER SUPPLY.

The climate of Persian, with its scanty rainfall and dry atmosphere in the latitudes referred to, makes it necessary in most cases to resort to irrigation in order to maintain a permanent vegetation or produce temporary but regularly remunerative crops. There are, however, certain exceptions to this rule, the most important being the region along the southern shores of the Caspian (although irrigation, particularly in the rice-fields, is necessary even here). In other districts, for instance in the plain between the coasts of the Persian Gulf and the mountain chains of Khorasan and Sistan, the dry cultivation of cereals is usual but the yield is somewhat hazardous. To such a degree is water supply the determining factor in the life of the people—particularly with regard to the production of their food supply by cultivation—that the main determining factor of population is the presence of water. Wherever there is water the country is inhabited, and when water disappears villages are abandoned.

So much so that from earliest times the Persian peasant has always been at pains to ensure his water supply. The most ancient writers refer to works which, for the most part, have perished, though certain vestiges still remain, such as the canal hewn through the rock under the citadel of Shushtar in the time of Darius, which brought down part of the waters of the Karun to supply the neighbouring plains. There are also in Arabistan remains—and in many cases imposing remains (dams, barrages and bridge-barrages)—of Roman works about 16 centuries old. Again, there are more recent constructions on the Iranian plateau, such as the remarkable bridge-barrage of Isfahan, which was built in the reign of Shah Abbas (17th century).

In the main, two standard methods are employed, irrigation by gravitation and irrigation by the raising of water.

1. Irrigation by Gravitation.

There are two distinct methods.

In the first case, water from the rivers is drawn off through open canals with earthen banks and brought to the fields which are to be irrigated. The work is carried out in a rudimentary manner, but with a sort of intuition as to the best slope-way to be adopted. The upkeep of these canals must be costly (we were unable to obtain any really reliable figures, because repairs are carried out by the users without any account being kept of the expenditure), and the loss of water by infiltration, the crumbling of the banks of the canals, and from evaporation in the dry hot Persian summer, must surely be considerable.

In the second case, water from the springs which rise at the foot of the mountains is collected and carried underground through channels hewn out by the users. The conduits are typical, although they are not peculiar to Persia. These *kanals* are, in fact, apart from certain minor peculiarities, the counterpart of the North African *fogharas*, for instance, constructed by the populations of the Atlas. A *kanat*, then, is a subterranean conduit through which the water from the springs at the foot of the mountains is drawn by gravitation to the cultivated lands of the villages. It is in most cases simply hollowed out close to the surface. In some cases the whole of the *kanat* is roofed in with flat stones; in others, only those parts which are most likely to crumble. Every 15 to 20 yards openings are left through which the bed of the *kanat* can be cleaned by a rudimentary process, the result of these operations being betrayed by little mounds of detritus all along the *kanat*, so that the traveller experiences no difficulty in locating its course. The *kanat* emerges into the open air before it reaches the land to be irrigated, and then the conditions are the same as in the case of the type of conduit first mentioned.

The distance covered by these *kanals* varies, but they are sometimes of great length (12 miles and more). According to the figures supplied to the Commission by the Persian Government, they average from 25 to 28 miles in the desert regions and $1\frac{3}{4}$ miles in other districts. It will readily be seen that the upkeep of these conduits must be expensive, though the cost naturally varies with the length of the *kanat* and the nature of the ground.

2. Irrigation by Water-raising Devices.

We observed that in almost every case the water is taken from wells which tap the phreatic¹ supply. The water is invariably raised by primitive devices; either a large skin receptacle, attached to a cord running over a pulley above the well and drawn by an animal, is let down into the water and pulled up again, the water thus raised being poured into a canal through which it flows into the field; or a wheel, bearing a series of receptacles, which is turned by animals harnessed to the apparatus; or again—though rarely—a skin receptacle drawn up by a system of counter-weights similar to the *shaduf* of the Egyptian fellahin.

In only one instance, near Ahwaz (Arabistan), did the Commission observe a more modern water-raising contrivance: a crude-oil pump which raised the waters of the Karun to irrigate an area of several thousand hectares.

The water raised by the above methods is almost always used to irrigate small surfaces, since the soil, wells and water are private property.

But in the case of irrigation by gravitation the water is almost invariably, we were told, the property of a community, either the village which constructed the canal or *kanat* (and is responsible for its upkeep) or a large landowner. This system leads to abuses: the villages nearest the springs consider that they have a right of priority over the waters of the neighbouring river; the inhabitants higher up very often waste the liquid, which would be so precious to those lower down. The collection of the water of mountain springs either in canals or *kanals* may give rise to disputes which may even end in fights, such as occurred in the past in the north-eastern mountain chains of Iran between the mountain Persians and the Turkomans settled lower down, until Russia restored order. The village headman is responsible for the allocation of the water between the users and for all maintenance works. The Commission also observed a better-organised system to the north of the plateau in the case of water taken from the Karaj River, which is used by several villages and a number of large estates managed by agents. A Government official supervises the distribution of the water between the villages and the large estates, and his duties are thus analagous to those of the village headman.

We have already stated that on the Iranian plateau much of the surface water runs entirely to waste into the lakes and marshes of the depressions. Consequently, in spite of the way—and the somewhat improvident way—in which the water is at present utilised, there are still great possibilities of turning the hydraulic wealth of Persia to profit. Attention was first directed to this question long ago, and many schemes of varying scope exist. Apart from the projected dam on the Jarja Rud, in the mountainous part of its course, with a branch to bring the water to Teheran (and the possible utilisation of a waterfall to provide power), and a scheme for constructing a barrage on the Aras, there are two great schemes which should be mentioned. The first, by connecting the highland reaches of the Zinda Rud with the upper course of the Karun in the Bakhtiari mountains, would greatly increase the volume of water in the Zinda Rud, which could then be used to develop agriculture in the province of Isfahan. The other, a much larger enterprise, would regulate the whole irrigation system of Persia Arabistan by utilising the Karun and the Ab-i-Diz, in the Shushtar, Ahwaz and Dizful regions. These schemes have been very carefully considered by experts specially brought from Europe for the purpose. But the Commission could not form any opinion regarding their value, because the actual plans have been mislaid.

Possible Solutions of the Water Supply Problem.

Outside the Caspian region and certain special districts so few in number as to be of little importance to Persia as a whole, the agricultural prosperity of the Empire would seem to depend largely on the better utilisation of existing water supplies, for at the present time these supplies are by no means being turned to full account. From a purely technical standpoint,

¹ I.e., the supply of underground waters which can be or, it is hoped, may be reached by wells or other underground works.

the proportion of uncultivated land which could be cultivated if artificially supplied with a sufficient quantity of water is certainly very great. To obtain such a result, in certain cases large reservoirs would have to be constructed (preferably in the vicinity of the mountains), from which the water would then be distributed over the fertile soil. This, in turn, will involve problems of finance, labour and transport to the markets, which we cannot consider here but will deal with in another part of our report.

With regard to the two great projects referred to above—projects which are undoubtedly the fruit of very careful research—we can give no technical opinion, because we were unable to obtain the actual plans or ourselves determine on the spot, in the few days which were available, any definite basis for a solution. There is one fact which should, we think, be mentioned. These two schemes—the first involving the diversion of part of the Karun waters into the Zinda Rud, and the other a better utilisation of the main stream of the Karun—absorb the major part of the hydraulic wealth of Persia, which is concentrated within a relatively small area. Apart from its restricted use for irrigation, this river is at the present time a busy and important waterway. The problem of diverting water from the Karun to irrigate large areas must be examined concurrently with the question of its navigability (for the two questions are practically inseparable); otherwise the whole transport system of a large part of Arabistan will be profoundly modified.

Our own opinion is that, generally speaking, the reserves of water should be constituted in the mountains, because such a policy would facilitate the construction of reservoirs, diminish the loss of water through evaporation—the two most active agents in this process, wind and heat, being on the whole less potent in the mountains—and simplify the problem of distributing the supply.

In Persia, however, we were particularly struck by the fact that water was much more frequently distributed by gravitation than by water-raising devices, though in very many instances the latter would have been a more practical solution. When, during the period of irrigation—that is to say in the summer—the river water is so high as to be easily available for the cultivated areas along the banks, the most reasonable method is, of course, to divert a portion of the stream and rely on gravitation. But when the banks and fields are from 6 to 10 feet above the river level, unless the latter is subject to periodical floods of such volume as to ensure the inundation of a definite area, pumping becomes necessary. The installation of pumping apparatus should certainly be encouraged all over the country. In Persia—an oil-producing country—the employment of crude-oil motor-pumps would seem to be particularly suitable. The above are partial solutions of the hydraulic problem; they might prepare the way for a more general solution which would be a long and costly undertaking. There can be no doubt that modern pumping apparatus, on the whole, still too dear for most land-owners or communities like the Persian villages. Why, then, should not wider use be made of the rudimentary, perhaps, but simple apparatus employed in all Mediterranean countries and even on the coast of the Persian Gulf (though there only in the case of wells), namely, the various wheels, *norias*, counterweight contrivances (*e.g.*, the Egyptian *shaduf*), and even the Archimedean screw? These are primitive methods it is true, and their yield is small and unsuitable for intensive cultivation on a large scale. But they are quite sufficient for the ancestral, extensive form of agriculture practised in Persia. They have the advantage of being cheap; they would be less costly to maintain than long canals from the source of supply to the point of utilisation, and would obviate many administrative difficulties. They would allow of a very rapid solution of the problem in many cases, though, of course, they must only be regarded as a provisional expedient to tide over the period of transition, which, it must be admitted, may be a very long one.

The use of another apparatus for raising water might well be contemplated in many parts of the Iranian plateau, where there is a strong and fairly constant wind. We refer to aero-motors, which pump up into reservoirs the water obtained either from the phreatic level or the deeper porous strata. This suggestion should, of course, be considered in the light of the particular requirements of each case.

(c) TRANSPORT.

1. Definition and Nature of Roads.

Jean Brunhes remarks: "Il n'y a pas de vraie route sans Etat organisé: l'établissement de la route est un des indices les plus nets de la prise de possession politique du sol." Thus, the first true roads are established for political needs, *e.g.*, the Royal Road from Sardis to Susa, and economic and social ends are added later. Without that security, both against man and the difficulties of the way, which alone the organised State can give, the true road cannot exist. The grazing tracks of the steppe and the caravan routes of the desert, changing from year to year with the presence or absence of hostile tribes and the presence or absence of water, have nothing in common with the true road. The true road is arbitrary rather than accidental, permanent rather than temporary, and guarded rather than free. It is a work of the State and a sign and condition of the State's control.

2. History of Transportation in Persia.

The great ancient road of Persia was the road maintained by the Achæmenian kings as a private and a royal road from Central Asia through the Caspian Gates (probably the Sardarra pass), Rei (near Teheran), Ecbatana (Hamadan) and the Pa-i-Tak Pass to Babylon, whence

the road led south to Susa and north-west to Sardis. In Roman days this was the Road of Silk. The Genoese, in the fourteenth century, constructed the China road from Trebizond to Tabriz and thence to connect with the Road of Silk near Teheran. The first roads of modern times were constructed by Shah Abbas (*circa* 1600), who also built a considerable number of bridges and caravanserais still in use. The *Sangfarsh*, or Carpet of Stone, which crosses the Caspian provinces from east to west, though not in good condition, remains as a particularly notable monument to his interest in communications. Down to the beginning of the present century roads in Persia have been neglected. About 1890, concessions for the construction of a highway were given to certain Russians, who built the Teheran-Kazvin-Resht road and the road from Kazvin to Hamadan. During the war, the British, Russians, Turks and Germans at various times constructed the road from Hamadan to Kermanshah and thence to the railhead at Khaniqin in Iraq. During the same period, the British also built a badly located road from Meshed to Duzdap, and the partly completed road from Shiraz to Bushire. The road from Teheran through Kum to Sultanabad was built by a British trading company, and the road from Tabriz to Julfa by a Russo-Persian company. Persian governmental control began after the war in 1922. The track from Tabriz through Zinjan, to connect with the Kazvin-Hamadan road, has been graded in the interval since the war, and the road from Teheran to Firuzkuh to Bandar-i-Gaz completed.

3. Existing Routes in Persia.

The interior of Persia, owing to its all but impenetrable wall of surrounding mountains, is achieved with ease at four points only : by the gorge of the Safid Rud from the Caspian littoral, by the valley of the Tejen and its tributaries from Transcaspia, by the pass of Nasratabad from Baluchistan, by the Pa-i-Tak Pass from Iraq. Access is also possible at other points in the Caspian and Gulf littorals and on the Afghan frontier, as well as through the Bakhtiari mountains. The north-western province of Azerbaijan is also entered from the Caspian, the Caucasus and the west, and the south-western province of Khuzistan is entered with ease from west and south. The position of the above-mentioned passes naturally controls the alignment of the great international highroads. And in the same way the alignment of the important internal routes is controlled by the geographic accidents of the country. Thus, the routes from the Caspian to the Persian Gulf tend to follow the north-west to south-east trend of the valleys, and the great desert makes communication between the eastern and western provinces impossible save by the road which parallels the Elburz Range in the north and a half desert road eastward of Kerman in the south. It will be useful to consider the points of entry into Persia first, and thereafter the routes from these points to the interior.

(a) Routes from the outside to the Persian frontier.

North-western frontier.—There is a Russian railway from Batum on the Black Sea to Julfa on the Persian frontier, from which point a continuation of the railway, belonging now to the Persian Government, runs 80 miles to Tabriz. The Persian section of the railway is in poor condition, chiefly through deterioration of ties. The American adviser to the Department of Public Works estimated in 1925 that repairs would cost 5,350,000 kranas ¹. In 1925 the Persian Government purchased from Russia two locomotives and thirty freight cars. The railway is paralleled between Julfa and Tabriz by a road practicable for vehicular traffic. There is also a caravan route from Trebizond on the Black Sea to Tabriz, crossing the frontier near Kezil Dexe, north-west of Khoi. This route is paralleled by a road (nearly 600 miles in length) which, crossing the frontier near Maku, is open to vehicles but is not available for baggage transport owing to the interdiction of the Turkish Government. The caravan journey from Trebizond to Tabriz requires 35 days in winter, and in summer, when the camels travel only by night, 65 days. The carriage journey requires 18 to 20 days. The trip from Trebizond to Tabriz could be made by motor-car.

Caspian littoral.—The port of Tabriz is Astara. There is a metalled road from Astara to Ardabil (45 miles) built by a Persian company and kept up by the military, and a caravan track from Ardabil to Tabriz (five days). There is also a natural road available for carriages between Ardabil and Tabriz (112 miles). The chief Caspian port is Pehlevi (Enzali), near Resht, with steamer communication with Baku, whence connection is had with Batum or Moscow and the west. There is a fast and slow passenger freight service each way once a week. The port of Pehlevi is shallow but is dredged by Russian dredging vessels. The mole is well kept up. Pehlevi is linked to Resht by a good motor road, and the journey can be made in two hours. East of Pehlevi is the small port of Meshed-i-Sar, which has no inside harbour. Vessels lie three-quarters of a mile to one mile off the coast and unload by lighter. Bandar-i-Gaz, at the base of the Bay of Asterabad, is a somewhat better port than Meshed-i-Sar, but the sea seems to be receding, causing vessels to lie at great distances from the shore.

Transcaspian section.—The station of Askhabad, on the Transcaspian Railway, is connected with Meshed by a road open to wheeled traffic, the frontier post being Bajgiran. The station of Dushak is also connected by a caravan track (112 miles).

¹ £119,000 approximately.

Eastern frontier.—Meshed is connected with Herat *via* Kariz by a natural carriageable road to the Afghan frontier (150 miles). Communication with India is had by means of the North-Western Railway, which terminates at Duzdap near the Perso-Baluch frontier, 400 miles from Quetta.

Persian Gulf littoral.—The most eastern practicable port on the Persian Gulf is Bandar Abbas. Next to the west is Linga, and further west again Bushire, at present the most important port on the Gulf. Bushire has two anchorages, the outer road being five miles from the town and the inner haven, $2\frac{1}{2}$ miles from the Customs House, available for vessels drawing not over seven feet. The bay itself is deep but closed by a bar. Finally, farthest to the west, the port of Muhammareh on the Shatt-el-Arab offers a safe anchorage for vessels which can cross the Fao Bar (22 feet).

Service in the Persian Gulf is provided by the British India Steam Navigation Company with a weekly service each way between Basra and Bombay, and by various other British lines running to India and to European ports.

Western frontier.—The sole practicable entrance into Persia on the west is by the Pa-i-Tak Pass between Kasr-i-Shirin and Kermanshah. Khaniqin, on the Iraq frontier at this point, is connected by rail with Baghdad. From Baghdad the Persian Gulf can be reached at Basra by river or rail, and the Mediterranean port of Beirut by a regular cross-desert motor-car service (30 to 40 hours).

(b) *From the Persian frontier to the central cities.*

North-west.—Tabriz is connected with Teheran by way of Mianeh, the Keflan Kuh and the gorges of the Kizil Uzun and its tributaries, Zinjan, Siah Dahan (where juncture is made with the main road from Hamadan to Kazvin) and Kazvin. The distance to Kazvin is 257 miles. The road is graded in places and well made in the gorges of the Kizil Uzun. Elsewhere its surface is clay. The Commission found it impassable after heavy rain. This is the sole all-Persian route from the rich Azerbaijan district to the centre. The routes from Tabriz to the Caspian and the frontier have been noted above.

Caspian littoral.—Pehlevi (Enzali) and Resht are connected with Teheran by way of Kazvin, where the main Teheran-Kermanshah road is joined. The road is well graded and metalled and is in use by heavy motor traffic, although somewhat too narrow for the passing of such vehicles and ordinary cars, as the Commission discovered to its cost. The trip to Teheran from Resht can be made by light automobiles in twelve hours, by lorries in eighteen to thirty-six. A Russian firm has a service of heavy lorries and passenger buses on this run. The road is also used by horse-drawn wagons, camel, mule and donkey caravans, migrating tribes and foot passengers.

Meshed-i-Sar is connected with Teheran by a new road through Barfarush and Firuzkuh, 157 miles in length (about two-thirds of the Pehlevi-Teheran route).

Bandar-i-Gaz is reached from Teheran by way of Barfarush or from the Teheran-Meshed road by turning north at Shahrud or Damghan. These are caravan roads only.

Transcaspian section and eastern frontier.—Ashkabad, on the Transcaspian Railway, is connected with Meshed by a road fit for motor traffic through Bajgiran and Kuchan, a distance of about 155 miles. There are caravan tracks from Meshed to Dushak (eight-ten days), Khakistar (three-four days), Artik (six days), Khakha (six-eight days), Sarakha (six-eight days).

Meshed is connected with Teheran (about 580 miles) by a road claimed to be practicable for vehicles. The Commission was able, with great difficulty and long delays, to make the journey by car. A Dodge car service for pilgrims to the shrine at Meshed is, however, maintained, and the road, which is the sole means of communication with Khorasan (lying between the desert on the south and the mountains on the north), is in common use for wagons as well as caravans during the periods of Turkoman inaction.

There is also a road from Meshed to Duzdap, the terminus of the Indian railway, about 570 miles in length, constructed at great expense by the British during the war. It passes through Birjand. It is now out of repair. The Department of Public Works estimates that repairs will cost 600,000 tomans¹. Plans have been made to undertake the said repairs in the near future. The trip can be made, when the road is in good condition, in four days. Caravans take from four to six weeks.

On the south, the Duzdap Gate is connected with the interior by a desert road through Nasratabad and Kerman, presenting great difficulties to wheeled transport. Caravans take from 20 to 30 days.

Persian Gulf littoral.—From Bandar Abbas to Kerman there are four caravan routes through four different passes. Camels take 35 days over the shortest route. The easiest route, the Tang-i-Bagh, has been practically abandoned on account of brigandage. It was formerly used for passage through to Yezd (60 days for camels). There is also a short (15 days) caravan route to Lar. The old caravan route from Bandar Abbas to Sistan has, since the opening of the Indian railway, become of little importance.

¹ £133,000 approximately.

From Linga there is a difficult caravan road to Lar by Bastak (15 days).

The road from Bushire to Shiraz over the *kotals* is one of the most important and notorious in Persia. Before the war it was barely traversable by donkeys and mules. The South Persian Rifles made part of it feasible for motors, and it is now used as a motor road, though excessively difficult and dangerous. There are alternative caravan routes, but the made road through Kazarun is the only road possible for vehicles. The trip from Bushire to Kazarun can be made by passenger car in ten hours (barring accidents) and from Kazarun to Shiraz in six.

Muhammareh offers two routes into the interior. Both follow the Karun River (average depth 4 feet) to Ahwaz (112 miles). There are steam vessels on the Karun operated by the Anglo-Persian Oil Company, and there have been public lines in operation. From Ahwaz one road runs by caravan trail through the Bakhtiari country to Isfahan. The other route follows the Karun, which, above the Ahwaz Falls, is navigable almost as far as the city of Shusthar. Thence (or indeed from Ahwaz itself) caravans follow the Lur trail through Dizful, the mountains of Luristan, Khurramabad, Burujird and Sultanabad to Teheran or Isfahan. Made roads are encountered at Burujird. This latter route was still closed during the visit of the Commission as the result of an uprising of the Lurs.

Western frontier.—The sole important western route enters Persia at Khaniqin railhead, crosses the Pa-i-Tak Pass and reaches Teheran by way of Kermanshah, Hamadan and Kazvin, with alternative routes from Kermanshah and Hamadan to Daulatabad and thence to Sultanabad and Kum. The distance is 465 miles. The trip can be made by motor-car in two days in summer. Three to four days are usually allowed. In dry weather the road is fair throughout. In wet weather it is traversable. The Asadabad Pass road could be realigned so as to avoid certain of the steeper slopes.

(c) *Internal roads.*

The principal internal road is that from Teheran to Kum to Isfahan to Shiraz, distances of 109, 149 and 288 miles respectively. The road from Teheran to Kum is a made road in fair condition. That from Kum to Isfahan to Shiraz is a natural road with made portions, as in the swampy plain near Persepolis. There is also a natural road from Isfahan to Yezd (200 miles) and from Deh Bid on the Shiraz road to Yezd, as well as from Yezd to Kerman (200 miles). Bandar Abbas can be reached by car from Yezd according to statements of the Department of Public Works.

In a footnote¹ will be found a list of motor roads drawn up by the Persian Government Alimentation Service.

3. Economic Survey.

(a) COMMERCE AND TRANSPORT.

Commerce, merchandising, transport and the costs of transport are all closely associated subjects. That is perfectly obvious. From the earliest times, they have been important matters of consideration in Persia, for Persia was certainly the vanguard in the world of history as the merchants and transporters between the western and the eastern nations. It may indeed be doubted whether Persia is not by nature a nation of traders rather than an agricultural

¹ GROUP I. *Chaussée Roads.*

	Farsakhs	Miles	Km.
1. Teheran-Kazvin-Pehlevi (Enzali)	58	224	361
2. Teheran-Kazvin to the Iraq frontier at Khaniqin (including 24 farsakhs of the above-mentioned road	116	449	722
3. Teheran-Ghom (Kum)	24	93	149
4. Shiraz-Bushire	46	178	286
5. Meshed-Kuh-Malek Siah	161	623	1,003
6. Teheran-Damavand	12	46	75
7. Ardabil-Astara	12	46	75
8. Muhammareh-Ramhormoz	38	147	237
9. Muhammareh-Dizfu	40	155	249

GROUP II. *Natural Roads possible in Good Weather.*

1. Teheran-Meshed-Bajgiran	214	828	1,333
2. Ghom (Kum)-Shiraz	122	472	760
3. Ghom (Kum)-Bandar Abbas	251	971	1,563
4. Hamadan-Dizful	69	267	430
5. Kazvin-Tabriz	69	267	430
6. Bandar-i-Gaz-Asterabad	8	31	50
7. Meshed-Lotfabad	39	151	243

Observations by the Commission.

- Group I. No. 2. There are considerable distances on this road where the metalling is practically destroyed (*e.g.*, south of Kazvin).
 " No. 3. This road was being repaired during the Commission's visit. It is at present in fair condition only.
 " No. 4. Very considerable distances in this road, both in the Gulf plain and in the *Kotals*, are not and never appear to have been metalled.
 " No. 5. This road (treated elsewhere in the report as the Meshed-Duzdap road) is practically derelict.
 " No. 9. Sections only of this road are metalled.

State, into which position she has been forced by the exigencies of time and the development of better and far cheaper transport routes, by rail to the north and by sea to the south.

Commerce in the modern sense can hardly exist in Persia to day, except locally as between producer and consumer, with or without an intermediary, or on a broader scale in those articles of commerce which can bear the stiff tariff charges. Even then the cost of carriage frequently amounts to far more than the original cost to the producer. Foreign commerce exists just as internal commerce, hampered less by import and export duties or governmental regulations than by transport charges. Thus, Tabriz or Meshed readily do a larger trade with nearby Russian towns than with large towns in Persia much farther away and therefore separated by costs of transport which make commerce impossible. In the same way, that part of Persia situated on the Gulf littoral is far nearer European markets than those of the interior, separated by mountain chains and high costs of transport.

Banking facilities.—Banking facilities, foreign exchange and interest rates seem primitive and costly to the American or European, accustomed to the methods of his own country.

This is, however, hardly a fair criticism. These facilities are the necessary servants of commerce, but they can hardly be expected to precede it. Thus, when we find banknotes in one province selling at a discount in the next, we may be sure that the means of communication are costly, slow, difficult, or perhaps hazardous. And when interest rates are currently quoted at 12 per cent to even 30 per cent upon secured (*sic*) loans, we may be sure that either money and credit are scarce or that the security of property rights has not been so established as to make commercial day-to-day transactions entirely safe and reliable.

With the high rates of interest which commonly prevail in Persia, the cost of interest during transit on long caravan journeys amounts to a considerable figure, easily 5 per cent, let us say, on the productive cost of a valuable article, but even then it is insignificant in sum total compared to the other transport costs.

The costs of transport.—The average rates for the year ending June 1924, and including road tolls, which have since been abolished (March 1926) but which amounted to 2d. per mile, were:

	Imports			Exports		
	Per ton					
	£	s.	d.	£	s.	d.
<i>Bushire to Teheran</i>						
By mule or camel :						
Bushire-Shiraz (178 miles)	14	10	-	6	-	-
Shiraz-Isfahan (300 miles)	14	10	-	9	10	-
Isfahan-Teheran (250 miles)	12	-	-	13	-	-
Total	41	-	-	28	10	-
<i>Ahwaz to Teheran</i>						
By mule or camel :						
Ahwaz to Isfahan (250 miles)	35	10	-	21	10	-
Isfahan to Teheran (250 miles)	16	-	-	12	10	-
Total	51	10	-	34	-	-
<i>Khaniqin to Teheran</i>						
By fourgon ¹ :						
Khaniqin to Kermanshah (135 miles)	9	10	-	5	-	-
Kermanshah to Teheran (355 miles)	26	10	-	9	-	-
Total	36	-	-	14	-	-
By camel :						
Duzdap to Meshed (600 miles)	23	-	-	12	10	-
By fourgon ¹ :						
Duzdap to Meshed	33	10	-	31	-	- ²

¹ A large springless wagon drawn by four horses.

² Extract from *Report on Trade and Industry of Persia to June 1923*, by Mr. R. H. Hadow, M.C., Secretary in Charge of Commercial Affairs, British Legation, Teheran (London, 1923):

"Goods for transport should usually be divided into the following weights, each load consisting of two bales :

	Lbs.
1 camel load	350 - 400
1 mule load	200 - 250
1 donkey load	150 - 180

"Country carts and fourgons, the latter drawn by four horses, carry weights up to 1½ tons along the main roads only. Animal transport travels on an average 26 miles a day; wheeled transport 20-30 miles. All goods should be securely packed and carried in sacking as well as waterproof material so as to minimise the risk of breakage or damage to goods in transit.

"Transport rates vary greatly according to district, the time of the year and the nature of the goods carried. In East Persia, a fair average during the past year was £3 15s. 0d. per ton per 100 miles for camel transport; mule and donkey rates being respectively somewhat higher and lower than the above amount. During the same period, the equivalent of the average rates for animal transport were approximately :

	Per ton per 100 miles
" 1. Tehran-Isfahan (250 miles)	£9 5s. 0d.
Isfahan-Shiraz (300 miles)	£6 10s. 0d.
Shiraz-Bushire (178 miles)	£6 0s. 0d.
" 2. Isfahan-Ahwaz (250 miles)	£14 0s. 0d."

* These statistics have been calculated at the rate of 50 krans = £1, the rate at the end of June 1923 being 49.5 krans = £1.

The rate for motor-carried freight from Khaniqin to Teheran (449 miles) amounted to £45 to £50 per ton for the same period.

A comparison of these rates with the cost of freight carriage in Europe will indicate at once the importance of the transport factor in the economic problem of Persia¹.

It is hardly necessary to point out that such rates, amounting, as Mr. Hadow shows, to a fair average of £3 15s. per one hundred ton-miles or 18 cents per ton-mile, are so far beyond what ordinary merchandise traffic will bear as to prove prohibitive, and it means that only articles of great value, famine supplies or personal belongings, etc., are moved any considerable distance.

The Commission, in looking into the subject of caravan and fourgon rates in East Persia, especially between Meshed and Duzdap, where the traffic is considerable, found rates varying between 21 cents and 35 cents² per ton-mile.

During the winter of 1925-26, immense quantities of grain were moved by the Government alimentation service to avert famine in the Teheran district and elsewhere. Enormous obstacles had to be overcome, and the gross movement amounting in the year ending March 21st, 1926, to approximately 14,500,000 ton miles³ was most creditable, and yet it is well to note that this very movement was only accomplished by using every available means of transport, causing all other kinds of transportation to suffer seriously.

The price of petrol has so far made automobile carriage of freight unprofitable, even over the fair Khaniqin-Teheran road, but the Anglo-Persian Oil Company has recently lowered its railhead price at Khaniqin, and with the development of its new field on the frontier near Khaniqin, or with the opening of the mountain road from Dizful to Khurramabad, which the road engineer of the company is now surveying, it is expected that petrol will shortly be offered for sale in Teheran at about 25 krans per pood⁴. At present (May 1926) the price is 55 krans the pood⁵, making transport cost 3 krans per kharvar-farsakh (say 25 cents [American] per ton-mile). Last year the price went to 83 krans⁶ per pood, but it is understood that the Anglo-Persian Oil Company has agreed with the Persian Government to sell its petrol at Abadan at cost of production and delivery plus a penny per gallon⁷.

There are no railroads in Persia, with the exception of the short section of the Indian railway system, which terminates at Duzdap; a private railway of the Anglo-Persian Oil Company; a short line from Teheran to the shrine of Shah Abdul Azim beyond the city; and the Tabriz-Julfa line, aggregating in all less than 200 miles. Water transport is limited to the Karun River between Shushtar and the Persian Gulf, and coastwise transport in the Gulf and Caspian Sea.

The Junker Company has been given a concession for air travel between Teheran and Pehlevi (Enzali). A regular service is run. There are occasional planes to Isfahan and other points.

Review of the Existing Means of Transport in Persia.

Transport in Persia is still carried on largely by camel, mule and donkey; horses as beasts of burden are used to a certain extent. Large springless wagons with teams of four horses are in use on the roads between Kermanshah and Iraq, Teheran and Meshed, and between Teheran and Resht. Wagons drawn by man-power are in use between Kazvin and Teheran. Regular motor-lorry transport exists between the Iraq frontier and Teheran. On the Resht-Teheran road, a Russian company runs a passenger and freight service with large motor omnibuses and lorries. There is also a certain amount of motor transport on the road between Teheran and Bushire. Passenger automobiles are met quite frequently at various points upon this latter road and on the roads from Teheran to the north and west, as also sometimes on the Meshed road. There is a certain amount of motor transportation on the new road between Tabriz and Kazvin. Passenger cars in use are chiefly Fords, with some Dodges, Buicks and Hudsons, and a few of the more expensive cars, as Rolls Royces, etc. Motor lorries of various American, English and continental manufacturers have been tried.

Government Transport Organisation and Policy.

There is a Director of Roads and Bridges in the Department of Public Works. Under his administration, Persia is divided into fifteen road-maintenance districts. An American road engineer and railroad engineer are provided for by the public laws relative to roads. Revenues, now that the road tolls have been abolished, are to be derived from two sources, the receipts from each of which are to be allocated to a separate object. The receipts from the sugar and tea monopoly will be devoted exclusively to railway construction, while those accruing from the new frontier "road tax", imposed on the gross weight of imports, are to

¹ A "kharvar-farsakh" is equivalent to just 1¼ ton-miles.

² 10.35 d. and 17.25 d.

³ This can be understood better perhaps if expressed in terms of 54 loaded grain trains moving 500 miles from point of origin to destination.

⁴ 6.9d. per litre (= 0.22 imperial or 0.26 American gallons).

⁵ 15.2d. per litre.

⁶ 22.9d. per litre.

⁷ Under good management, motor transport could hardly expect to do better in Persia than, say, 12 cents per ton-mile.

be assigned entirely to roads¹. The latter, however, will not suffice for upkeep as well as the construction of new roads. Half the sum collected in any district must be used in that district. Road costs in the plain, we were informed, run from 1,000 tomans² per kilometer where stone is available to 3,000 tomans³ where stone is transported. In mountain districts costs run to between 3,000 and 5,000 tomans⁴ per kilometer. Bridge-construction costs are not included. Near towns the exigencies of animal transport require roads 30 feet wide; in country districts 24 feet. At certain times, and particularly in the province of Azerbaijan, the peasants have been impressed into road building service by the local army commanders⁵.

Views of the Persian Government Officials with reference to Transport Problems.

The Persian Government has given thoughtful and instructed attention to the various possible solutions of its transport problem, and the Commission considers that its recommendations will be more valuable if made with reference to the Government's tentative programme than if made *de novo* and without relation to work already done.

The fundamental question, as the problem now presents itself to the Persian Government, is the question of priorities. The sums of money available for this work being far less than the

¹ The Persian finance officers inform us that these taxes are expected to produce in the fiscal year just closed 4,500,000 tomans (£1,000,000 approx.) and 1,500,000 tomans (£333,000 approx.) respectively, and state, further, that the proceeds from the "road tax" should increase considerably.

² £220 approx.

³ £670 approx.

⁴ £1,110 approx.

⁵ Mr. Mitchell, for several years American adviser in the matter of road construction, prepared in 1924 and 1925 a programme of road construction, part of which has been realised, as follows:

Kazvin to Tabriz to Bayazid (Persian frontier only), to cost 19,320,000 krans to Tabriz and 6,160,000 to the frontier. Parts of this road have been built and parts have been graded but left unsurfaced.

Teheran to Meshed-i-Sar, to cost 10,664,000 krans. This road is, it is understood, practically completed.

Teheran to Meshed, to cost 40,880,000 krans. Construction of this road is under way.

Teheran to Bushire, to cost 57,120,000 krans.

Teheran to Muhammareh, to cost 33,040,000 krans.

Meshed to Duzdap, to cost 42,000,000 krans.

The fourth and sixth projects refer to roads now existing but, in the first case, inadequate and, in the second, derelict.

From 1922 to 1924 (active control of roads was taken over by the Persian Government in 1922) the Government devoted its attention to the maintenance of the following roads:

Pehlevi (Enzali)-Kazvin-Hamadan-Kermanshah-Kasr-i-Shirin.

Kazvin-Teheran-Kum-Sultanabad.

Baghiran-Kuchan-Meshed-Duzdap.

Shiraz-Bushire.

Julfa-Tabriz.

In 1925, work was begun, with a budget of 7,560,000 krans, on the construction of the following roads:

	Kilometers	Miles
Teheran-Firuzkuh	134	(83)
Firuzkuh-Meshed-i-Sar	180	(112)
Firuzkuh-Semnan-Meshed	746	(464)
Khaumain-Dalijan	139	(86)
Daulatabad-Hamadan	162	(101)
Kum-Isfahan	273	(170)
	1,634	(1,016)

A third of the total of these roads was finished in 1925, and about 1,000 kilometers (620 miles) of roads around Khoi, north-west of Tabriz, were built by the Ministry of War in 1924 and 1925.

The road-construction programme submitted by the Ministry of Public Works for the year 1926-27 is as follows:

	Krans
1. Maintenance of existing roads	3,370,000
2. Construction of trunk-line motor roads: Meshed-i-Sar on the Caspian to Teheran to Kum to Sultanabad to Burujird to Khurramabad to Dizful to Shushtar to Muhammareh on the Gulf, 1,218 kilometers (757 miles), of which 500 (310 miles) are built	3,080,000
Teheran to Tabriz to the Russian and Turkish frontiers, surfacing these roads, which have already been graded (see above)	800,000
Teheran-Kum-Isfahan-Shiraz-Bushire, 1,191 kilometers (740 miles), of which 706 kilometers (493 miles) surfaced. Repairs on latter part and new construction	1,270,000
Shiraz-Lar-Bandar Abbas, 480 kilometers (300 miles), of which 180 kilometers (112 miles) (Shiraz to Jahrum) open	Contributions by residents of district.
Firuzkuh-Semnan-Meshed, 746 kilometers (464 miles), of which 100 (62 miles) built in 1925	500,000
Bandar Abbas-Kerman and Isfahan-Kerman-Duzdap roads: total length 1,360 kilometers (845 miles), open only to animals: grading	600,000
3. Construction of branch roads: Sultanabad-Malayer (Daulatabad), 85 kilometers (53 miles)	100,000
Sultanabad-Dalijan, 139 kilometers (86 miles)	130,000
Teheran Veramin-Jaffar, 45 kilometers (28 miles)	300,000

necessities of the situation, shall the Government devote its attention to upkeep of existing routes or construction of new ? ; if to construction of new, shall it undertake road or railroad construction ?

It is apparent (and the transportation crisis caused by the bread shortage of the winter and spring of 1926 is a proof if one were needed) that certain of the trunk-routes must be kept up in any case. But the cost of upkeep of these roads need not necessarily be a very heavy burden.

Mr. Mitchell, having estimated the cost of repair of the two main importing roads as follows :

	Tomans
Khaniqin to Kazvin	456,000 ¹
Pehlevi to Kazvin to Teheran	405,000 ²

stated it as his opinion that the upkeep cost would then amount to 2½ per cent of the construction cost for each of the first three years, 3½ per cent for the next five, and 5½ per cent for the next five, or, for both roads, from about 21,500 tomans³ to about 47,500 tomans⁴ per year for 13 years. These roads are now in fairly good condition in dry weather, and, although a re-alignment of the first road between Hamadan and Kermanshah so as to avoid the most serious difficulties of the Asadabad Pass may be desirable, no important repairs are now projected. Neither of these roads is a road of high quality in the European sense, but both can be made to suffice for present requirements. The same thing is true of the other sections of constructed roads (few in number) in Persia. They can be kept up at an expenditure which will leave a considerable margin for new building. As to the non-constructed or so-called "natural" roads, the problem of adequate upkeep is to all intents and purposes a question of gradual building up.

But even though a considerable margin for new construction be available, the Government is nevertheless not in a position to build as it pleases. It must make certain preliminary decisions. It must decide where it will build and what kind of route it will build. It must also decide whether it will build railways or highways.

Upon this point the Commission is of opinion that so far as economic and physical considerations are conclusive, road construction should take precedence over railway construction. Railway construction is controlled by four sets of conditions : first, physical conditions, as, *e.g.*, the practicability of construction within the limits of possible and economical gradients and curves ; second, economic conditions, as, *e.g.*, a prospective earning capacity sufficient to justify the original cost and bear the subsequent interest and amortisation charges ; third, conditions of military and strategic value ; fourth, conditions of political expediency.

The application of the first and second of these considerations to the problem of new routes will suggest at once the preferability of highway construction for first consideration. Physically, Persia presents in all directions the very greatest difficulties. Excessive gradients and curves are necessary in almost all mountainous regions; and Persia presents mountainous regions in almost all directions. And whereas 6 per cent gradients are possible in highway construction, gradients in excess of 2 per cent to 3 per cent⁵ make railway construction undesirable if not impracticable. As regards economic conditions, there is at present upon most routes insufficient traffic to support a steam railway. From Resht to Kazvin to Teheran caravans and motor trains are common. From Khaniqin to Kazvin to Teheran they are frequently met. But on the great north-south lines, between, for example, Isfahan and Shiraz, one may travel an entire day even in the cool season without passing a caravan or a loaded motor lorry. As regards costs of construction, it is true that as between highway and railway, given similar engineering standards, the difference is slight. But the distribution of the cost burden differs in the two cases. Practically the entire expenditure in the case of highways would be made at home for labour and materials, procurable in Persia, whereas more than half the construction costs of a railway would be made up of items such as rails, ties, bridges, locomotives, coaches, wagons, etc., which would have to be purchased outside the country. As regards cost of transportation, a railway is (assuming a fair volume of business sufficient to pay fixed charges) a cheaper carrier than a highway, even though the latter is supplied with motor vehicles. This is especially true for distances in excess of 100 miles. But the highway is the more flexible means of communication, lending itself more readily for use for longer or shorter distances, because each client supplies his own vehicle and services.

Upon questions of military strategy and political expediency, the Commission does not feel itself competent to speak. Considerations of this order take precedence and will determine the nature and location of a route in the face of economic and physiographic difficulties. As Professor Brunhes remarks in the words quoted above, political reasons may be the best possible reasons for the location of roads and, presumably, for the location of railways. In the present situation of Persia they will probably be conclusive. The Government, for example, has long considered the construction of a railway from the north of Persia into Khuzistan, a project which has now taken shape under the title of the "all-Persian route". The primary reasons for the construction of such a line are military and political : Luristan has never been completely pacified, and Khuzistan (Arabistan) is not now a really integral part of the Persian

¹ £101,330 approx.

² £90,000 approx.

³ £4,780 approx.

⁴ £10,560 approx.

⁵ Exceptions, which could hardly be applicable in Persia, might be cited.

Empire. But, once built, the railroad would undoubtedly achieve economic importance. It would bring the regions of Teheran, Kum and Isfahan within 24 to 48 hours of the seaport of Muhammareh and the markets of the world. It would undoubtedly carry south the export of carpets from the carpet-manufacturing centres of Sultanabad and raw wool exports from the north and central areas. Northwards it would carry the present European imports which now reach Teheran and Isfahan from the Gulf by way of Basra, Baghdad and Khaniqin, the oil and petrol products of Khuzistan, and the sugar and grain products which the provinces of Isfahan, Aragh and Khuzistan should produce. It would also carry pilgrims to and from Kerbela and the shrines of Iraq and Arabia.

The route at present discussed is one from Dizful at the northern edge of the plain of Arabistan to Khurramabad beyond the mountains. It seems that a shorter and better route could certainly be found to the east of Khurramabad in the gorge of the Diz and from the head-waters of that river to Sultanabad and Kum. The indications are that a railway following this line would not exceed 450 miles from Teheran to Muhammareh, and that its cost of construction would not exceed the average of European costs¹.

A branch of this road might eventually be constructed from Dizful through ancient Susa to the frontier near Kut-el-Amara, whence connection by rail with Baghdad would considerably decrease the Teheran-Baghdad distance as measured through Basra. It would also provide a means of communication with Baghdad, avoiding the difficult Pa-i-Tak Pass. A branch or continuation from Teheran to the Caspian, at, say, Meshed-i-Sar, might, if that port could be dredged, probably prove desirable.

Two other lines of railway have economic importance of great interest to the regions served: a line from the south of Lake Urumiyah to the Iraq frontier (say 45 miles) to connect with a line to be built in Iraq would give the province of Azerbaijan an outlet to compete with the present outlet by the Tabriz-Julfa railway connecting with the Russian railway system; a line from Duzdap north to Sistan and eventually to Birjand and Meshed to connect with the Indian railway system at that point would tap the Sistan wheat belt and give the important province of Khorasan another outlet to the south as well as to the north. A project for a narrow-gauge railway (2½ feet to 3 feet) over this latter route has been submitted to the Persian Government.

In general, the problem of the gauge to be selected for Persian railways presents some difficulties. Lines connecting with the existing Russian railways must retain the Russian 5-foot gauge; lines connecting with the Indian railways, unless, for motives of economy, a narrow-gauge line is preferred, should be constructed on the broad Indian gauge of 5 feet 3 inches. Lines connecting with the Iraq lines would have to adopt the meter gauge now used there. Much, indeed, is to be said for this latter gauge as a standard in Persia, and it is clearly indicated for the projects of railway construction between Teheran and Meshed-i-Sar, Tabriz and the Iraq frontier, Teheran to Muhammareh and Dizful towards Baghdad.

But, so far as the factors within its competence to discuss are controlling, the Commission is of opinion that the construction of highways should be given precedence. Of the roads described in the Government's programme of road-building, the most important would seem to be the roads from Tabriz to Kazvin, from Teheran to Meshed, from Teheran to Bushire, and from Teheran to Muhammareh *via* Kum, Sultanabad and Dizful. The repair and reconstruction of the Meshed-Duzdap road is also of the first importance.

The motor vehicles indicated for these roads are light, high-clearance cars, with simple and easily groomed engines, capable of developing great power on intermediate speeds. Wheel-bases should be short. Motor lorries should not be excessively heavy and should be fitted for trailers. Trains of three to four vehicles operating at low speeds and drawn by powerful but not unduly heavy lorries should prove economical with petrol at the reduced price anticipated². Spare-part stores must be set up in the principal cities. Garages are also necessary. With adequate training, Persians will, as the experience of the Anglo-Persian Oil Company proves, make good mechanics and chauffeurs.

¹ The railroad between Teheran and Muhammareh is a project of such importance that its construction costs should be estimated in some detail. It is assumed that part of the road first built would be from the head of navigation at Ahwaz to Teheran, say 350 miles. It is believed that this road would not cost more than a road of similar character in the United States or Europe, or, say, 40,000 tomans* per mile of road. This figure is arrived at on the assumption that about 275 miles of the line would be in open country requiring little earthwork, bridging or grading. The right of way would cost nothing. The labour would cost no more, and probably less, even allowing for less efficiency, than European labour. Rails, ties (metal or creosoted timber), and metal bridge-work delivered at Muhammareh would cost not much in excess of European or American prices. It is assumed that meter-gauge and Vignoles rails weighing 60 lbs. per yard would be used. It is assumed that 75 miles of the road would cost considerably more than the average amount but that the saving on the cheaper sections would allow for this. Thus, the total cost of the 350 miles first to be constructed would be, say, 14 million tomans** cr, with allowances customary in such estimates to cover unforeseen contingencies, say 15,500,000 tomans***.

* £3,890 approx.
** £3,111,100 approx.
*** £3,500,000 approx.

² It is well to bear in mind that the motor industry is developing rapidly and that new types of construction and engines adapted to cheaper grades of motor fuel are coming in.

National Commerce : Trade Balance.

Since the last issue (year 1303, or 1924-25) of the *General Foreign Trade Returns* published by the Persian Customs Department, the aggregate trade figure for the Empire has reached 1,771,608,285 krans¹ (an increase of 321,894,300 krans² over the preceding year), imports accounting for 43.54 per cent and exports for 56.46 per cent of the total ; it should be pointed out, however, that this favourable balance is only secured through the exportation of petroleum by the Anglo-Persian Oil Company (during these two years, the value of such exports increased by 131,851,000 krans³. If the (duty free) imports of the Anglo-Persian Oil Company and its exports of petroleum and of the by-products obtained in the refining of raw petroleum are deducted from the foreign trade figures, imports will be seen to account for 61.38 per cent of the total, as against 38.62 per cent in respect of exports. Examination of the proportion of imports to exports in the general trade figures of the Empire during the period 1913-25 shows that there has been an excess of imports throughout (if the figures for the Anglo-Persian Oil Company's products are eliminated). In 1918-19 they even exceeded 80 per cent in value of the general volume of trade. But, reckoning in petroleum, exports exceed imports at the present moment in the following proportions :

	1913-14 (1292)	1918-19 (1297)	1922-23 (1301)	1923-24 (1302)	1924-25 (1303)
<i>Including Petroleum.</i>					
Imports	58.67	63.75	45.75	47	43.54
Exports	41.33	36.25	54.25	53	56.46
<i>Excluding Petroleum.</i>					
Imports	59.64	80.46	66.95	63.86	61.38
Exports	40.36	19.54	33.05	36.14	38.62

Persian trade figures thus definitely show an adverse balance unless petroleum is included, and it would seem that petroleum can, economically speaking, only be compared to a limited extent to the other trade commodities. This balance shows a steady improvement since 1918-19, but progress is slow and the 1916-17 standard has not yet been reached.

The omission of oil as an export in determining the trade balance is evidently an ultra-conservative step. The finance officers of the Government consider it as an invisible balance, like the money spent in the country by foreign travellers. It would appear to the Commission that, while there is much to be said on both sides of this question, it would not be improper to include in the trade balance that part of the value of petroleum exports which comes back in the form of a share of profits to the Persian Government, plus the annual payments by the Anglo-Persian Oil Company for labour and materials bought in Persia. These sums, now totalling more than £3,000,000 sterling, or roughly 150,000,000 krans, could, it seems to the commission, be very conservatively attributed to the export side of the trade balance.

The goods imported are (in order of value), first, textiles of all kinds, cotton, wool, silk and mixtures of these materials. Cotton textiles alone greatly exceed all other goods. After these come sugar, tea, etc.

The goods exported are (in order of value), first, petroleum, then woollen carpets, opium, fresh and dried fruits, and cotton, rice, wool, etc.

Exports therefore comprise agricultural produce and one manufactured article, *i.e.*, carpets, the raw material of which is the wool supplied by the sheep-breeding industry. Imports, on the other hand, consist almost exclusively of manufactured goods.

NATIONAL COMMERCE IN THE YEAR 1924-25 (1303)⁴.

	Imports		Exports	
	Weight	Value	Weight	Value
Live-stock :				
Batmans	716,950	Krans 4,730,429	Batmans	109,845
Kgs.	2,129,342	£112,600	Kgs.	326,240
Lbs.	4,693,441		Lbs.	719,089
Beverages and foodstuffs :				
Batmans	37,529,599	Krans 248,564,187	Batmans	52,609,182
Kgs.	111,462,909	£5,918,200	Kgs.	156,249,271
Lbs.	245,683,767		Lbs.	344,400,749
Raw or roughly prepared materials :				
Batmans	25,179,237	Krans 52,572,384	Batm.	1,233,050,472
Kgs.	74,782,334	£1,251,700	Kgs.	3,662,159,902
Lbs.	164,833,357		Lbs.	8,072,041,610

¹ £42,181,000 approx.

² £7,500,000 approx.

³ £3,190,750 approx.

⁴ Cust. Stats.

	Imports		Exports	
	Weight	Value	Weight	Value
Manufactured goods :				
Batmans	21,561,568	Krans 446,068,448	Batmans 2,315,005	Krans 132,513,178
Kgs.	64,037,857	£10,620,700	Kgs. 6,875,565	£3,155,100
Lbs.	141,150,649		Lbs. 15,154,949	
Precious metals and gold and silver coins ;				
Batmans	29,041	Krans 19,509,695	Batmans 21,143	Krans 12,702,705
Kgs.	86,252	£464,600	Kgs. 62,795	£302,445
Lbs.	190,114		Lbs. 138,411	
Total				
{ Batmans	85,016,395	Krans 771,445,143	Batm. 1,288,105,647	Krans 1,000,163,142
{ Kgs.	252,498,694	£18,367,800	Kgs. 3,825,673,773	£23,670,500
{ Lbs.	556,551,328		Lbs. 8,432,454,808	

N.B.—In Persia the legal and financial year begins on March 21st and ends on March 20th.

PRINCIPAL EXPORTS, 1924-25 (1303)¹.

	Value	Increase	Decrease
Mineral oils	Krans 514,901,000 £12,259,300	Krans 131,851,000 £3,139,600	
Woollen carpets	Krans 101,881,000 £2,415,700		Krans 2,874,000 £68,400
Opium	Krans 79,588,000 £1,894,900	Krans 19,369,000 £461,200	
Fruit	Krans 68,780,000 £1,637,600	Krans 29,832,000 £710,300	
Cotton	Krans 52,956,000 £1,260,900	Krans 3,557,000 £84,700	
Rice	Krans 39,132,000 £946,000	Krans 26,227,000 £638,700	
Wool	Krans 23,155,000 £551,300	Krans 9,922,000 £236,200	

PRINCIPAL IMPORTS, 1924-25 (1303)¹.

	Value	Increase
Cotton textiles	Krans 226,656,000 £5,396,600	Krans 21,247,000 £512,900
Sugar	Krans 150,673,000 £3,587,700	Krans 18,938,000 £450,900
Tea	Krans 64,301,000 £1,531,000	Krans 4,129,000 £98,300
Cotton thread	Krans 22,123,000 £523,400	Krans 3,889,000 £92,600

(b) LABOUR.

To gauge the labour resources of Persia with any degree of accuracy, we should need to be in possession of precise data regarding the size and territorial and occupational distribution of the population. Such data, however, are quite unobtainable. No census has ever been taken in Persia, and we are therefore forced to rely on estimates. But even estimates that in any way approach the truth are difficult to establish. In the case of the rural population, for instance, we might be tempted to take the number of families, or, more strictly speaking, the number of "hearths", and multiply these by the average number of women and children. But that would be an almost impossible task for a foreigner in a Moslem country, and

¹ Cust. Stats.

particularly in a land so vast as Iran, where customs, and the relative prosperity which so affects customs, vary from district to district; the coefficients by which the number of " hearths " were multiplied would have to be calculated afresh for every province¹. There is also the additional difficulty of estimating the population of tribes whose nomad habits cause them to remain for the greater part of the year in little-frequented regions, and who cross the administrative frontiers of provinces several times a year and sometimes even the political frontiers of States.

This explains the extent to which estimates of the population of Persia may vary, and it is consequently not surprising that an eminent Persian with a great knowledge of domestic questions should have told the Commission that he might be equally near the truth in estimating the population of Persia at five or at twelve millions! Most estimates are somewhere in the neighbourhood of nine to ten millions, but they do not, as we have said, rest on any solid foundation.

Practically all our sources of information show that the population is gradually decreasing. This conclusion, be it noted, is not based on a comparison of the present figures with those given by Chardin, who made long voyages in Persia in the 17th century and estimated the population at 40 millions. It is unlikely that the data on which Chardin based his estimate were any more reliable than our own.

The bulk of our information tends to prove that the population is really decreasing, and this is due mainly to the following causes :

1. Fall in the birth-rate, owing to the decrease in polygamy and consequent increase in prostitution—this being one of the results of the general impoverishment of the country ;

2. High infantile mortality (smallpox, intestinal ailments and diseases of the respiratory organs) ;

3. Epidemics, particularly that of 1918 (influenza or plague), and the spread of infectious diseases (particularly venereal disease) ;

4. The general debility of certain populations. Though it has been possible to avoid such catastrophes in the capital, there have been bad famines in certain regions to which, owing to lack of transport, the Government has been unable to give any effective assistance.

5. Military operations, with their train of ruin, death and massacre (in particular, during the Great War, the massacre by the Turks of the Christian populations of the Urumiyah region, north-west of Persian Azerbaijan).

Other arguments put before the Commission are partly based on the decrease of the population of large towns like Teheran. We are not sure that this, even if it proved to be the case, would mean that the population of the whole of Persia was decreasing.

According to some very old figures, which we think must be estimates also, the aggregate population of all towns of over 10,000 inhabitants is computed at slightly more than a million. Adding to this the urban population of the smaller towns, we may perhaps estimate the urban population at one-fourth of the total population, the rest being agricultural (sedentary one-half and nomad one-fourth of the total) (D.).

The most populous towns in Persia are situated to the north of the plateau, while the sedentary rural population is most numerous in the parts of the plateau near the mountains, or in the high valleys, where water is more abundant and the soil fertile. Near the depressions, the drier, lower regions nearer to the desert, the population is scattered and clusters round the *kanals*. The nomad tribes consist of mountain shepherds who migrate with their flocks : the Turkomans (Khorasan) in the north-east, the Bakhtiaris, Lurs and Kurds (provinces of Isfahan, Luristan, Kermanshah and Kurdistan) in the west.

We do not think it possible to furnish any more precise information regarding the territorial and occupational distribution of the population.

The figures supplied to the Commission by the Persian Ministry of Finance show that, among town workmen, there are two and a-half times as many trained and specialised workers as unskilled labourers².

The quality of the labour varies according to race, for in Persia there are : the Persians, the Lurs and the Kurds, who are Aryans and certainly form four-fifths of the population, the Turkomans (Khorasan) and the Turks (Azerbaijan), Afghans in the east, Baluchis (Kerman) and Arabs (Arabistan) ; finally, Armenians, Gypsies and Jews.

As a class, the agricultural labourer works hard and is very painstaking, but he is uneducated and firmly attached to his ancestral habits and will have a long way to go before he can adapt his husbandry to modern methods. This does not, however, seem to be outside the bounds of possibility if it could be demonstrated by example that it would be both possible and profitable for him to do so. That he is intelligent and open to improvement is shown by the history of ancient Persian industry and art and the recent experience of undertakings such as the Anglo-Persian Oil Company, which possesses a complete staff of experts—mainly Lurs—who are perfectly competent to carry out any work that may be required, particularly work in connection with the machinery. Their case is a highly instructive one, because the

¹ Thus, in the towns—or in the country if the women are engaged solely in housework—polygamy is a costly luxury, but in the country, where the women work in the fields, it is an additional source of gain to the family.

² But these statistics do not include the figures for several provinces, some of which are very large ; Asterabad, Azerbaijan, Fars, Kazvin, Kurdistan, Kerman, Semnan.

Lurs are nomads, and one would therefore be tempted to think that they would be more difficult to educate.

Female labour is mainly employed in the towns in carpet-making, embroidery, etc. Female labour in the fields is not so common, though it is the rule in the Caspian provinces. In the neighbourhood of Teheran also the women engage in light agricultural work. These work-people possess very little education; it may even be said that the peasants are absolutely illiterate. In the towns—and in the towns alone—education has made some slight progress, though nothing of real importance has been accomplished in this sphere outside Teheran. The output of agricultural labour is not large. Sanitary conditions among the rural population leave, as we have said, much to be desired, and their diet is hardly conducive to efficiency. The peasants grow their own supplies, and when conditions are bad they often suffer severely from famine unless they have some other product to counterbalance the scarcity of corn or barley. Frequently, as we ourselves were able to observe in the course of our enquiry, even near Teheran, peasants gather the unripe corn to eat the hardly formed grain. Elsewhere, owing to a shortage of cereals, even this year the rural population has been known to consume fodder (clover or lucerne) *e.g.*, in the neighbourhood of Burujird.

The periodical migrations of the mountain tribes of the north-east and west of Persia are dictated by the necessity of obtaining food for the flocks, which are entirely dependent on natural pastures. These movements are regular and are the result of traditions so ancient that it would be difficult to modify them.

The wages paid to labour vary very considerably. Generally speaking, it may be said that wages are highest in the towns (for instance, those paid to workmen), where the cost of living is also higher.

The figures supplied to the Commission by the Ministry of Finance show that minimum wages vary from 2 to 5 krans¹ per diem. Our own enquiries tend to prove that, in the case of agricultural workers, wages are more often from 2 to 3 krans², this being also the current rate of wages paid to workers in the towns and workers engaged in transport or public works. The highest wages (figures given by the Ministry of Finance) are between 4 and 10 krans³ per diem. Our enquiry leads us to believe that these figures can only apply to workers in the towns, and the highest only to skilled craftsmen such as gold and silversmiths, inlayers, etc. It should be noted that the agricultural labourer is often paid in kind, or receives advances in money or in kind—a fact which modifies the effect of remuneration. These general labour conditions vary to an appreciable extent in the different regions of Persia. Under present economic conditions, it would, we think, be a distinctly difficult matter to effect any change.

(c) INDUSTRIES.

In respect of Persian industries, it may be said that they scarcely exist, for they are less than they were fifty or more years ago. It has happened in Persia, as in most Oriental countries, that the opening of trade relations with Western Europe resulted in opening the gates to factory-made products with which she could not compete. This was accelerated by reason of the fact that Persia has not been able to protect herself by tariffs and so has become less and less a maker even of those wares which she needed and could make at home.

Thus we have seen dry up to exiguous proportions the manufacture of marvellous fabrics of silk, wool and cotton. Embroideries have almost ceased to exist, while the industries of inlaying, carving, enamelling and metal work, once famous, are falling into abeyance or show evidence of deterioration in design in a vain effort to meet the prices of machine-made articles and repetitive operations. Even the interesting hand-printed cottons are now made of imported rather than native cotton.

There is every reason why these native industries should be saved, and saved while there are yet artisans to teach the younger generation.

India has had some success in introducing improved hand looms, and there is no contribution which would do more to revive the village and cottage industries of Persia than the introduction of simple machines for ginning, carding, spinning and weaving the various tissues which abound and are native to the country.

An exception to the general rule might be cited, it is true, in the case of the carpet industry, which flourishes in several regions, notably Persian Azerbaijan, Aragh, Hamadan, Kerman, Fars and Khorasan. However, the industry is in danger of being over-commercialised and “sweated” and of losing the beautiful and interesting native designs and colours, thus dropping into highly modernised renderings which only remotely suggest Persian art. Carpets and rugs now form the largest in value of any article of export, slightly exceeding even that of opium.

An industry that has lost ground is that of the clay products. Persia was once famous for her tiles, pottery and brick. She possesses an abundance of material but has always been short of fuel to burn in the kilns. The abundance of fuel oil and the existence of coal and lignite in various parts of the country give promise of correcting this serious handicap. In this connection, many of the coarse clay products besides brick are much needed in Persia, such as roofing-tiles, glazed and unglazed pipe and the like.

¹ 10 ½d. to 2s. 3d.

² 10 ½d. to 1s. 4d.

³ 1s. 9d. to 4s. 5d.

Gypsum and limestone are common in Persia but are not much used, chiefly because of the fuel shortage ; and yet Persian masons are amongst the cleverest in the world, and, given a chance to build their houses more generally of stone or of burnt brick and with cement and plaster, they would doubtless be able to evolve better standards of construction and of living.

The growing of sugar-beet or of sugar-cane has awaited the development of sugar factories, and that again has awaited a cheap fuel. It seems now as if this problem were in a fair way to be settled. Even in the Karun valley it is not necessary to await the completion of costly irrigation projects, for low-lift oil-pumps can be employed pending the carrying-out of more ambitious schemes.

There is need of some encouragement for the planting of forests, not only because of their beneficial effects in storing water and so influencing climate but not a little because of the needs of the wood-working trade, for which the Persians have long been famous. Here, again, is an industry in danger of extinction ; not so much ordinary carpentry but the finer allied trades of joinery, furniture-making, wood-carving, inlaying, etc. Aid and encouragement to those who will open coal mines, even if only for neighbourhood use, will help to protect the forests and so perform a double service.

Skins, furs and hides form an important article of export, but it would seem that the industry of preparing skins for market, tanning hides and working up leather has been so seriously neglected that the leather industry, like many others, is losing ground, whereas it might be developed and increased.

Persia produces fruits in abundance and exports fruit, chiefly in the dried state, in large quantities. There is need for close attention to this important product, or yet another industry will go by the board. With the aid of attractively designed and distinctively Persian jars, fruit could be marketed widely as a preserved and canned product.

The most recent industry and, at the moment, the most flourishing is that growing up around the petroleum oil production carried on by the Anglo-Persian Oil Company, chiefly near Muhammareh and at Maidan-i-Nafthun. At the former place, there is a big oil refinery handling 3,000,000 gallons of crude oil daily, while at the latter place, 125 miles to the north, is the large oilfield where the first successful drilling was done. Prospecting work is being carried on and already favourable showings have been developed at Behbahen, about half way between Ahwaz and Bushire, and again very close to the Iraq frontier, 25 miles south-east of Khaniqin. Some 50,000 men, mostly Lur tribesmen, are employed directly or indirectly (contract work, etc.) by the oil company, chiefly at work requiring energy, skill and faithfulness.

Other industries associated with the mineral deposits of the country exist in a small way. Often an exaggerated idea obtains of their possible or probable importance, but without doubt they are worthy of investigation and encouragement, even if only as local industries capable of supplying local demands. These may be listed briefly as follows : coal pits and small mines ; iron-ore deposits ; veins of native copper and copper ore.

Other metals mentioned but not exploited as yet include : silver-lead ores, and ores of antimony and zinc, manganese, molybdenum, mercury, cobalt and gold-bearing quartz.

Some precious stones have been found, notably the turquoise.

(d) LAND TENURE.

Land tenure in Persia is feudal in nature, although not based upon the mediæval conception of seisin and not characterised by the technical incidents of the European system. That is to say, land is in general allodial, being held in absolute ownership, and the Government-owned lands are held by the State as proprietor.

The basis or unit of tenure is the village in the case of sedentary communities ; the pasture in the case of nomad communities. The village may comprise several settlements, and the pasture may be a village, field or the summer grazing tract of a tribe.

The village is owned by a landlord, who is ordinarily a non-resident of the village but may be a resident peasant proprietor. Large landowners predominate. The Government owns, or owned within the past five years, 1,245 villages of about 1,750 square miles. Next in order come the clergy, the princes and rich men who invest in lands. Many landlords own several villages, often in different provinces.

The village is organised under a *kadkhoda*, or headman, who apportions land and work and is responsible to the landlord. The rights of the peasant are limited. The Commission was informed in Isfahan by H.H. Prince Sarem-ed-Dowleh, an enlightened and intelligent landlord, that, although no peasant had property rights to or in particular lands, nevertheless, a peasant who reclaimed a field had rights in that field of such a nature that his landlord felt obliged to reimburse him in the event of the appropriation of the field to other ends. The Commission was informed in Meshed by Moadel Towlieh that, while the peasant was not, like the serf of feudal Europe, bound to the land, it was nevertheless true that after the autumnal allotment of the village land each peasant was responsible for the tillage and harvest of the plot of land allotted to him and was not free to leave that plot until the harvest was ended. Moadel Towlieh also stated that pressure was often brought to bear on the peasants to keep them on the land even after the harvest. In general, it seems to be agreed by Persian observers that the lot of the peasant is not an easy one.

The landowner draws his income from his village in kind or in conversions of kind. The basis of division is determined by the contribution, as between peasant and landlord, of the following factors : (1) land, (2) water, (3) seed, (4) working capital (including tools, fertilisers,

draught animals), (5) labour. The landlord usually provides the first three, taking three-fifths of the harvest and leaving the peasant two-fifths.

The harvest of all crops which, like tobacco and opium, require heavy expenditure is equally divided. In each province these general conditions are subject to modification in some particular. In Fasa the landlord provides land, water and seed and repairs the *kanals* and pays taxes. The peasant provides labour, manure and animals. The harvest is divided in equal shares. In this district, however, 80 per cent of the cultivated land is devoted to opium. In Hamadan, on the other hand, if the landlord provides water and land, the harvest is divided in equal shares, but, if no irrigation is necessary, the landlord receives one-fifth. In Isfahan, if land and water are provided by the landlord, he takes one-third, while, if he also supplies seed, manure and animals, he takes three-quarters. In this province, summer crops, such as melons, are, like opium, shared in equal portions. In Meshed the division is equal, although the landowner furnishes land and water only. In Shiraz, where the peasant furnishes everything but land and water, the landlord takes two-thirds, and in the rare cases where the peasant furnishes labour alone, seven-eighths.

It has been said by one Persian observer that, in practice, the peasant receives little more than the one-fifth for his labour. And he has generally no choice as to what he shall cultivate or how he shall cultivate it.

Since Persia has never been surveyed in the modern sense of the word, there is no record of titles, and, consequently, litigation relative to land ownership is excessively frequent. The matter is complicated by the fact that most questions of property, and particularly the ever-vexatious question of water rights, are questions of religious law. Without a general survey and registration of titles, followed by the adoption of a scientific land law, little progress in the ordering of Persian land tenure can be expected.

(e) TAXATION.

Direct taxation in Persia has traditionally been levied under five heads :

1. Taxes on land computed with reference to the produce of the land. In Khorasan the unit was the plough. Theoretically, one plough in three belonged to the Government. Actually, a plough was assessed at one-tenth of the land's produce. Generally, throughout Persia all farm products paid a Government tithe, *viz.* : ten per cent of the net share of the landowner. When, however, no survey of the lands and produce of the village had been made, recourse was had to the tax rolls, which were generally antiquated. Landowners were heavily taxed in comparison with merchants, and particularly in comparison with the small but growing class of capitalists, for whom no more precise name can be found and who fitted into no category and were not taxed at all.

2. Taxes on tradesmen, artisans, etc. These taxes were levied upon and paid by the guilds, each guild being responsible for a certain sum. There was no guild or category of capitalists.

3. Poll taxes levied upon the family as a unit but assessed upon the villages. The Commission was informed in Fasa that poll taxes there amounted to from 3 to 5 tomans¹ per head. Agriculturists paid in lieu of poll tax 10 to 12 tomans² per pair of oxen.

4. Taxes on flocks and herds were paid, in the case of nomad tribes, through their chiefs. In the case of sedentary communities, this tax became a supplementary tax on land.

5. Taxes on mines. In January 1926, a new taxation law providing for a survey and new basis of taxation was passed by the Majless (*Thirteenth Quarterly Report of the Administrator-General of the Finances, Appendix III*). Pursuant to this law, the land tax of 10 per cent of the landowner's net share becomes :

- (a) As to farm produce, whether by irrigation or dry farming, and including garden produce, 3 per cent of the gross produce before division ;
- (b) As to forests and pastures, 10 per cent of the landlord's gross emoluments ;
- (c) As to mills, 5 per cent of landlord's gross emoluments ;
- (d) As to emoluments from *kanals*, 5 per cent.

To these taxes is added a tax of one-half per cent of the total income for purposes of public education.

Flax, hemp, indigo, madder-root, sugar-cane, sugar beetroot, tea, saffron, olive and mulberry cultivation are exempt from taxation for five years from first plantation, and reclaimed lands are exempt for a like period. Specific taxes on animals are prescribed.

After the completion of the survey provided for and the entry into application of the provisions of the new law, the old direct taxes on land, water and animals, the poll tax and the pasture dues previously collected are abolished.

Road tolls.—In Appendix V of his Thirteenth Quarterly Report, the Administrator-General of the Finances reproduces the Law of February 8th, 1926, whereby " Road tolls, animal market dues . . . weighing, market and land dues . . . pasture dues . . . air taxes (*havai*) . . . taxes on transport means ", etc., are abolished and replaced by a " road tax " collected on the gross weight of imports and exports at the frontier.

Taxes on opium.—The taxes on opium are examined in the section of the report dealing with poppy cultivation (Chapter III).

¹ 13s. 3d. to £1 2s.

² £2 4s. 2d. to £2 13s.

CHAPTER III.

THE CULTIVATION OF THE POPPY AND THE PROBLEM OF SUBSTITUTION.

The preceding chapter has been limited to a statement of facts, either in the form in which they were presented to the Commission by the Persian Government or by those whom the Commission interrogated during its travels in Persia, or as they result from the Commission's observations on the spot. The solutions to the problem of opium production suggested in that chapter are of a purely technical nature. That is to say, they are solutions which the Commission considers practicable from a purely technical point of view and irrespective of economic or other conditions, which are much more susceptible to important and rapid change. In Chapter II the Commission has endeavoured to state each of the different categories of fact in as objective a spirit as possible. It cannot, however, refrain from pointing out once again that it has been almost, and often quite, impossible to obtain sufficiently reliable data to serve as a basis for a purely objective treatment. Many of the considerations developed are accordingly the result rather of an impression than of a detailed study of statistical particulars, since these are almost altogether lacking.

The present Chapter consists of the Commission's reading of those determinations and of a statement of the solutions which it deems to be practicable from an economic point of view.

I. The Existing Situation with regard to the Cultivation of the Poppy.

Variety cultivated.—According to its observations in the country, the Commission found only one variety of the poppy cultivated in Persia, *viz.*, *Papaver somniferum L.*, var. *album D.C.* There are, however, certain superficial differences—*e.g.*, in regard to colour—to which the Commission attributes no importance in so far as concerns the yield in opium. The plant grows to an average height of three feet, which makes it easy to harvest.

Production.—It is estimated by the Persian Government (document O.D.C. 24) that 300,000¹ jaribs of land were under poppy cultivation in 1923-24. Only eight of the twenty-six provinces of Persia do not grow the poppy, among them being the important agricultural provinces of the Caspian littoral. The provinces where it is most widely grown are as follows, in order of area cultivated with opium :

Fars	Kermanshah
Isfahan	Yezd
Khorasan	Kerman
Burujird	Malayer and Tuserkan
Khuzistan	Teheran

The proportion between the area under poppy and that under other crops varies considerably from one province to another, from 5 per cent to 10 per cent, or even 20 per cent, reaching 60 per cent and even higher in certain districts, *e.g.*, Fars and Burujird.

A number of facts stand out in bold relief in the recital of the investigations carried out. Prominent among these is the statement (document O.D.C. 24) that the cultivation of the poppy occupies no more than 110 square miles of land in a country, the total area of which amounts to 628,000 square miles, or approximately three times the size of France, although it must be remembered that not more than one-third of Persian soil is cultivable. The poppy is not, as we have observed, cultivated in all the provinces of Persia, nor in every district within a single province. In document O.D.C. 24, the Persian Government estimated that opium cultivation was "scattered in 18 out of 26 provinces, or over an area of approximately 400,000 square miles". It would, however, be erroneous to conclude from this statement that the cultivation of the opium poppy was of relatively slight importance. According to the statements of the Persian Government itself (document O.D.C. 24), the total annual production of opium sap is 300,000 batmans², of which, according to the same authority, some two-thirds enter the Government warehouses and are "thereby brought under control". The value of this production to the landowner and peasant is estimated by the Government (document O.D.C. 24) at 10,500,000 tomans³, at the rate, which many landowners and cultivators appeared to think excessive, of 35 tomans per batman. The Persian Government (document O.D.C. 24) estimates the net yield per jarib at one batman⁴, a figure which the Commission, as a result of its personal investigations, considers rather above than below the average. From these investigations the Commission would infer that the yield was closer

¹ About 70,000 acres, or 30,000 hectares.

² 1,947,000 lbs., or 891,000 kgs.

³ £2,333,000 approx.

⁴ 24.27 lbs. per acre, or 27.27 kgs. per hectare.

to 0.75 batman per jarib (upon the basis of which estimate it might be deduced that the total production was somewhere in the neighbourhood of 225,000 batmans, or else that the acreage planted was greater than stated). Notwithstanding the results of these studies, the Commission believes that it must accept the figures furnished by the Government (in document O.D.C. 24) as a basis for its conclusions.

Method of cultivation.—The plains of the Iranian plateau offer a favourable environment to the poppy, but the plant is liable to suffer from frost and drought. It is, as a general rule, sown in the autumn, but sometimes also in the spring. It is grown in rotation with wheat and barley and regarded as beneficial to the soil. The truth of the matter obviously is that the heavy manuring given to the poppy field renders the soil more fertile for the crops that follow it in rotation. The poppy is subject to the attacks of parasitic cryptogams, locusts and other insects.

In Persia the poppy is cultivated by intensive methods. After careful tilling and an application of manure, the seed is sown on irrigated ground. In spring—the Commission first witnessed this operation in the province of Kermanshah at the end of March—the land is cleared of weeds and the young plants are thinned. The soil then requires two or three more irrigations until the harvest, which is carried out in April, May or June, according to climate. The harvest calls for the skilled hands of an experienced worker. The extraction of the poppy sap is effected by scarifying the seedpod before maturity and gathering the ball of exuding sap on the morning of the following day. This process is normally repeated twice, but the quality of the subsequent drawings is said to be inferior in morphine content to that of the first. If the process of scarifying the pod is followed by a warm night and a cool morning, the sap flows well, but a rainy night may entail the total loss of the harvest.

The sap is gathered by means of a spoon-shaped scraper into copper bowls and, under the terms of the Opium Law, must be conveyed direct to the Government storehouse in the village, whence it is eventually transported by the Government officials to the central warehouse in the provincial capital.

Being an autumn-sown crop harvested in the late spring, the poppy has the advantage that it can be followed by other crops, such as melons or tobacco, which in turn can be followed by an autumn-sown grain or forage crop. Hence, the heavy manuring given to the poppy field helps to carry through the melon or other crop and as well the forage or cereal crop which succeeds the melon crop. This, in fact, amounts to a scheme of rotation. Sometimes, however, poppies are followed by poppies in the same field.

The reasons that make the poppy an almost ideal crop from the producer's point of view cannot be disregarded, and nothing is gained by minimising the difficulties of substitution. Without question, these reasons are :

1. It is an autumn-sown crop, requiring water at a time when water may be had in abundance ;
2. There is a plentiful supply of skilful competent labour to be had at a very low wage ;
3. Its ready marketability and its high unit value make it, from this standpoint, an ideal crop for a country almost without transport facilities.

Morphine content.—It has been stated by John P. GAVIT, in his book "Opium", 1925, page 38, and by other authorities also, that Persian opium is relatively high in morphine content, about 12 to 12½ per cent, whereas the Indian and Chinese product is comparatively low in morphine content (9 to 10 and 7 to 7½ per cent respectively, according to the same authority), with the result that the Persian drug commands a special demand from chemists¹. It is, perhaps, on the basis of these figures, permissible to assume that Persia produces some 30 per cent of the world's opium measured in morphine content. The Commission was unable,

¹ Analyses of the morphine content of Persian opium appear, however, to present certain variations. Thus, TSCHIRCH (*Handbuch der Pharmakognosie*, Band III) gives the following analyses by different chemists :

	Percentage of morphine content	
Dietrich (1894)	0.15 - 9.97	Stick opium.
Finckh (<i>Arch. Pharm.</i> 1867)	12 - 14	Stick opium.
	8 - 10	Cake opium.
Stoeder, Benjamin (1884).. .. .	10 - 16	Isfahan opium.
	6.7 - 12	Shiraz opium.
Schindelmeiser	5.9 - 8.71	Meshed opium (sticks weighing from 8-12 grammes).
	11.38 - 15.3	Isfahan opium (sticks weighing from 10-12 grammes).
Siedler (1903)	15 - 16	Stick opium.
	11.3 - 11.8	Cake opium.
Van der Wielen	10.79 - 12.4	
Howard	11.11	

with the instruments and in the short time at its disposal, to examine this aspect of the question, and it is accordingly unable to say whether this alleged high morphine content of Persian opium is to be ascribed to conditions of soil or to some other reason. The Commission did, however, ascertain that smoking opium prepared for export is generally adulterated to the extent of 20 per cent of gum.

Transport.—As has been said already, one of the principal reasons for which opium has become the preferred crop in Persia is the fact that it is the only crop which can support the heavy costs of transport in a country where transport facilities are almost non-existent. Prepared opium is even able to bear the very heavy postal fees charged in Persia, all opium prepared for export, under the law, having to be sent through the post in order to secure better control.

Labour.—A second factor which favours the growth of opium is the abundant supply of skilful labour at cheap rates. According to the investigations made by the Commission, agricultural labourers can be engaged for any operations in Persia at a wage varying from 2 to 3 krans a day¹. But even so, it is not the landowner or the peasant who derives the greatest share in the profits of his crop. Both, like landowners and farmers in other countries than Persia, are almost invariably short of cash and are obliged to apply to third parties for advances for the purchase of seed, draught animals, etc. This matter will be examined later in this chapter.

Manufacture.—Under the Opium Law, it is required that all sap be brought to the Government storehouse in the village, from which it is transported to the warehouse in the provincial centre. Here the sap is stored, the peasant receiving a receipt for the sap calculated by weight. He is then free to sell the sap to the merchant, who is only entitled to take delivery, after the sap has been manufactured, in the warehouse and under the supervision of the Government officials, into the finished article ready for the market.

Cash yield of crop.—Much is said of the importance of poppy as a profitable crop, and the Commission has sought in various ways to determine the exact facts but has found this very difficult. Part of the trouble arises from the fact that the cultivation of this, as of other crops, is on a share basis, so that the returns are made in kind, which must then be sold or, as explained elsewhere, turned in to apply on debts previously contracted.

After gathering a very considerable amount of data from governmental and private sources, the Commission came to the conclusion that the total net yield in money lies between 5 tomans and 11 tomans per jarib, or, say, an average of 8 tomans per jarib. This has to be divided between the proprietor and the cultivator about half and half, varying somewhat on the understanding between them and the exact elements in the division of expense borne by each. Sometimes, too, the proprietor is also a merchant and realises an additional profit in that way. In any case, the difference in return varies, first, with the yield of the crop, and, secondly, with the fluctuations in price, which, Hadow reports (B.C.R., 1925), are sufficient in some years, due to speculation, etc., to cause serious bankruptcies. The Commission found in Meshed the record of price fluctuations during 18 months, 1924-25, to be between \$2.60² and \$7.70³ per pound. Some further light on this price fluctuation is to be gained from the Government table of export values of opium in the years 1913-14 to 1924-25 inclusive, which show yearly averages varying between 33 and 55 tomans per batman (see table on page 42).

Another reason for the wide divergence in figures is the fact that reports do not always clearly differentiate between raw opium, which may contain 20 to 30 per cent of moisture, or raw opium dry, or whether prepared opium is meant. Export figures are always based on prepared opium, while production figures are usually based on raw opium dry, though if there is an interest in minimising this quantity, a shrinkage allowance is made so as to reduce the quantity to a prepared opium basis.

Marketing : foreign markets.—Only the simplest methods of commerce exist in Persia. Subject to Government supervision, the nature of which has been described above, peasants and merchants are free to sell their opium to whom they will. It need hardly be repeated here that Persia has consistently refused to adopt the system whereby producing countries are to undertake only to export opium to countries which have issued an import licence to the importing merchant. The observations of the Commission while in Persia indicate the accuracy of statements that the greater bulk of Persian opium exports find their way to Chinese ports although declared for other destinations.

Taxation : control.—Prepared opium is of two kinds : (1) stick (pencil) opium, designed for home consumption ; (2) cake opium, intended for export. Each of these pays a tax to the Government.

¹ 10½ d. to 1s. 4d.

² 10s. 8d.

³ £1 11s. 8d.

In Appendix IV of document O.D.C. 24, the taxes affecting opium are given as follows:

1. *Land tax* : 10 per cent of the landowner's net share (this will now become 3 per cent of the gross yield : see new Direct Tax Law).
2. *Banderoles for local consumption* : 21 shahis per miscal.
3. *Manipulation fees*.
4. *Warehouse charges* : 1 shahi per batman per day for opium stored in Government warehouses (not collected in all provinces).
5. *Transport charges* : Opium sap and manipulated opium must be transported under permit with charge of 75 dinars¹ per batman per farsakh.
6. *Customs tariffs* : The import dues on opium are 6 tomans per batman ; the export dues are 2 tomans per batman.

The Commission found that while at some points, notably the capital, the law was well enforced, in several important opium-producing and marketing centres the Government had found it necessary or expedient to relax the rigour of the enforcement law, and as a result the effective control of the traffic was nearly non-existent. Officials recognised the situation and the importance of correcting it.

In connection with the question of the control of the opium industry, the Commission feels obliged to point out that every nation which has paid serious attention to the problem of control has found it exceedingly difficult. The high value of the product makes it easy for the producer to evade taxation and offers countless opportunities for illicit trafficking.

It is no criticism of the Persian Government to emphasise the fact that the existing system of control is unsatisfactory, even though it is recognised that much progress has been made in the last few years towards a more rigorous control. In illustration of the great difficulties in the way of control, we may appropriately quote from the report of an Egyptian committee of experts to the Egyptian Government on this subject :

“ It is impossible, so long as the poppy is cultivated in Egypt, to establish an effective control of the opium traffic and, especially, to detect or prevent transactions which go on in secret between the producer and the merchant². ”

This is the result of the experience of a country which produced only 5,000 lbs. (*i.e.*, about 800 batmans) of opium per annum, and which has apparently made an honest endeavour to control the traffic.

It is perhaps hardly proper for the Commission to suggest where the methods of control in use in Persia may be improved, but the following comments may be helpful :

1. It is at present the practice to collect very high taxes and fees on the stick opium intended for home consumption, while imposing smaller charges on export opium. This difference, which varies according to the distance of the place manufacture from the port of export, makes these charges frequently 16 times higher in the case of opium prepared for home consumption.

The Commission believes this difference to be unjustifiable. The tax on opium for home consumption is so high as to lend itself to all kinds of evasion, while the export tax might well be higher and so yield more revenue.

2. There is no form of licence or registration for the ground allocated to opium cultivation, and no tax collected on ground so allocated except the regular land tax. This should be remedied.

3. While in some districts opium is duly delivered to the Government warehouses and manufactured there into stick or cake opium, the Commission observed that in certain cities the Government had found it expedient to leave the manufacture of opium for export entirely in private hands, although under the more or less strict supervision of its officials. Where the manufacture is left to private persons, it is rare for the opium to be identified by marks showing place of origin, etc.

The identity of all opium should certainly be clearly marked or stamped upon each piece.

4. Merchants, pedlars, etc., are understood to be licensed and to pay a licence fee. The fee is a low one and hardly commensurate with the volume and character of the business transacted, while the merchants (whether great or small) are not required to file any surety bond in a substantial sum for the observance of the law or the payment of Government fees or taxes, although it should be added that the Commission was informed that merchants intending to export opium were obliged to make a declaration to that effect and to give a bond

¹ 1,000 dinars = 1 kran.

² Since the above-mentioned report was submitted, a law has been passed (May 21st, 1926) abolishing the production of the opium poppy in Egypt.

for the difference between the excise tax and the export duty on the amount of opium declared for export. A large opium merchant told the Commission that a case of opium worth 750 to 800 tomans at Bushire with taxes all paid would fetch 2,100 tomans at Shanghai, thus indicating that Persia was selling her opium too cheaply or failing to tax it at its true value.

In its memorandum to the Second Opium Conference (document O.D.C. 24), the Persian Government estimates that, whereas 1,340,000 lbs.¹ of opium were registered with the Government as the annual production for the year 1923-24, the actual production for that year was as much as 1,950,000 lbs.² In other words, the Government assumes that 610,000³ lbs., or 33 per cent, evaded taxation by escaping Government supervision.

Exports : trade balance.—In 1923-24, the exports of opium through the Persian Custom-houses amounted to 6,021,971 tomans⁴, according to the Persian Government's statement (document O.D.C. 24), or 15.6 per cent of the total export trade of Persia exclusive of oil. In 1924-25, according to the Government's statement to the Commission, the total value of opium exports rose to 7,958,800 tomans⁵, the relative amounts in weights being 690,833 lbs. in 1923-24 and 1,077,290 lbs. in 1924-25. The following tables from Government publications afford a comparison of exports from the years 1913-14 to 1924-25.

OPIUM EXPORT.

Year	Exports of opium (lbs.)	Invoice value at point of export (krans)	Value per pound (dollars)	Value per kilogramme (Swiss francs)
1913-14	770,516	37,714,494	5.23	57.5
1914-15	875,166	41,446,256	5.09	56.0
1915-16	798,993	41,732,238	5.61	61.7
1916-17	767,708	41,597,275	5.82	64.0
1917-18	749,482	44,783,249	6.41	70.5
1918-19	365,306	28,595,885	8.41	92.5
1919-20	324,396	24,166,116	8.00	88.0
1920-21	365,254	22,178,390	6.52	71.7
1921-22	255,697	15,449,663	6.49	71.4
1922-23	660,647	40,908,128	6.64	73.0
1923-24	690,833	60,219,715	9.37	103.0
1924-25	1,077,290	79,587,997	7.94	87.3

1 Year	2 Value of total export trade (exclusive of oil) (In krans)	3 Share of profits received by Persian Government from Anglo-Persian Oil Company and payments in Persia by Anglo-Persian Oil Company for labour and maintenance (In krans)	4 Adding columns 2 and 3	5 Value of opium exported (In krans)	6 Percentage of column 5 (opium export) to column 2	7 Percentage of column 5 (opium export) to column 4
1918-19	115,564,195	Approximate 109,000,000	Approximate 224,000,000	28,595,885	24.7	12.76
1919-20	187,113,313	111,000,000	298,000,000	84,166,116	12.9	8.11
1920-21	137,441,315	116,000,000	253,000,000	22,178,290	16.1	8.76
1921-22	179,548,517	116,000,000	295,000,000	15,449,663	8.6	5.23
1922-23	305,656,123	115,000,000	320,000,000	40,908,128	13.3	12.78
1923-24	395,404,813	105,000,000	505,000,000	60,219,715	15.6	11.92
1924-25	485,362,143	146,000,000	630,000,000	79,587,997	16.4	12.63

Internal consumption.—Owing to the existence, acknowledged by the Persian Government, of an extensive contraband traffic, it is practically impossible to give any figures for internal consumption. The growing consumption of opium, however, by the peasantry and townspeople, amounting, as the Commission was frequently told, to 20, 30 or even 50 per cent of the population, may well destroy Persia's greatest asset, her intelligent man-power. It is

¹ 607,800 kgs., or 204,700 batmans.

² 884,500 kgs., or 297,900 batmans.

³ 276,700 kgs., or 93,200 batmans.

⁴ £1,281,270.

⁵ £1,884,852.

nevertheless only fair to add that the Persian Government is alive to this danger and that about the time of the Commission's arrival in Persia a law was passed prohibiting the manufacture of the particularly pernicious "shireh" of "soukhteh", as well as its consumption. In certain localities, however, the police have hitherto been unable to enforce the rigour of the law.

State budget.—The combined taxes and charges on opium, amounting to about 20 per cent of the gross value produced, totalled 2,047,000 tomans¹ in the year 1923-24 (document O.D.C. 24). The gross revenue was estimated at 23,000,000 tomans² (document O.D.C. 24), and hence the percentage of opium revenues to the total revenue was in that year 8.9. While fully conceding the necessity of caution in the curtailment of a product yielding so high a proportion of the country's revenues, the Commission considers that the sum involved may be, when all the factors are taken into account, too low for the moral and physical losses to Persia consequent upon the production of opium.

II. Substitutes for the Poppy Crop.

Before proceeding to discuss the question of substitution, the Commission desires to point out again that early in its investigations it came to the conclusion that the question of substitution would require to be examined from the point of view of the economic situation of Persia as a whole. That is to say, although it might be possible, it would not be practical to deal with the problem solely from a local standpoint. The factors involved are too complex and too general for a solution restricted to local production.

With regard to the problem of substitute crops, this will be examined from two points of view : namely, (1) the improvement of existing crops with a view to increasing their yield both in quantity and in money, and (2) the introduction of new crops.

At the same time, it must be pointed out that there exists in Persia one dominating factor : from whatever point of view the Persian situation is regarded—climatic, agricultural, economic or administrative—Persia must be divided into districts with varying possibilities. There exist, for instance, differences in regard to transport facilities, the methods of tax collection, opium control, etc. The solutions to our problem must accordingly vary to some extent according to differences of locality.

These several regions are more or less separated by steppes and desert tracts (which are for considerable seasons of the year, and from a practical point of view, nearly identical). This fact results in real difficulties in the internal commerce existing between them.

Mountainous passes at rare intervals give access to neighbouring countries and furnish the gateways to the interior.

From the viewpoint of internal economics, the consequence of these conditions is that the country has developed separate and distinct nerve centres, each depending on the vitality of its surrounding region, a centre comprising a city and so much of the region about it as can be readily supplied by means of the existing primitive methods of transport. Each such nerve centre becomes in effect a closed economic system, and hence it is that Persia may be considered as a group of these more or less separate and distinct centres, self-sufficient and largely self-sustaining, because of the difficulty of transporting anything except the most highly valued commodities for distances greater than 130 miles.

When it comes to considering a substitute for the opium poppy, one can hardly, under these conditions, suggest a solution equally applicable everywhere. At the same time, we believe it to be possible for the Government to adopt a line of action such that each particular case can be made to fit within the framework of certain general principles.

Food supplies.—We have said elsewhere that it is to the evident interest of the State to reduce the consumption of opium by its inhabitants, but from an economic standpoint it is equally to the State's interest either to develop or to regulate the production of food crops. It is a question of the future of the race to assure to the inhabitants a good and regular food supply. It is a humanitarian question to suppress the ravages of the periodic famines.

A. SUBSTITUTES IN REGIONS WHERE THE POPPY IS NOW CULTIVATED.

1. Crops.

Cereals.—Wheat, or wheat and barley, being the basis of food crops, must be considered as the most important crop to be encouraged, although in some regions rice is of equal or

¹ £435,500.

² £4,893,600.

greater importance. Some provinces produce enough grain for their local needs only in very good years and must deny themselves or import grain in other years. Other provinces produce enough in all normal years and only fail in very dry years. These provinces are, for example, Azerbaijan, Khorasan (Seistan), Fars, Kermanshah and Kerman for wheat, and the Caspian provinces for rice. However, to visualise the situation better, we must observe that the province of Teheran, a province which might readily be classed as having an assured supply with good management in all normal years, can only be supplied at reasonable rates from the province of Kazvin or those which produce a surplus and are near enough to be of practical assistance. The other surplus-producing provinces, having no place to market their surpluses, are practically driven to holding down their production to their own needs. Hence, even these provinces run the great risk of having a shortage in any abnormally dry year. For a situation such as Persia presents, the simplest solution would obviously be that adopted by the Arab and Berber tribes of North Africa, and the Indian inhabitants of the Deccan, where they invariably hold two years' and sometimes even three or four years' supply in their silos—cavities excavated in the clayey soil.

Every time this suggestion was offered by the Commission while in Persia, we were told that, even if the cultivator was not compelled to realise on his crop, the experience of generations satisfied him that he could not safely attempt to hold supplies beyond his own immediate needs or until the next harvest. Evidently, then, the solution of the problem is not solely an agricultural or even an economic one.

However, the Commission believes that if we examine the problem of the substitution of the poppy from the point of view of internal economics, we find that the question of the food supply is closely connected with it. There is more to the question than simply the revenue to be derived from the production of opium, for even though the opium poppy were the sole revenue-producing crop of the people, the Persians might well be rich in the money received from it and yet die of hunger, as they did in the year 1918. They could not eat the money nor could they buy grain with it. And is it not estimated that in the famine of 1918 one-fifth of the population died of hunger and its effects? Under such circumstances, the Government should, in its improvement campaign, certainly devote to the organisation of food supplies a large part of the receipts it draws from the opium tax.

Hence, from the viewpoint of internal economics, one problem seems of peculiar importance, to wit: that of regulating the alimentation, or, in other words, the production of wheat and barley. These two crops, which, from the technical point of view, fulfil the requirements of a substitute for the opium poppy, can certainly be accepted, for in parts of the Province of Aragh inhabited by Babis—a religious sect which condemns the production of the opium poppy—one sees only cereals cultivated—a fact which illustrates well how much a moral influence may accomplish in Persia.

In considering the place which wheat or other autumn-sown grains (barley, rye and oats) may take as a substitute for the opium poppy, we must establish a fair basis of comparison measured in costs of production. If it is difficult to determine the net return to proprietors and cultivators in producing opium which is sold for cash or perhaps its equivalent, it is certainly more difficult to determine the return for wheat or barley, which frankly is not generally sold and is raised as a food crop for the tenants and for the animals. These men are not accountants, to charge one account and credit another, nor have they any particular interest in determining the fair market price for something they do not intend to sell and probably rarely sell except as a neighbourhood matter of barter or, in a famine year, to the Government at a price fixed. Even these approximate figures seem to show that the fair average net return in ordinary years per acre is \$7.50¹, which is, in fact, about one-fourth the return from the cultivation of opium—a figure, by the way, far less unfavourable to the producer of wheat than we were usually led to believe. If, then, the obvious methods of improvement in wheat cultivation were employed, such as a simple form of seed selection, better tillage, manuring, drilling, or a rational system of rotation—all combining to secure a more intensive cultivation²—we should secure enough better results to come much nearer bridging the gap between the value returns of these two crops.

When we go a step further and combine our intensive wheat culture with the growing of mulberry trees around the wheat-field on the banks of the irrigation ditches, we put the culture on an even more solid basis, in which diversification plays its part in making the returns more certain. It is, of course, true that this is predicated on the development of the silk industry.

Silk.—The problem of the silk industry, formerly one of Persia's most flourishing industries, may be divided into two separate parts: (1) the cultivation of the mulberry, and (2) production or importation of silkworm seed (eggs).

The mulberry tree can, it appears, be grown in many parts of Persia, particularly in the Caspian provinces and in Khorasan, Isfahan, Kashan and Yezd. The Commission is of opinion that the mulberry should be grown as an associated crop, that is to say, it should be planted on the banks of streams or irrigation canals surrounding fields devoted to other crops. In this way the mulberry would benefit by the water, cultivation and manure allocated to these other

¹ £1 10s. 10d. per acre, or 18 krans per jarib.

² According to statements made to the Commission by farmers in all parts of Persia, the outturn of wheat and barley is at present only sevenfold or, at most, eightfold.

crops and no additional expense would be incurred. This system would involve the further advantage that the silk industry, in a manner successful elsewhere, would be revived more or less as a village industry.

The Commission thinks that if every peasant possessed, besides his cornfields, some mulberry trees—few in number, perhaps, but enough to rear a certain quantity of silkworms—the extra profit he would derive therefrom might, at any rate very largely, compensate him for the loss of profits he would sustain through giving up the cultivation of the poppy for that of corn. Moreover, he could keep the cost price at a minimum by employing the labour of the members of his family, particularly the women and children, both for gathering the leaves and for tending the silkworm rearing-house.

If sericulture is to be established on these lines, however, it will require an organisation providing the following three essentials :

1. An official organisation for protection against pebrine, on the lines of those which have been established at all modern centres of sericulture. The proper treatment has been strictly laid down and is applicable in every country. Pebrine was responsible for the destruction of the rearing-centres in Persia and has led to the abandonment of sericulture. The Commission was assured by the French expert who has been studying the question of sericulture for the French Government since the beginning of 1925 that this disease no longer exists in Persia. On the other hand, flacherie, although much less serious, exists in an endemic form at Gilan.

2. A "grainage" organisation, providing every assurance that the quality of the varieties chosen will be maintained and that prophylactic measures will be taken against disease. At present silkworm seed is bought abroad—a practice which involves innumerable difficulties owing to the defective means of transport. The question is now under investigation by the same expert.

3. The breeding of silkworms in small rearing-houses by individual families requires that the silk-spinning (reeling) industry should be properly organised. This is particularly true from the point of view of exportation. As a consequence of existing transport conditions, the export of cocoons is out of the question—the volume would be too large for the useful weight, and the transport of waste would be too costly in view of the low value of the material. Exports must take the form of raw silk. Most consumers require silk of an unvarying and homogeneous quality, and this cannot be obtained without organised labour in factories and trained women workers (judging by conditions in Gilan, the standard of this work in Persia requires to be raised).

The great world demand for real silk, even allowing for the competition of artificial silk, should ensure large markets for the Persian product. We think that it might find its principal markets in Western Europe, and for that matter in the United States also. The Commission saw raw spun silk being sent from Gilan to Northern Italy.

The demand for this silk for the Persian silk-weaving industry would necessarily be small, as this industry has greatly declined and could only revive on any large scale under certain specific conditions.

Cotton.—The area under cotton has varied considerably, as shown by the fluctuations in the production and export figures¹. While this is mainly due to the changes which have taken place in the markets for this commodity, it is also to some extent attributable to the rise in the price of opium and the increasing profits derived by traders—the growers have not benefited to the same extent—from the production of this drug.

As the difficulties which have been alleged—more especially those connected with the moisture required by the plant, the defective transport conditions, etc.—hardly changed

¹ The following table shows exports of Persian cotton from the years 1901-02 to 1924-25 :

Year	Total export	Export to Russia	Average price per batman
	Weight in batmans		Krans
1901-02	<u>10,313</u>	1,341	9.00
1905-06	5,981,207	5,678,986	8.00
1909-10	9,346,621	8,818,900	7.75
1913-14	<u>9,055,677</u>	<u>8,609,812</u>	9.45
1917-18	<u>3,326,494</u>	<u>2,979,276</u>	8.00
1921-22	692,639	453	5.00
1923-24	4,996,602	<u>3,647,159</u>	<u>9.90</u>
1924-25	4,530,045	3,671,715	11.60

The maximum and minimum quantities exported are underlined. Out of a total export of 9,903,114 batmans in 1912-13, Russia imported 9,595,863 batmans, i.e., about 97 per cent.

N.B.—The above figures, which were supplied to the Commission from an exceptionally authoritative source, are indicated as referring to raw cotton. Cotton exported to Russia, however, is conveyed in the form of pressed bales—a method which is rare in the case of raw cotton.

while these fluctuations in production and exportation were taking place, the true cause must be sought elsewhere.

In all the cotton-growing regions of Persia cotton is consumed locally ; in some of them the whole supply is disposed of in this way. This is the case in the provinces of Hamadan, Kermanshah and Aragh ; the other provinces export part of their crop.

Up to 1918, Russia was the principal consumer of Persian cotton, and she regained her old position in 1924-25. (The U.S.S.R. took in that year more than 81 per cent of cotton exports estimated by weight and 86 per cent estimated according to value.) The second place has always been occupied by British India, and then come the neighbouring countries : Afghanistan, Mesopotamia, Asiatic Turkey, etc.

The only customer nowadays, for all practical purposes, is therefore Russia (which buys more than 86 per cent of the cotton, as already mentioned). In spite of her endeavours, she cannot, owing to the difficulties of internal transport, manage to buy in all parts of Persia, but she has no competition to fear in the whole of the north and west as far as Isfahan and Yezd, and in Khorasan in the east. As regards the area south of the plateau, however, notably Fars, Kerman and Khuzistan—this last region produces very little at present—exports are necessarily sent by the Persian Gulf route.

Both in the centre of the plateau as far as Isfahan and in Khorasan, the Russians had erected factories before the war in which the cotton was ginned and baled—operations which were indispensable before the cotton (which is carried by camel) could be transported. This cotton is sent *via* Pehlevi (Enzali) and Baku in the case of the provinces of Isfahan, Yezd, Kum and Teheran, and *via* Tiflis in the case of Azerbaijan. Consignments from the Meshed cotton centre are sent either over the Transcaspian railway or by the caravan route to the port of Bandar-i-Gaz. It should be observed, however, that the Persian Gulf route would be equally practicable in the case of Isfahan and Yezd. The Russians, who enjoy a buyer's monopoly, have taken advantage of this privileged position during recent years to offer prices too low to appeal to producers in Southern Iran.

To what other markets can Persia look for the sale of her cotton ? Considering the world demand, such markets might be numerous and important if Persia produced the quality required in Europe. But the Persian fibre is too short, too weak and too uneven in quality, and it contains too many impurities. Owing to these defects, the markets of Western and Central Europe are closed to it. There remains British India, especially Bombay ; but India itself produces cotton which, though of comparatively poor quality, is better than Persian cotton, and that country could therefore only take small quantities. Japan might possibly become a customer, but she has sources of supply much closer at hand, from which she can procure cotton of at least equal quality for her industry.

In order to develop cotton production in Persia, cotton-growing must therefore first be improved. There seems to be no doubt that if the waters of the Karun were used for irrigation purposes, Arabistan could, by adopting the methods applied in Mesopotamia, become an important producing centre for medium-length staple (both labour and an outlet for trade with India will be available) ; but appreciable results can only be achieved by degrees in this area. On the plateau, the northern provinces in particular (especially Khorasan) are capable of growing cotton provided the necessary technical measures are taken to ensure a good yield by selecting varieties suited to the climate. And many of these provinces (Khorasan, Isfahan, etc.) are great producers of opium.

For economic reasons, the south of the plateau, notably Fars, is in a much less favourable position. Transport facilities to the Persian Gulf, the only practicable outlet, are poor. Cotton-growing will have to be completely reorganised (the best varieties will have to be determined, the plants properly tended, and ginning and baling introduced) if a footing is to be gained in foreign markets. We believe, however, that this can be done. Excessive moisture is not required during the summer, and ample labour would be available during the picking season.

The cotton consumed locally is poorly spun and woven by hand into fabrics, which, though often strong, are of somewhat coarse quality. If Persia wished to manufacture the cotton goods which she at present imports she would have to transform her domestic industry, which is incapable of progress, and set up modern factories able to spin the finer counts (with improved fibre) and weave more regular and finer textiles. Otherwise, imports of such manufactured articles would not be reduced, and it would be necessary to export the fibre without working it locally. At the moment, an attempt at modern weaving is being made in Isfahan, but the owner of the undertaking in question has to contend with the difficulties inherent in the creation of an industry in a country without modern economic equipment.

Cotton-seed.—Insufficient importance is attached in Persia to one of the products of cotton cultivation, *viz.*, the seed, which represents in weight approximately three-quarters of the total production, the lint accounting for only 25 per cent. Cotton-seed oil is used both as a foodstuff and for industrial purposes (soap). The cakes made from linseed flour, the subsidiary parts of the plant, may be advantageously employed either as a foodstuff for animals or as fertilisers ; there is great need of the latter in Persia.

Beet-sugar.—The problem of sugar production is one which should engage the serious attention of the Persian Government, since sugar is the second most important import of Persia. The import statistics published by the Customs administration for the year 1924-25 show that imports of sugar amounted to about 15 million tomans¹ out of a total figure for

¹ £3,587,000 approx.

imports of about 77 millions¹. Hence it need not be said that the production of home-grown sugar would have an important effect upon the balance of trade. This question will be more fully discussed in the passage dealing with that subject.

Owing to her climatic situation, Persia is in the fortunate position of being able to grow both sugar-cane and sugar-beet. The question of sugar-beet is discussed here, as this crop is indicated as a possible substitute for opium in the poppy-growing districts. That of sugar-cane, being confined to Khuzistan, is examined among substitutes suggested from the point of view of the general economic situation.

The construction of a factory for the manufacture of sugar from beetroot offers serious difficulties, since the two principal centres which would appear to be destined for the production of sugar-beet (Isfahan and Kermanshah) are situated at some distance both from the coast and from the frontier.

That sugar-beet can be grown with success² in Persia seems probable, to judge by the statements made to the Commission. However that may be, the cultivation of beet will require good manure and sufficient irrigation as well as better tillage than is commonly given in Persia. It must be added also that this substitute will require encouragement from the Government and careful experimentation, so that it is likely to be several years before beet-sugar can be regarded as a successful substitute of even approximate value for opium.

Fuel supplies.—It is recognised that Persia has long suffered from the want of cheap combustibles, without which few industries can exist and, as a result, has denuded her mountains in an effort to supply this want, contributing not a little, without doubt, to the dryness of the plains. Except in the Caspian provinces, wood is scarce even for the most needed purposes, building, etc. There is now, however, a good prospect that a development of coal and lignite for neighbourhood consumption, and of cheap fuel-oil for more extended use, is near at hand. This should be an enormous boon to the country (saving the wood for legitimate purposes) and should enable several of the industries, of which mention has been made already, to function. Those industries which are most closely related to agriculture and the substitution of crops for opium are the textile industries and sugar manufacture. Less directly related, but still important, are the lime and cement and the clay products industries.

Fruits.—The Commission has called attention above to the desirability of as big an increase as possible in the cultivation of dry vegetables (beans, chick-peas, peas, kidney-beans), exports of which are growing, and more especially the cultivation of fruit plants, including the vine for the production of raisins. A glance at the following figures will suffice to demonstrate the pertinency of this suggestion :

	Exports ³ (Tomans)	
	1924-25	1923-24
Dry and fresh fruit	6,870,000 ⁴	3,894,800 ⁵

These crops, in conjunction with the others mentioned above, will go far towards making good part of the loss consequent upon the gradual limitation of poppy production.

There are two fruit trees which would more especially repay intensive cultivation, namely, the almond and the pistachio nut, the fruits and seeds of which are sought to-day in all the markets of the world and command a very high price. Both trees are easy to grow. According to the information supplied to the Commission, the pistachio nut is particularly successful in the district of Damghan, Isfahan and Kazvin, the nuts from which places enjoy a quite exceptional reputation and command good prices in Persia.

With regard to fruit trees, while it must be admitted that they grow in great profusion in Iran and that the yield is an abundant one; we must nevertheless recognise the fact that in size and organoleptic character the Persian product cannot compare with the fruits of Europe or California. Various kinds and varieties of fruits being exported in a dried state, the trees should be improved by grafting, for which purpose good species should be imported from Europe. It would also be possible to increase exports by the preparation of jams and of preserved fruits in boxes. This must, of course, depend upon the establishment of small factories, and more particularly upon the desired improvement in means of transport; it depends also upon the successful introduction of a native sugar industry.

Tobacco (lumbaku).—As has been shown above, the tobacco crops of Persia fall into two distinct categories : (1) *lumbaku* for smoking in the hookah (*kalyan*), and (2) cigarette tobacco. The production of the latter, being almost entirely confined to the Caspian provinces, which produce no opium, will be considered later.

¹ £18,367,000 approx.

² It would, of course, be necessary to test the beets grown and ascertain whether their sugar content was in paying quantity.

³ Cust. Stats.

⁴ £1,637,600.

⁵ £828,700.

Tumbaku is grown with success in many parts of the plateau, more especially in Shiraz, Isfahan and Khorasan. It is at present practically the only tobacco exported from Persia. Exports of leaf tobacco for 1923-24 amounted to about 520,000 tomans¹ (Cust. Stat.) and in 1924-25 to approximately 350,000 tomans², about 270,000 tomans worth of the latter figure going to Egypt. As *tumbaku* is smoked only in Moslem countries, and as Turkey produces the great bulk of her own consumption, the market is a restricted one, but the crop may nevertheless be regarded as a substitute for the poppy to a limited extent.

Forage plants.—The Commission considers that every endeavour should be made to secure a big increase in the cultivation of forage plants, more especially in the cultivation of legumina, since the latter involves two advantages: first, in that it improves the soil for the other crops that follow in rotation, and, second, with a view to increasing the supply of fertilisers, which are completely lacking in Persia. It was observed in many places that agriculture is deprived of quantities of animal excreta, which are worked up into dung-cakes (*tappela*) for use as fuel by the peasants.

The Commission observed that forage and leguminous crops appeared to grow well in all parts of Persia, with the possible exception of the Persian Gulf littoral.

2. *Substitutes other than Crops.*

Wool.—The production of wool is confined to the high-lying mountain valleys, which offer excellent pastures to sheep in the winter and spring. The production of wool could, however, be increased and the quality improved. Breeding should be by selection instead of haphazard, as hitherto. Shepherds should receive instruction, if only of the most rudimentary nature, in this matter, as well as in the better care of flocks, especially in regard to feeding, stabling and dipping. Here, again, attention should be drawn to the desirability of exporting prepared yarns and homespuns rather than raw wool.

It should be observed that exports of raw wool have risen considerably in value in the last few years, from about 400,000 tomans³ in 1922-23 to over 1,300,000 tomans⁴ in 1923-24 and over 2,300,000 tomans⁵ in 1924-25 (Cust. Stats.), rather over half the latter figure (about 1 ½ million tomans) going to Russia.

Hides and leather.—The production of hides and leather goods is confined to the Iranian plateau. This subject having been already examined in Chapter II, Part 3, "Industries", it will suffice here to recall the figures for exports of hides and leather of all kinds, which amounted in 1924-25 to close on 3 million tomans⁶, the bulk being taken by the British Empire and India (Cust. Stats.).

Intestines.—Attention should be drawn to another animal product—intestines—which forms a not unimportant item of export, the figure for 1924-25 being over 1,000,000 tomans⁷—an increase of about 600,000 tomans on the amount exported in 1923-24 (Cust. Stats.). More than half the total export in 1924-25 went to the United States.

B. SUBSTITUTES RECOMMENDED FROM THE POINT OF VIEW OF THE GENERAL ECONOMIC SITUATION.

Rice.—The increased production of rice would serve two purposes: first, to enhance the home food supply; secondly, to augment the bulk of exports. With regard to the home food supply, this question has already been examined in the section dealing with wheat, and the remarks made there are no less applicable to rice, which forms, to a great extent, a staple commodity of the Persian table. (There is, it must be admitted, one objection, in that the production of rice might increase the incidence of malaria, but this possibility is surely to be preferred to the certitude of opium addiction.)

With regard to exports, it is only necessary to draw attention to the figures for exports of rice to Russia, the great bulk coming from the provinces of Gilan and Mazandaran in the year 1924-25, *viz.*, about 4 millions of tomans⁸ (Cust. Stats.) The fact that the Russian Government has temporarily placed an embargo upon imports of Persian products other than cotton need not, for obvious reasons, be regarded as a serious handicap to the increased production of rice in the Caspian region.

¹ £110,600.

² £83,300.

³ £85,100.

⁴ £276,600.

⁵ £551,300.

⁶ £714,000.

⁷ £238,000.

⁸ £952,000.

It must, however, be said that the excessive costs of transport confine the export of Gilan rice at the present time to the port of Pehlevi (Enzali). Rice for consumption in Teheran is brought, owing to transport prices, from the Province of Mazandaran. Hence, the only markets for Gilan rice at the moment appear to be Russia and Europe, but the possibility of opening them to the Persian product depends upon considerations which lie outside the competence of the Commission. At the same time, imports of rice at the Persian Gulf ports frequently exceed those for exports at the Caspian ports.

The Caspian littoral, however, is not solely dependent upon the production of rice, since it possesses two crops, which, it is true, are still in their infancy but which hold out fair promise of development.

Tea.—The first of these is tea. This crop was introduced into Persia only a quarter of a century ago, but the Commission was given to understand that satisfactory sales have been obtained in Persia itself. The only practical test which the Commission was able to make with regard to the quality of Persian tea suggests the consideration that it has hardly yet arrived at a stage at which it can be regarded as suitable for export to Western Europe or America. Increased production should, however, assist in the diminution of Persian imports, among which tea figures at about 6 ½ million tomans¹ in the Customs Administration statistics for the year 1924-25.

Exports of tea to Russia in 1924-25 amounted to 1,267,052 tomans², out of a total export of tea of 1,269,839 tomans (Cust. Stats.). It would be interesting to learn how long Persia has been exporting tea in measurable quantities to Russia and whether this export consists solely of the Persian product.

Cigarette tobacco.—Almost the entire production of cigarette tobacco, which is restricted to the Caspian littoral, is consumed in Persia. It should be possible, given the importation of European and American seed and the introduction of improved methods of cultivation and curing, to increase the production of cigarette tobacco so as to extinguish imports and even leave a considerable surplus for export. The exportation of cigarette tobacco will, however, demand the introduction of better methods of packing and the establishment of outside marketing agencies.

Forestry.—The Commission recommends that measures should be taken at the earliest moment to protect the forests, which might eventually become a source of revenue. In this connection, the Commission draws particular attention to the suggestion for the cultivation in the province of Gilan of camphor trees, which would begin to yield a revenue within from six to eight years.

Sugar-cane.—Sugar-cane can be grown in the province of Khuzistan (Land of Sugar) and is at present successfully cultivated in the adjoining Mesopotamian plain. For this purpose, it should be possible without any great expense to utilise the waters of the Karun river, while, owing to the accessibility of the province from the sea, the importation and installation of the necessary plant for the manufacture of sugar should not prove prohibitive.

C. MISCELLANEOUS SUBSTITUTES.

Among the possibilities of the future, of less importance but by no means negligible, may be listed those plants which are associated with the possible future development of industry or the re-establishment of some which once existed.

Perfume plants.—Perfume plants—rose, jasmin, mint, lavender and others for which Persia was once famous—might be easily produced. The essence produced by distillation finds a ready market.

Oleaginous plants.—The oleaginous plants, a list of which is appended in the Annex to this report. Prominent among these is the pea-nut, the cultivation of which in West Africa and elsewhere has met with extraordinary results in creating a product of great value as fuel for a Diesel type of motor, as well as furnishing food for man and beast. The cruciferous oil-plants give promise in this direction.

Dye plants.—The dye plants, of which the principal one is saffron.

Medicinal plants and gums.—Medicinal plants and gums, many of them now growing wild (cf. Annex).

In the aggregate, these now furnish a considerable commerce (amounting in export value alone to over 1,600,000 tomans³ in 1924-25), and yet this might be very considerably increased.

¹ £1,571,000.

² £301,700.

³ £381,000.

D. COMPARATIVE CROP VALUES.

The substitution of food and other crops for poppy may properly be envisaged from a more general viewpoint, for, while the figures we get from various producing regions vary greatly one from the other, we may more safely accept the collective results of the country as a whole.

When thus regarded, the possibilities of substitution for the ten million tomans of the return from the cultivation of the poppy by only a slight increment in the production of the other important crops, without increasing the acreage or the supply of water, are at least striking.

Stated in tabular form, the figures appear to be as follows :

Production of 300,000 batmans of poppy valued at 35 tomans per batman ¹ = 10,500,000 tomans.	<i>Per contra, we have:</i>			
		Kharvars	Tomans	Tomans
	Wheat	3,500,000	at 10	35,000,000 ¹
	Barley	2,000,000	» 6	12,000,000 ¹
	Rice	900,000	» 22.2	20,000,000 ¹
Cotton	120,000	» 30	3,600,000 ¹	
			70,600,000	

Increasing by 15 per cent the production of the principal substitute crops, we should have :

	Tomans
Wheat	5,250,000
Barley	1,800,000
Rice	3,000,000
Cotton	540,000
	10,590,000

The above table is based on a high valuation for the poppy crop and a low valuation of the other crops. Besides the above, there are a number of crops of minor importance : silk, tobacco, fruits, oil plants, etc., which have great value as exports but which are omitted from the foregoing calculations.

E. POSSIBILITY OF DEVELOPING INDUSTRIES OTHER THAN AGRICULTURE.

The possibility of developing industries, especially those cottage and village industries which are particularly suited to the Persian temperament and to Persian economic conditions, has been pretty thoroughly examined. Leaving on one side the oil industry, which is developing by itself with considerable rapidity, we may mention particularly : the carpet industry ; the textile industry, under which we include silk, wool and cotton ; the sugar industry, with the promising possibilities of sugar-cane ; the cement and lime industry ; and the clay products industry, including bricks, tiles and various earthenware products.

Most of these industries have long existed in Persia, some of them have been diminishing in importance for reasons already explained, and some have suffered for lack of an economical fuel, the want of which is likely to be adequately met (see page 47).

F. GENERAL CONSIDERATIONS.

Transport.—It is generally conceded that Persia suffers both as to her internal and external commerce by a lack of sufficient transport facilities, and that is one of the strongest arguments for producing opium. The evidence gathered by the Commission compels it to appreciate that the distances between settled communities and regions are such that transport costs, even though much reduced from the present, will always be considered high. This, therefore, is another reason for adhering to the policy of developing home and local industries (village and household), exporting and even transporting raw materials as short distances as possible, with a view to placing the transport cost burden only on the more highly valued article. When it is borne in mind that the lowest average transport cost to-day approximates 18 cents per ton-mile (*i.e.*, 0.50 Swiss francs per metric-ton-kilometer) and can hardly be expected to be reduced in the reasonable future to less than one-half this figure, the truth of this statement should be obvious.

The effect of this form of development on Persia will be to continue for at least some years to come the condition noticed by our Commission—that Persia exists as a group of rather loosely connected regions, each of which has an almost separate and detached existence and an internal and external trade quite its own.

Tabriz, for example, is the centre of a region with close and natural trade relations with Russia, Turkey and Iraq. Meshed, the central city of Khorasan, in the same way, has a large

¹ Yields and prices based on data supplied by the Ministry of Finance.

internal trade and a close relation with Russian Turkestan, Siberia, Afghanistan and India. Broadly speaking, there are at least nine or ten such centres which will become without doubt more closely knit together as means of communication are improved and the costs of transport cheapened.

Water.—Next in importance to the transport facilities is the supply of water for irrigation, for it is generally conceded that except on the Caspian littoral there can be no cultivation without irrigation. In other words, without irrigation Persia as a whole would be only a pastoral country. This, again, is employed as one of the chief arguments for the cultivation of the poppy, because this plant requires water when it can be most easily supplied. Small wonder that irrigation works and a better conservation and economic use of the water that exists become a prime question. In the absence of a great deal of scientific data which is lacking, and which it would require a considerable time to gather, the Commission has not been able to arrive at very precise conclusions. The subject has been dealt with at considerable length in another part of the report, but here we may express the belief that even without very great expenditure there is room for a considerable improvement in water supply and in the conservation of water.

Agricultural methods.—The present state of agricultural methods in Persia has been very fully exposed and explained. It is admitted even by the advocates of poppy culture that, given better transport, a better supply of water and better agriculture, a number of things may in Persia, as in other countries, be substituted for poppies. Enough has been said to show that there is room for a great improvement in agricultural methods, but this is so obvious that there is a real danger that future advocates of reform in this line will rush into ways and means which will prove very disappointing and wasteful. It is, for example, not self-evident that methods of agriculture employed in Western Europe and America will prove successful in Persia. Conditions are different, the people are different. The child must learn to walk before it can run, besides which it does not follow that a method, because it is ancient and no longer employed in the Western world, is not the best under local conditions. In short, the path of progress is not a revolutionary procedure but a gradual evolution, in which the Persians themselves must have a large part, learning to take pride in evolving their own methods or adapting the tools of other countries to their own needs. In this, it may be said in passing, they may learn from regions where conditions are similar to those existing in Persia, or from other nearby neighbours, lessons more in point than those of Western civilisation.

Vested interests.

1. *Landowners.*—Landowners and large proprietors in Persia, as in other countries, are usually conservative. They know the profits of poppy culture and may be very sceptical of the results likely to come from other crops. The most that can be expected is to appeal to their more enlightened self-interest and perhaps, by the quiet pressure of a just but strict system of taxation and regulation, make it to their interest to adopt other methods of culture. A better security of property rights would aid in bringing this about, and the Government might even go further by exempting from taxation, say for a term of years, lands devoted to a cultivation that it was seeking to encourage.

It should be noted that among the largest landed properties are the religious estates (*wakf*), estates bequeathed or made over to mosques or religious communities and administered by the mullahs, so that we may count upon the exercise of a moral influence in the reduction of the area under poppy cultivation.

2. *Peasants.*—The peasant is deserving of much consideration, because he is in many respects the backbone of the nation. He is so poor and so little sophisticated that he has often been exploited; and the method of growing opium, of paying the workers often in kind, of extending to the cultivator credits which are advanced exclusively for the growing of the poppy and which shall be liquidated only from the results of the harvest, has built up a system of peonage in which the opium merchant, who is usually the lender, holds the peasant from planting time to harvest, and, if the crop is deficient, on into the next season. Advancing money or food supplies against future work has long been recognised by sociologists as one of the most insidious and vicious methods of employment ever practised and as closely akin to slavery. Evidently, this is one of the evils of poppy cultivation which must be met by law and regulatory methods. Perhaps a reasonable solution would consist in the licensing of poppy cultivation on condition that every such cultivator shall have at least a proportionate area devoted to food crops.

It is usually said that opium is really the only cash crop for the peasant. This is true, for reasons which have been fully developed in previous discussion of this subject; but it is only partly true. It is correct that the producer of opium can sell the crop as soon as he has harvested it and that the sale is made outside the country and, therefore, brings an immediate cash or credit equivalent. The same is equally true of the wool woven into carpets and sold in outside markets. The same would be true of the proposed programme of agricultural and industrial development. More than once the Commission has been impressed with the fact that, while opium is a cash crop, it yields very small cash returns to the actual tiller of the soil and worker in the fields. It was a noticeable fact that in those districts where the principal crop was the opium poppy there was to be found the greatest poverty. In no case did we find a great opium-producing section a prosperous section. True, dwellers in these sections assigned other reasons, but the Commission could not but be impressed by what seemed to

be more than a coincidence. Furthermore, opium-producing sections were in all cases large opium-consuming regions.

The exact relation of cause and effect in such instances is hard to determine, and it is obviously true that tendencies work sometimes in vicious circles which make it hard to decide later the beginning or the end of the cycle. It seems evident that the greatest beneficiary of poppy culture is frequently a great merchant or absentee landlord who spends little of his time or money in the producing region. On the other hand, such communities, because they become large consumers, become also inferior in moral stamina and physical capacity. They not infrequently produce less food crops than they actually require, or, at least, have no surplus to carry them through a bad year.

In discussing the Persian character, probably sufficient has already been said on this subject, but it is perhaps worth saying again that the Commission was impressed with the manual dexterity, the adaptability, and possibly, one might say, the versatility of the Persian worker. Even what might be called the low-caste Persian peasant did not show any inferiority of physiognomy. He had the long oval face of the best European types; rather large aquiline nose; good chin, forehead and eyes.

3. *Merchants.*—Merchants of opium represent a widely differing class, beginning with the handful of international millionaires, who buy the entire production, handle it in wholesale quantities, even to operating their own vessels under foreign registers to deliver the opium where they will, down through the various intermediaries, agents, factors and merchants in the bazaars, down still further to the little pedlar who buys the opium from the smallest producer for money or goods. Statements from reputable sources have told of the opium ring in Persia and how, by the violent fluctuation in offered prices, they have greatly enriched themselves and ruined some of the smaller merchants, but of these we have only to say that they prove that the oft-made statement that the opium poppy brings, as no other crop, a certain and satisfactory yield is at least open to question. It also indicates that the profit of the culture is more truly in the hands of the large merchant and his agents than in those of the actual cultivator. This seems to point where the emphasis of control and the burden of taxation should be placed.

How poppy cultivation affects the budget.—On one side we have the receipts from the internal banderole (stamp) tax, the external tax, transport by post, and various land taxes and fees, etc., amounting, we are informed in document O.D.C. 24, for the year 1923-24 to 2,047,000 tomans, or in that year 8.9 per cent of the Government's total revenues. It has presumably increased since then, although the percentage of the total revenues for the year ending March 20th, 1926, is reduced to 7.5 per cent instead of 8.9 per cent (according to a letter from the Persian Prime Minister to the President of the Commission dated June 1st, 1926).

Against this total of receipts there are to be considered certain offsets, some of them measurable, others beyond computation. These are :

1. The cost of control which from various sources we estimate at not less than 300,000 tomans per year and perhaps reaching 500,000 tomans if we include indirect (army, police etc.) expenses as well as the directly allocated expenses.

2. The cost of alimentation to the Government brought about by the insufficient production of food crops—not less than half a million tomans in average years and in famine years three times as much. We were reliably informed that the Government was able to recoup in normal or in good years part of the excess cost of the alimentation of the famine years. This simply means that the Government, acting as a merchant, received enough above the cost of grain sold to the people to repay itself in part for the deficit of bad years. The burden is in any case borne by the consumer, either in the form of an increased price of grain or in some form of taxation.

3. Alimentation throws an indirect burden in the form of higher transport costs on all other commodities and so on the public, especially in famine years, which are equalised at the expense of transporters in slack times by the competition of Government-owned vehicles employed in general commerce. This dislocation of the nation's commerce is intensified at times of food shortage by the Government requisitioning of all available means of transport.

4. It is only necessary to indicate the unknown but heavy loss, especially during and immediately after famine years, due to the scarcity of food products measured in :

(a) Sickness, disease and mortality of the population, estimated by some at 20 per cent in 1917-18. This falls heaviest in the out-of-way hamlets, villages and towns ;

(b) Mortality among work animals in famine years due to overwork and short rations.

5. Making up the food shortage is usually accomplished (certainly in bad years) by the purchase of foreign grain, thus adversely affecting the trade balance.

6. Lastly, the moral damage to the people by breaking down their powers of resistance. This is not susceptible of proof here ; at least, it is a matter of opinion.

These six items of expense, some measurable, others only a matter of the vaguest determination, more than equal or, in the opinion of others, do not equal the budgetary receipts. In the opinion of the Commission, they far more than balance the account—and yet we are aware that the producers of opium worth perhaps 10 million tomans might still remain to be convinced of the argument that they should be forbidden to produce a crop very profitable to them even

though the Government and the people were convinced that it was an unprofitable crop from this point of view.

Balance of trade.—Admittedly it may be quite possible to find in other revenues or in diminished expenses a justification for letting go 2,000,000 tomans of revenue—for the very good reason that it is not *net* revenue—and yet find it more difficult to ascertain how the nation will meet its commercial trade balance and give up an export yielding in gross value 6,000,000 or more tomans.

It has been pointed out by certain of the writers on Persian economics and sustained by the undisputed testimony presented to the Commission while in Persia that in the last fifty years there has been an almost steady increase in imports of manufactures, accompanied by a continuous decrease of manufactured exports—except rugs and carpets and, more recently, oil. The resulting adverse trade balance has been reflected in a foreign debt, fortunately not very excessive, and the impoverishment of the country during those years of many of its accumulated art treasures and examples of skilled workmanship. Here, as in other countries, the manufactured products of modern industrial plants have driven out the home-made product and closed the little industries, some of them perhaps beyond the hope of rejuvenation. The solution of the problem for Persia is not in the continued or increased use of the home-destroying drug but in the restoration of her home industries.

Persia cannot hope to compete industrially with modern Europe and America. She is not placed in a position to do so, and it would be foolish for her to try, even if the aim was otherwise desirable of attainment. What Persia needs to do is to live more within herself, preserve her individuality, and balance her budget and her trade exchange. Enough has been said on the subject of the possible development of agricultural substitutes for the opium poppy, food crops, textiles, sugar, etc., and the correlative development of village and cottage industries to show that, even though the task is difficult and will take time to accomplish, it is not by any means insurmountable. The Commission is, however, of opinion that from an economic point of view the development of these industries will require complete tariff autonomy.

Foreign trade relations.—While the Commission does not wish to give the impression that it considers a protective tariff a universal economic policy, nor does it desire to interfere with a question of international politics, it appears, however, that it is a needed policy for a country like Persia; and, for the reasons already explained, Persia must necessarily have the closest trade relations with her immediate neighbours: Russia, Turkey, Iraq, India and Afghanistan. With these countries the bulk of her exchanges will be made. She will also have a considerable trade with more distant countries, but she cannot have a healthy trade without a balance between exports and imports, because she has nothing with which to make good the deficit. We are satisfied this can only be brought about with a reasonable adjustment of tariffs, which will protect Persian home industries and at the same time give her a necessary revenue.

Control of Central Government.—It has been observed that Persia is a country of “magnificent distances”—deficient in means of communication. Each of its chief cities is a small “*imperium in imperio*”, somewhat loosely connected with the nation’s capital and its central Government. But such a grouping of regions with transport facilities almost non-existent necessarily weakens the control of the central Government. Fundamentally, as Brunhes has indicated in another connection, this is without doubt the strongest argument for the construction of roads and perhaps even of railroads. When the country is better knit together and its different sections are really in touch with each other, the central Government will have its proper place and be able to maintain a better position of supervision and direction.

Dealing with so insidious a traffic as opium is necessarily exceedingly intricate. If the use of alcohol in its various forms is difficult to control, it may be truly said that opium is far more difficult. The experience of Egypt with a comparatively small production, to which reference has already been made, is illuminating and illustrative of the difficulty which Persia finds on a much larger scale, the more so from the fact that many districts in Persia can apparently justify the production of opium. On the other hand, it is evident that the successful control of this traffic will have an important bearing with the Persian people as well as with the outside world.

CHAPTER IV.

CONCLUSIONS AND RECOMMENDATIONS.

From the study of the evidence submitted to it and the personal investigations it has conducted, the Commission, in response to the specific lines of enquiry it was required to make, begs leave to report :

1. That it has diligently and carefully studied *the existing situation with regard to the cultivation of the poppy in Persia*, and that it has endeavoured, in the report now submitted, fully to present and explain that situation.

2. That it has investigated as carefully as possible *the question of the replacement of a portion of this cultivation by other crops*, and in doing so has presented in the report now submitted what it believes may successfully be accomplished, given adequate time : (a) by the substitution of "other crops"; (b) by better methods of cultivation, which will result in greater yields from existing crops; and (c) by the creation of industries which will make the cultivation of new crops possible.

Finally, it has arrived at the conclusion that, while difficult of accomplishment, it is possible and practically feasible, and to the economic interest of Persia, to adopt a programme for the gradual diminution of the cultivation of the opium poppy, and, in this connection, is glad to call attention to the formal letter of the Persian Government addressed to the President of the Commission under date of Teheran, June 1st, 1926, in which it is stated categorically that the Persian Government has the intention of gradually reducing the production of opium to medical needs¹.

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* *

Having arrived at the above conclusions, the Commission begs leave to submit in review its various findings in the form of a summary of what has been stated more fully in the body of the report.

In view of the explanations made by the Persian Government, we must consider in order the various suggestions it has made and the obstacles which, in its opinion, exist. These are, first, budgetary ; second, export importance and trade balance ; and, third, cash yield of crop to the producer.

Budget.—In round figures, the national income from taxes and charges against opium amount to 2,000,000 tomans per year, which is estimated at about 20 per cent of the gross value of the crop and approximately 8 per cent of the total revenue to the State, against which must be charged cost of control, cost of alimentation and other less definite items. When all the factors are taken into account, the Commission believes that, viewed from the standpoint of its budget, the Government can safely undertake a reasonable programme of progressive curtailment.

Balance of trade.—The trade balance has been considered by the Commission both from the commercial and the economic viewpoint, calling attention particularly to the recent great increase in the export of mineral oil and the method adopted by the State in dealing with this subject. The point is also made that in the last fifty years there has been an almost steady increase in the importation of manufactured articles and a diminution of production of manufactures for home consumption. The effect until recent years has been to create an unfavourable trade balance during a large portion of this period, reflected in national debt and impoverishment. The Commission believes that even if we accept the Government's method of treating the subject of oil exports, a programme of substitution, based on a development of agricultural methods, will enable the country to secure from food crops, from textiles, from sugar, and from correlative industries more than enough to balance losses in exports. As fully explained, this is a matter of time.

Cash crop.—The investigations of the Commission indicate that the cash yield per unit from the production of poppy to the cultivator is about four times the yield from the growing of wheat. Against this apparent advantage in the case of poppy there must be considered the various items of direct and indirect cost. The Commission is convinced that with better agricultural methods the production of various crops could be increased sufficiently on the same area of ground fully to equal the loss due from restricting the production of the poppy. Of course, nobody proposes that the suppression of the poppy crop will be effected except on some gradual and perfectly practical plan.

¹ " It is our conviction that the production of opium can be curtailed. . . . Nevertheless, the Persian Government will take immediate measures to reduce the production of opium to medicinal requirements and will prosecute these measures as rapidly as circumstances permit. The Government is likewise determined to put a stop to the smoking of opium within the country as rapidly as possible." (Extract from letter from Persian Prime Minister to President of the Commission dated June 1st, 1926.)

Transport.—The great importance of transport and means of communication in the development of Persian agriculture and other industries and in opening up marketing possibilities, not to mention its importance from a military and political standpoint, is fully exposed.

We now come to other but allied considerations : namely, the effect which these proposals may have upon the peasant, the landowner and the merchant.

Peasant.—The findings of the Commission indicate that the peasant is deserving of more than ordinary consideration on account of his general character and capacity for development ; that the growing of the poppy is closely associated with a work system which is degrading and that in districts where more emphasis is put upon food crops the peasants are in better condition and are decidedly more prosperous.

Landowners.—The landowners, especially the larger landowners and those who are themselves opium merchants or associated with opium merchants, fare pretty well in the cultivation of the poppy, and yet it is strongly indicated that the cultivation and sale of the crop is attended with considerable hazard and not as uniformly profitable as generally supposed. While the immediate effect of limiting the poppy culture might be detrimental to the proprietor, it is the belief of the Commission that more intensive agricultural methods will, because they will benefit the country, benefit the landowners.

Merchants.—The opium merchants, and particularly the larger merchants, appear to the Commission to be those whose interests are most strongly opposed to any change of the present cultivation. They may be assumed to be solidly against it.

General economic effects of substitution.—The effects of substitution on the general economics of Persia have been fully discussed under the following headings :

(a) *Substitute Crops : Food and Other Crops.*

Persia has need in her own domestic economy for more of these crops than are now produced. The Commission believes that their cultivation should be increased and that economy will result from more intensive cultivation without increased acreage.

(b) *Industries.*

The Commission has pointed out a number of industries closely associated with various products of the land and the soil, the existence and encouragement of which should increase the national wealth. These are : the textile industry (silk, cotton and wool), the carpet industry, sugar (especially cane sugar), the dried and preserved fruits industry; the lime and cement industry and the clay products industry. Several of these industries have suffered in the past for want of a cheap fuel. The great expansion of the oil industry has opened the possibility of fuel oil as a most important item in this development.

Preparation of a programme.—The Commission considers that, instead of attempting to reduce the cultivation of the poppy immediately, the Persian Government should make it an essential part of its programme to take definite steps looking to and preparatory for a gradual and systematic reduction, to begin three years from the promulgation of that programme. Among the most difficult of the questions involved are, naturally, those connected with the control of poppy cultivation.

The Commission has envisaged in its report certain suggestions for registration and licensing of acreage devoted to the growing of poppy.

The registration and licensing of, and the requirement of a surety bond from, all merchants authorised to buy and sell opium are also indicated.

The Commission suggests that the Persian Government should consider the advisability of revising its export and excise taxes on opium with a view to reducing the wide disparity and yet securing a larger total yield.

Lastly, the adoption of identifying marks on all opium produced and sold is also proposed.

Recognising the difficulty due to the widely scattered nature of the cultivation and the difference of conditions that exist, the Commission believes it may also be necessary to allow one year, or perhaps even two, for carrying out experiments in different sections of the country in order to determine how the programme of retrenchment of acreage shall be made effective. On the face of it, it is evident that substitution can more readily be made in certain regions than in others. Where better facilities of transport exist, or in the neighbourhood of large towns, things can be done which cannot be done in less-favoured regions.

General programme of reduction.—At the end of this preparatory period of three years it is proposed to proceed with the following general programme :

(a) Continue the road programme on as big a scale as budgetary expenditure will permit, including in this programme the initial development of a railway system ;

(b) Allot to the most promising irrigation project enough to undertake it and complete it in one, two or three years ;

(c) Develop the farm demonstration work heretofore undertaken, emphasising the practical rather than the theoretical side ;

(d) Adopt a system of tariffs, which shall encourage those home industries which Persia can undertake most successfully and which, by reducing imports, will help the balance of trade ;

(e) Simultaneously with the announcement of these internal undertakings, the Government shall formulate a programme for the gradual reduction of the acreage allocated to the opium poppy. With all the land so devoted properly registered, a systematic reduction can be undertaken, which can be so handled as to make the reduction first in those localities where substitute crops or industries are most possible.

The Commission believes that, beginning with the fourth year, the Persian Government might safely undertake a reduction of 10 per cent per year in the acreage allotted, and each year thereafter a further reduction of 10 per cent of what remains. This method of reduction will operate more rapidly at the start and more gradually thereafter, as follows :

	Beginning of	4th	5th	6th	7th	8th	9th	10th
	year	year	year	year	year	year	year	year
Percentage at beginning	100	90	81	72.9	65.6	59	53.1	
Reduction	10	9	8.1	7.3	6.6	5.9	5.3	
	90	81	72.9	65.6	59.0	53.1	47.8	

As this method of reduction becomes more and more gradual, the acreage at the end of the fifteenth year is reduced to 28.2 per cent and in the twentieth year to 16.7 per cent. Before that time, Persia will have determined her policy of substituting other crops and industries.

The Commission fully appreciates the importance of not curtailing a crop yielding approximately 8 per cent of Persia's tax revenues and 16 per cent in value of her gross exports without suggesting as a proposal measures which will effectively offset the curtailments proposed.

During the first three years—the years of preparation—the Commission believes that the revenues from the various opium taxes and from a more effective control of tax collection can be increased not less than 1,000,000 tomans per year.

It is assumed that, as the means of communication are improved and progress is made in encouraging the production of more and better cotton and the introduction of cotton-spinning and weaving machinery, there will be a corresponding reduction in the import of cotton piece-goods. While progress should be made in this direction, it is assumed that only the foundation work can be accomplished in the first three years. This programme of building up the cotton textile industry in Persia must necessarily include the placing of a protective tariff on cotton yarns and piece-goods.

Similar plans, in so far as practical, will be employed in an effort to develop the wool and silk industries.

Special study and consideration must be given also to sugar-beet and sugar-cane, with a view to their development and the fabrication of raw sugar. While it will take all of the three years of preparation to make a substantial progress in carrying out these suggestions, it is believed that by the fourth year the production of home-grown sugar will begin to have an effect in balancing foreign trade, because sugar is now the second most important subject of import.

There are certain other taxes on imports which may be raised to advantage, especially where a tariff for revenue may also aid in the establishment or the re-establishment of a home industry.

It is assumed that, for a period of five years, there will be no diminution in the receipts from the various taxes and licence fees on opium and that in the first three years of this period there will be the substantial increase of 1,000,000 tomans per year. A further sum of 1,000,000 tomans per year should be realisable from other sources.

These increases in receipts it is proposed to apply to carrying out the programme suggested by the Commission.

It is not possible to predict accurately receipts and expenses for several years in advance, and the above suggestions are therefore simply illustrative.

Presumably, as the means of communication improve, the necessity for the present relatively high expenditure upon the army and gendarmerie can be safely diminished and the money so saved used for productive expenditure and internal improvements. The same may also be said of the very large expenditure now devoted almost yearly to the Alimentation Service.

The Commission fully realises that the execution of so large an undertaking as here discussed necessarily involves questions of internal administration, which only the Persian Government can determine. For the foregoing reason, and for the further fact that the terms of its mandate clearly indicate that this phase of the subject is beyond its scope, these questions are not discussed.

(Signed) Frederic A. DELANO,
President.

(Signed) Chester PURVES,
Secretary.

(Signed) Dr. Fridiano CAVARA

(Signed) Victor CAYLA
(Subject to errata.)

} Members.

Annex.

LIST OF PERSIAN WILD PLANTS USED FOR MEDICINAL
AND INDUSTRIAL PURPOSES.

The following is a short list of wild plants the products of which are used for medicinal or industrial purposes :

Adonis autumnalis.—Common in wheatfields ; medicinal ; cardiokinetic.

Artemisia sp.—There is a large trade in the northern provinces in “santonine” (*Semen-contra*). The flowerheads of this plant—commonly called “seeds”—are a vermifuge. We were not able to identify the species:

Artemisia herba-alba.—Common on the steppes of the plateau. Used in oriental medicine.

Astragalus Tragacantha.—This name probably covers several species yielding gum-tragacanth, which is used both in medicine and in cloth-making and felt-making. In consequence, as we have stated, there is a large trade in this article. The plant is found in the mountains of Khorasan, Kurdistan, and Luristan.

Astragalus sp.—A thorny shrub like the above ; yields the gum resin *gonjede*, with which opium is adulterated.

Cnicus benedictus (blessed thistle).—Grows in the fields ; medicinal, tonic, and vermifuge.

Datura Stramonium.—Common on cultivated land and by the roadside. Medicinal.

Ferula Assa-fœtida.—Large umbelliferous plant that grows in the mountains of South-Eastern Persia, Afghanistan and Baluchistan. There is a considerable trade in its resin for medicinal purposes.

Ferula alliacea.—Very common in the hills of Khorasan, Sabzawar and Nishapur. Used in empirical medicine.

Gentiana sp.—Grows in the hills of Khorasan and Fars. Tonic.

Glycyrrhiza glabra, var. *glutinosa* (liquorice).—Very common in the plains of the north-west, infesting wheatfields and fallow land. According to a report by a very well-informed authority, there are two species of liquorice in Persia, one with sweet roots (*Shireen-bian*) and the other with bitter roots (*Aji-bian*). Attempts have been made to organise an export trade in these roots to Europe and America, but freight charges are prohibitive. It would be better to establish a factory for the extraction of the product, which could then be more easily transported. Liquorice is used medicinally and in the preparation of certain tobaccos.

Hycosiamus sp.—Very common in fields and near houses. Medicinal.

Inula helenium.—Grows in the hills of Khorasan and near Semnan. Medicinal.

Gallnut (gall of various species of oak).—There is a large trade in this article, which yields tannic acid, used for pharmaceutical purposes.

Peganum Harmala.—Very common all over the plateau. Contains an alkaloid known as harmaline. In Khorasan (Meshed) the grains are burnt to perfume the rooms, while an infusion of the leaves is used for wounds and contusions.

Rheum sp. (rhubarb).—Very common in the mountains of Elburz and Khorasan. The leaf-stalk is bleached by being covered with dried leaves and earth during growth and then made into jam and marmalade, for which there is great demand. We were not able to identify the species and to ascertain whether this rhubarb is the same as the species with the medicinal root. We could obtain no information on this point.

Rubia tinctorum (madder).—The roots yield a yellow colouring-matter, which is chiefly used for wool-dyeing in the carpet industry. It has almost everywhere been superseded by synthetic alizarine, but is still used in the provinces of Aragh, Kermanshah and Yezd.

Many wild plants in Persia, on account of their beautiful flowers or shape, are suitable for ornamental growing. Such are several kinds of *Iris* and *Tulipa*, *Fritillaria imperialis*, the *Asphodels*, *Buxus sempervirens*, *Syringa persica*, *Acacia Julibrissin*, *Gleditschia triacanthos*, the *Pterocarya*, the *Zelkova*, etc.

The fruits of one species of wild *Berberis* and a wild *Jujube* tree are gathered, dried and used for food.

GENEVA, March 28th, 1927.

LEAGUE OF NATIONS

**COMMISSION OF ENQUIRY INTO THE PRODUCTION
OF OPIUM IN PERSIA**

Note by the Secretary-General:

In accordance with the resolution adopted by the Council on March 11th, 1927, the Secretary-General has the honour to circulate herewith to the delegates to the Eighth Ordinary Assembly, the States Members of the League, the Parties to the Opium Conventions and the Advisory Committee on Traffic in Opium, the observations of the Persian Government on the Report of the Commission of Enquiry into the Production of Opium in Persia and an extract from the Minutes of the Council including a statement by the Persian representative on his Government's policy.

The Report of the Commission of Enquiry is circulated under separate cover (document A.7. 1927. XI. [C.580.M.219.1926.XI]).

I.

**OBSERVATIONS OF THE PERSIAN GOVERNMENT
ON THE REPORT BY THE COMMISSION OF ENQUIRY
INTO THE PRODUCTION OF OPIUM IN PERSIA**

LETTER FROM THE PERSIAN DELEGATE.

Geneva, March 4th, 1927.

The Secretary-General:

I have the honour to present hereunder the observations of the Persian Government on the "Report of the League of Nations Commission of Enquiry into the Production of Opium in Persia" and the proposals of the Government relative to the curtailment of opium production.

The Persian Government has examined with the greatest care and attention the report of the League of Nations Commission of Enquiry into the Production of Opium in Persia, and desires to express to the Council of the League of Nations, and through it to the eminent members of the Commission, its deep appreciation of the open and fair-minded attitude with which they approached their difficult task and of the ability and energy brought to its accomplishment.

Realising the very short time that was at the disposal of the Commission for its investigation in Persia, and appreciating their sincere effort to obtain and present the essential facts, the Persian Government is not disposed to consider the report in any spirit other than that of sympathy and co-operation. The exceptions taken have been treated in detail in the appended "Observations" on the Report, not in any spirit of criticism or obstruction but with a view to the vital importance of the opium problem to the economic life of Persia and to the duty that devolves upon the Government, with respect to its international as well as its national obligations, to ensure that there shall be a full and clear presentation of the actual facts of the situation.

General Considerations.

Narcotic Control.

In narcotic control the chief aim, it would seem, is the elimination of the illicit trade in habit-forming drugs. It is therefore necessary to call attention to the insignificant part taken by Persian opium in this traffic. The statistics compiled by the Opium Section of the League of Nations indicate that, if the entire opium production of Persia were suppressed, the effect on drug manufacture would be practically negligible, since the opium used in the manufacture of narcotic drugs is furnished almost entirely by other countries.

Plan for Reduction.

The plan for reduction proposed by the Commission does not appear to take into consideration the legitimate demands for opium, and no suggestion appears to have been made by the Commission with reference to the relation that the proposed reduction in Persian cultivation should bear to the reduction in other opium-producing countries, all of which have better transportation facilities, better water supply, and better access to markets for their products. If the hoped-for reduction in the manufacture of narcotic drugs and in the production of their raw material is to be attained,

it would appear desirable that the reduction considered necessary should be made effective about the same time in all the producing and manufacturing countries.

If, however, there is to be a curtailment in opium production, a start must be made, and the Persian Government proposes to submit a programme of reduction to the Majliss without attending the prior acceptance of a similar programme on the part of other producing or manufacturing countries.

Time and Cost of Substitution.

The Commission has envisaged the problem of substitution in its general rather than its particular aspects. For an eventual solution this is undoubtedly correct, but the opium question is one that is pressing, not only for Persia, but for the whole world. It is obvious that, given time and good will, the production of the raw material of narcotic drugs and their manufacture can be reduced everywhere to medicinal requirements. But with the rapid increase in drug addiction, time does not permit of solutions depending on the general acceptance of a moral conception and upon gradual improvements in economic conditions for their realisation. Solutions which will give prompt results are necessary, and for such solutions not general but specific measures must be proposed. Specific measures require specific supporting data as to time and cost.

It will therefore be obvious that the time required and the cost of substitution are questions of first importance. The Commission has not found it possible to submit definite estimates as to these factors. It is, however, clear that, for each of the important crop substitutes, several years' preparatory work will be necessary to enable seed selection, demonstration and improvement in quality and for the organisation of the trade. A period of years will also be required for the provision of the additional water required, and for the road and railroad construction which is necessary.

Finance.

For the financing of the suggested programme of reduction, the Commission suggests that one million tomans¹ per annum be realised from increased opium revenues and one million tomans from other sources. The increase in opium revenues cannot be looked upon as a certainty. There may be a loss if the acreage tax is put into effect, even if, as proposed, the export duties are increased. The Commission does not indicate the revenue sources from which the second million tomans is to be derived. Even if the Government succeeds in obtaining the desired revenue increases, it must be borne in mind that, in addition to the expenses incident to opium curtailment, there are other important and pressing demands upon the country's budget which cannot be indefinitely postponed.

Action proposed by the Government.

In view of the evident difficulty of estimating precisely in advance either the cost or the time required for the introduction of substitute crops, the provision of the necessary water and transport facilities, and the creation of new industries, it would not be possible at this time for the Government to ask the Parliament to approve an unconditional programme of reduction. The three years' preparatory interval suggested by the Commission seems to be very short in comparison with the magnitude of the task to be undertaken. The Government, however, accepts to include it in the programme to be submitted to the Majliss and hopes that it will prove adequate for the enactment of the requisite legislation and for the initiation of the constructive measures necessary to enable the realisation of the programme of opium substitution recommended by the Commission.

In view of the necessity for a successful outcome to the proposed practical test of production curtailment, we are confident that Persia will not be expected to undertake a programme which would in practice be ineffective or which would unnecessarily discriminate against the economic interests of the country. If the economic condition and likewise the geographic and commercial situation of Persia are taken into consideration, it will be agreed that, in reducing the cultivation of opium, Persia should enjoy a lower rate of curtailment and a larger share of production than other countries for which, from other standpoints, the means of economic progress are more available than for Persia.

Neither is it to be expected that the Persian Government and people will continue to support a programme of reduction unless Persia is accorded substantial equality of opportunity with regard to the world's trade in medicinal opium and unless Persia is enabled to put into effect the reasonable measures which are essential for fiscal and economic readjustments. Among these reasonable measures, the Commission of Enquiry has particularly noted and recommended tariff autonomy. The Persian Government is likewise convinced that the independence and freedom of the Persian Government regarding the establishment of legal Customs tariffs are essential for the protection and encouragement of Persian substitute industries and the promotion of exports. In fact, the attainment of this aim is the *absolutely necessary condition* of success of the Persian Government in pursuance of the policy which the League of Nations is considering for curtailment of the production of and commerce in opium. The Government is confident that there will be a generous appreciation by other Governments of this important aspect of the situation. It will, no doubt, be also taken in view that it is possible for other Governments to lend assistance by reasonable reduction of import duties and other charges and burdens which hamper Persian exports.

¹ One toman or ten krans may be considered as approximately \$1 U. S. A.

Parliamentary Approval.

It will be appreciated that any restriction of opium cultivation or export will require Parliamentary approval and that, under the Persian constitution, no international agreement can be entered into by the Persian Government except after formal ratification by the Majliss.

In view of the foregoing considerations and after a careful study of all aspects of the situation, the Government has prepared the following programme which it will submit to the Majliss, with recommendation for its enactment into law.

Programme for Opium Legislation.

1. Approval of recommendation of reduction in area under poppy cultivation of 10 per cent per annum after three years on the plan proposed by the Commission of Enquiry.

Note. — The annual reduction to continue for three years, after which time the Persian Government will reconsider its position, taking into account the effect the reduction has had on the welfare of the cultivator, the trade balance, the budget, and the general economic condition of the country, and what action has been taken by other producing and manufacturing countries to curtail the production of the raw material and the manufacture and distribution of habit-forming drugs.

2. Acceptance of the opium import certificate system with an annual reduction, beginning not later than the third year after the present, of 10 per cent of the quantity annually permitted to leave the country without production of opium import certificates.

Note. — Subject to the reservations indicated in the note to paragraph 1.

3. An exemption from land taxes for a period of five years in the case of areas diverted from the cultivation of the poppy to that of substitute crops.

4. Preference in the granting of agricultural loans to be given by the State Bank of Persia, when established, to cultivators who divert part or all of their land under opium cultivation to that of substitute crops.

5. In agreement with the intention of the League of Nations and the recommendation made by the Commission, the Government promises to study the increase of export Customs duties on such opium as is exported without certificate, and likewise to study changing the existing taxes on opium to other taxes which will facilitate and expedite the decrease of the cultivation of and commerce in opium.

* * *

The detailed observations of the Persian Government on the Report of the Commission are appended as Annex 1 to this letter.

(Signed) M. G. Kemal HEDAYAT,
Persian Delegate.

Annex 1¹ to Letter of March 4th, 1927.

DETAILED OBSERVATIONS OF THE PERSIAN GOVERNMENT ON THE REPORT OF THE LEAGUE OF NATIONS COMMISSION OF ENQUIRY INTO THE PRODUCTION OF OPIUM IN PERSIA.

INTRODUCTION (page 5).

In the resolution of the Assembly of the League under which the Commission was appointed, it was recommended that a Commission should be sent to Persia to study:

- (a) The existing situation with regard to the cultivation of the poppy;
- (b) The replacement of a portion of this cultivation by other crops.

The Commission read this resolution in the light of the report of the Fifth Committee and considered that the question presented to it was "whether the agricultural and economic possibilities of Persia will permit the Persian Government to limit by law the present production of opium".

¹ The page references in this Annex are to the definitive English edition of the Report by the Commission of Enquiry into the Production of Opium in Persia (document A. 7. 1927).

CHAPTER I (page 9).

No comment.

CHAPTER II. — PRESENT CONDITIONS IN PERSIA (page 11).

1. **Environment:** No comment.

2. **Technical Survey.**

(a) **AGRICULTURE** (page 15): No comment.

Possible Solutions to the Agricultural Problem (page 20).

Suggestions with regard to Crops now grown.

The proposals of the Commission in this connection are treated in the Comment under "Chapter III".

(b) **WATER SUPPLY** (page 21).

1. *Irrigation by Gravitation.*

The two methods of irrigation described by the Commission, *i.e.*, open canals and underground channels or kanats, particularly the latter, form almost the sole means of irrigation and, next to the lack of transport facilities, offer the greatest obstacle to improvement in agricultural conditions. The cost of irrigation by these systems is very great. As stated by the Commission, really reliable figures are difficult to obtain.

2. *Irrigation by Water-raising Devices* (page 22).

Employed in comparatively few regions. Practically all irrigation is by surface or underground channel.

Possible Solutions of the Water Supply Problem (page 22).

The two large irrigation schemes mentioned, *i.e.*, the Karun project in Khouzistan and the diversion of part of the Karun water to the Zayandarud in Isfahan, have been under consideration for many years. There are two main difficulties in the face of their execution, neither of which have yet been resolved: they would both be very costly (one estimate for the Karun project being four million tomans, equivalent to approximately four million dollars) and they would both reduce the water in the Karun River with possible danger to its continued navigability. They are, however, of such importance that they will be seriously studied and, if found practicable, executed when funds permit.

The opinion of the Commission that "the reserves of water should be constituted in the mountains" is, of course, as true in principle for Persia as for any other country. The construction of dams and reservoirs is, however, a most costly matter anywhere. In Persia, lacking roads for the transportation of the required material and equipment, with an entire lack of the necessary machinery for drilling, hoisting and excavation, with the necessity for importing all cement and explosives (other than black powder) at an average transport cost, in Persia alone, of approximately 125 dollars a ton and lacking the technical personnel required (there is not a single irrigation engineer in the country), the cost is enormously increased. Even in countries having low-cost transportation, skilled technicians, labour-saving machinery and low-priced material, a large part of the first cost of many irrigation projects has eventually to be borne by the State, despite all efforts to include it in the price of land or water sold to the settlers. Witness the history of the irrigation and reclamation projects in the Western United States.

As a matter of public policy it is accepted that the development of a system of mountain reservoirs for the conservation of water is desirable, even if they must be constituted at the expense of the State without expectation of return of capital or interest.

In principle, the Persian Government is in accord with the opinion of the Commission. The Commission offers no suggestion as to the probable cost of putting its plan into effect nor as to how construction is to be financed. These matters are, however, receiving the attention of the Government and it is hoped that means will be found to enable an improvement in the system of irrigation. The realisation of any such programme will, however, demand a large capital expenditure, extending over a long period of years.

The suggestions of the Commission relative to water-raising devices are most valuable and will be given careful consideration and published for the information of all concerned. The Government has already under consideration plans to reduce the price of fuel oils and thus enable the use of power pumps for irrigation.

(c) **TRANSPORT** (page 23).

1. *Definition and Nature of Roads:* No comment.

2. *History of Transportation in Persia:* No comment.

3. *Existing Routes in Persia:* No comment.

3. Economic Survey (page 26).

(a) COMMERCE AND TRANSPORT.

The Commission calls attention to the handicap imposed on the internal and external commerce of Persia by the existing transport costs. This is the essential difficulty in the way of Persian economic development and is the one to which the Persian Government is giving the most serious attention. It is realised that an improvement must be made in transportation facilities and that a great reduction must be made in transport costs as a necessary preliminary to improvement in other respects. The measures being taken to these ends are described under "Government Transport Organisation and Policy".

Banking facilities (page 27). — The Government, in view of the high interest rates in Persia, is considering the establishment of a State bank and has presented a project therefor to the Majliss. It is proposed that the capital be obtained by the sale of the Crown domains and jewels. The Bank, if established, will be mainly for the purpose of enabling agricultural loans and loans to assist in the development of Persian industry.

The question of banknotes issued in one province selling at a discount or premium in another is under discussion with the Imperial Bank of Persia, which is the bank of issue.

The costs of transport (page 27). — The rates given by the Commission, running as they do from 15 to 50 cents per ton-mile on exports and 26 to 80 cents per ton-mile on imports, are higher than those used by the Persian Government in its statistics. Deliberate under-statement has been resorted to by the Government in its calculation of transport costs in order to avoid any appearance of over-estimating the seriousness of the situation in this respect; 15 cents per ton-mile has been taken as the transport cost on exports and 25 cents per ton-mile on imports. Even using these figures, which may be considered the minimum rather than the average, the situation of Persian commerce is presented as sufficiently serious.

The average journey from the frontiers into the interior of Persia may be considered as 500 miles and the transport charges as 15 dollars per ton on exports and 125 dollars per ton on imports.

This does not include transit fees and transport charges in neighbouring countries, when necessary to traverse them. A recent quotation on transport of rice from Pehlevi to Naples was at the rate of 120 dollars per ton. This rice was produced near and cost only 10 dollars to transport to the port; 130 dollars in all. The transport cost alone was 35 dollars per ton more than the selling price of the rice.

Considering only the transport cost in Persia and 25 dollars per ton to cover ocean freight, port and miscellaneous charges, the average transport charge on Persian exports, other than from the frontier provinces, is not less than 100 dollars per ton. This is clearly as low a figure as it is safe to use in estimating the possibility of Persian export *under present conditions*. How many Persian products will stand such charges?

Opium will, also carpets. Outside of these two items the principal Persian products are wheat, barley, rice, cotton and dried fruits:

	Market Value in Europe	Transport Cost	Balance remaining for Persian Producers and Merchants
	Dollars	Dollars	Dollars
Wheat	60	100	-40
Barley	40	100	-60
Rice	95	130	-35
Cotton (14 cents)	313	100	213
„ (20 cents)	493	100	348
Dried fruits (Raisins)	240	100	140

Review of the Existing Means of Transport (page 28).

No comment other than to point out that, until such time as railroads or roads suitable for heavy motor transport are constructed, the main reliance must remain on the donkey, mule and camel, and that export freight cannot be profitably moved by those means unless from points near ports, or unless of comparatively high value in proportion to weight or bulk.

Government Transport Organisation and Policy (page 28).

The Commission states its view of the problem as follows:

“The sums of money available for this work being far less than the necessities of the situation, shall the Government devote its attention to the upkeep of existing routes or the construction of new? If to construction of new, shall it undertake road or railroad construction?”

The Commission is of the opinion that, "so far as economic and physical conditions are conclusive, road construction should take precedence over railway construction". This is, in general, accepted as correct by the Government. The object of the present study is, however, the ascertainment of means to curtail opium production. Aside from the interests of the opium growers and traders, the factor of most importance is the development of substitute exports. There the question of transport becomes of prime importance. The Commission expressed the opinion that "under good management, motor transport could hardly expect to do better in Persia than, say, 12 cents per ton-mile". At that rate, for a five-hundred-mile journey the cost would be 60 dollars per ton. Very few Persian exports can support that charge.

Railroads, however, with a differential tariff in favour of exports, might be expected to reduce the cost of export movements to 5 cents per ton-mile and, as traffic increased, possibly to about 2 cents. In so far as the necessary increase in the export trade in other items is concerned, if opium export is to be curtailed, it is necessary that the main effort must be for railroad construction.

Neither the importance nor the necessity for road construction can, however, be minimised. Roads, aside from the question of exports, are more urgently required than railroads in the interior of the country, and, if railroad operation is to be profitable, roads to serve the railroads must be built coincidentally with or even in advance of railroad construction.

The road construction programme proposed by the former Director of Roads, Mr. T. C. Mitchell, and quoted by the Commission in its report, called for an expenditure, aside from maintenance, of Krs. 209,000,000, or approximately 21,000,000 dollars.

Part of the work has been done and the present programme, prepared by Colonel A. F. Morris, the new Director of Roads, calls for an expenditure of 20,000,000 tomans (or dollars) to cover essential construction or reconstruction. Very little new work is proposed, the present intention being mainly to improve the existing roads sufficiently to render them serviceable.

An apparent misunderstanding of the figures submitted by Mr. Mitchell is indicated in the report of the Commission. The Commission points out the necessity for keeping up certain of the trunk routes and continues:

"But the cost of upkeep of these roads need not necessarily be a very heavy burden. Mr. Mitchell, having estimated the cost of repair of the two main importing roads as follows:

Khaniqin to Kazvin	Tomans 456,000	£101,330
Pehlevi to Kazvin to Teheran	„ 405,000	£ 90,000

stated it as his opinion that the upkeep cost would then amount to 2 1/2 per cent of the construction cost of each of the first three years, 3 1/2 per cent for the next five, or, for both roads, from about 21,500 to 47,500 tomans per year for 13 years."

It is, of course, impossible that these figures for upkeep can be correct. The two roads have a combined length of approximately 625 miles. At the upkeep rate quoted for the first three years, this would amount to only 35 dollars per mile. The actual minimum upkeep cost is 200 dollars per mile, and this must be increased within five years as the roads now built or reconstructed begin to require heavier repairs.

It is understood that the Commission obtained its information from a publication containing excerpts from the report in question and not from the original. Mr. Mitchell made the estimates quoted for repair of the two roads and in another section of his report gave estimates for new construction at the rate of 7,000 tomans per mile. Under the latter section he quoted his upkeep figures, which work out not at 35 dollars per mile but as follows:

Period	Percentage of original cost for upkeep	Upkeep based on construction cost of \$7,000 per mile	
		One year	For Period
		\$	\$
First three years	2 1/2	175	525
Next five years	3 1/2	245	1,225
Next five years	5	350	1,750
Total upkeep cost for 13 years			3,500
Average per mile per year for 13 years' period, \$270.			

It is necessary that attention be invited to this discrepancy as, based on the incorrect upkeep estimates, the Commission states that:

"They [the constructed roads] can be kept up at an expenditure which will leave a considerable margin for new building."

This gives an entirely erroneous view as to the actual situation in this respect and as to the prospects for any great amount of new construction in the near future.

The revenues available for road work have, owing to the Russian import prohibitions, not exceeded 1,500,000 tomans per annum.

There are 6,000 miles of road to be maintained: at 200 tomans per mile, the maintenance cost would be 1,200,000 tomans per annum. Colonel Morris, however, estimates that *not less than 1,500,000 tomans per annum should be spent for this purpose.*

The necessary maintenance work on the road system will then absorb the entire credit available for road work and any new construction provided for out of this sum means neglect of maintenance and eventual increased expenditure.

In addition to the maintenance work above mentioned, the programme for road building or reconstruction recommended by Colonel Morris calls for an expenditure of 20,000,000 tomans or dollars. The appropriation for road work is already 400 per cent of the amount provided three years ago and there is no present assurance that the additional 20,000,000 tomans now demanded can be made available.

In so far as railroad construction is concerned, the prospects are more favourable. The Sugar and Tea Monopoly revenues, which are specified for railroad construction, yield 6,000,000 tomans per annum. Assuming that the first line is built from the Persian Gulf to the Caspian, it should be possible to complete construction within current revenues and without borrowing. Suggestions have been made that part of the railroad funds be diverted to road construction. There is, however, such a strong sentiment in favour of railroad construction that any attempt to divert the railroad funds, for any purpose whatsoever, is almost certainly foredoomed to failure.

Even were it possible to obtain the approval of the Majliss to a diversion of part of the railroad funds, it is very doubtful if they could be spared or even loaned for more than a short period. Persia, with an area of 625 thousand square miles, has less than 200 miles of railway, comprising five short lines. In the Government's railroad programme, it is proposed to construct first a line connecting the Persian Gulf and the Caspian Sea with a branch to Tabriz. Surveys have not yet been made, nor have any projects been approved. It may, however, be roughly estimated that the first main lines will cost around 80,000,000 dollars. The revenues available will permit this construction in from twelve to fifteen years, but not if the funds derived from the Sugar and Tea Monopoly are employed for any other purpose.

National Commerce: Trade Balance (page 32).

The Commission quotes the imports as 43.54 and the exports as 56.46 per cent of the total foreign trade for 1303 (1924-25), including exports of oil; and imports 61.38 per cent and exports 38.62 per cent, excluding oil exports. It suggests that the payments made by the Anglo-Persian Oil Company to the Government or for materials and services in Persia, which are said to aggregate 15,000,000 tomans per annum, could conservatively be attributed to the export side of the trade balance. There is no difference of opinion on that score; at least part of such payments can be considered as an offset to imports.

The trade situation, however, necessitates that the utmost caution be employed in approaching any measure or policy which might have a detrimental effect upon it. This is specially true at the present time, when the carpet trade is declining and the export markets in and through Russia have been practically closed to Persian Commerce.

The Government has given the most serious consideration to this question. A careful investigation has been made in Europe as to the possibility of increasing the export trade. A survey has also been made of the industrial situation in Persia with a view to determining what can be done to increase production within the country and reduce the necessity for imports. The net result of the investigation in the export situation is that not only must the product be greatly improved, but that there must be an important reduction in transport costs before exports of any other than the high value products can be greatly increased.

The acuteness of feeling in Persia relative to the commercial situation is indicated by the fact that the Parliament has recently passed a Law prohibiting the export of gold and silver; and there is a practical unanimity of opinion among the merchants, clericals and deputies that a law should be passed prohibiting the import of articles of luxury.

The development of industry and manufacture in Persia is met by the stumbling-block of foreign controlled tariffs, which enables the stifling of native enterprise by unfair price cutting and the dumping of foreign goods. Another serious obstacle to the development of industry and manufacture is the lack of capital and the high interest rates.

In an effort to afford protection to Persian agriculture, commerce and industry and at the same time to provide revenues to assist in their development, the Government has proposed to the Majliss a law which will enable the imposition of entry permit fees on foreign merchandise which can be classed as luxuries or the production of which should be encouraged in Persia. This will, however, not solve the problem; what is necessary, as the Commission of Enquiry has observed, is that Persia be relieved of any pretence of foreign interference in fiscal affairs and allowed a free hand in the development of her economic life.

(b) LABOUR (page 33): No comment.

(c) INDUSTRIES (page 35).

As stated in the concluding observations under "Trade Balance", the Government is seriously concerning itself with the development of industry and manufacture. Among the activities which offer most promise when tariff and financial considerations permit their being undertaken are: spinning and weaving of cotton, wool, silk, hemp, flax, jute; manufacture of sugar, and the development of arts and crafts production — including gileems, ghalamkars, embroidery, copper, brass and silver work, etc.

(d) LAND TENURE (page 36).

The distribution of the product of the land varies so greatly in the different provinces that almost any generalisation is bound to be inaccurate. The share of the peasant varies from 25 to 80 per cent of the total crop. A Law for the registration of land titles has been in existence for some years. Efforts are being made to press its execution.

(e) TAXATION (page 37).

Guild and poll taxes and the export tax on intestines have been suppressed since the visit of the Commission. A project for the assessment of land taxes based on property values is under consideration. Under this project all live-stock of agriculturists will be exempt from taxation.

CHAPTER III. — THE CULTIVATION OF THE POPPY AND THE PROBLEM OF SUBSTITUTION (page 38).

I. The Existing Situation with Regard to the Cultivation of the Poppy.

Variety cultivated (page 38). — No comment.

Production (page 38). — It is now generally agreed that the figure of 0.75 mans of sap per jerib, as stated by the Commission, is approximately correct. This would indicate an area under opium cultivation of approximately 25 per cent greater than previously estimated. All available data confirm previous estimates as to average production of 3,000 kharvars or 862 tons. The price of 35 tomans for opium sap given in the memorandum on opium (document O.D.C.24) was correct at the time. It has since been subject to wide fluctuations, varying from 54 to 22 tomans in one province. The average for last year was about 20 tomans per man. There has been an increase in the present year.

Method of cultivation (page 39). — No comment.

Morphine content (page 39). — The following comment of the Commission under this head is misleading and demands serious attention:

"*Morphine content.* — It has been stated by John P. GAVIT in his book 'Opium', 1925, page 38, and by other authorities also, that Persian opium is relatively high in morphine content, about 12 to 12½ per cent, whereas the Indian and Chinese product is comparatively low in morphine content (9 to 10 and 7 to 7½ per cent respectively, according to the same authority), with the result that the Persian drug commands a special demand from chemists. It is perhaps, on the basis of these figures, permissible to assume that Persia produces some 30 per cent of the world's opium measured in morphine content. The Commission was unable, with the instruments and the short time at its disposal, to examine this aspect of the question and it is accordingly unable to say whether this alleged high morphine content of Persian opium is to be ascribed to conditions of soil or to some other reason. The Commission did, however, ascertain that smoking opium prepared for export is generally adulterated to the extent of 20 per cent of gum."

An examination of Mr. Gavit's book fails to show that he stated that Persian opium commands a special, or any, demand from chemists. Exactly the contrary is the actual case. There has been practically no sale for Persian opium in any manufacturing country. A recent attempt to introduce Persian opium to the European market was met with great scepticism by the European manufacturing chemists and difficulty was experienced in obtaining their consent to send them samples for analysis.

A quotation was recently requested from one of the most progressive Persian opium merchants, who uses laboratory methods in his work. He said he could quote on a large quantity with 10 per cent morphine content but would not bind himself to deliver more than a very small amount at 12 per cent. The statement that, "Persian opium is relatively high in morphine content, about 12 to 12½ per cent", is apparently incorrect. The morphine content is not believed to average more than from 8 to 10 per cent. Opium with 12 per cent or even 15 per cent morphine content exists, and its production is being encouraged, as it offers the best possibility of entering the market for medicinal opium. The reports of actual analyses given by the Commission in footnote "1" to their comment bear out the foregoing.

The statement that:

“It is perhaps, on the basis of these figures, permissible to assume that Persia produces some 30 per cent of the world's opium measured in morphine content”,

aside from the fact that, as a calculation, it is unsupported by figures, is liable to popular misconstruction and misapprehension and to lead to the belief that Persian opium has entered, to a large extent, into the manufacture of narcotic drugs. If any such idea exists it should be dispelled:

The countries principally concerned in the manufacture of narcotic drugs are England, Germany, Switzerland, France, the United States and Japan.

The following tabulations of their imports or raw opium are taken from Table 1. — Raw Opium Statistics, League of Nations Document C. 393. M. 136. 1926. XI.

Under the heading, “Manufacturing Countries”, are given the statistics for Great Britain, the United States of America, Germany, Switzerland and France, which manufacture opium but have no important consumption of smoking or eating opium.

Opium Imports of Principal Manufacturing Countries.

Manufacturing countries	Year	Raw opium imports	Countries supplying raw opium to manufacturing countries ⁴					
			Persia Kgs.	Turkey Kgs.	Greece and Balkans Kgs.	India Kgs.	Europe Kgs.	Other countries or sources not reported Kgs.
Great Britain ¹	1921	26,437	646	18,293	7,498	—	—	—
	1922	64,219	906	61,643	—	1	1,365	304
	1923	65,076	374	64,700	—	—	—	2
	1924	61,722	298	26,768	—	33,815	841	—
Total . . .		217,454	2,224	171,404	7,498	33,816	2,206	306
U. S. A. ²	1922	61,271	none	33,419	11,016	none	16,836	—
	1923	5,120	none	—	—	none	—	5,120
	Total . . .		66,391	none	33,419	11,016	16,836	5,120
Germany .	1921	59,882	none	59,822	none	none	none	none
Switzerland	1923	69,500	(?)	59,500	none	none	none ³	10,000
	1925	43,198	—	36,306	5,983	none	592	317
Total . . .		112,698	(?)	95,806	5,983	none	592	10,317
France	1920	9,500	none	6,800	1,600	—	900	200
	1921	7,100	none	3,400	3,000	—	700	—
	1923	9,800	none	5,100	2,300	300	1,900	200
	1924	7,200	none	4,800	1,600	—	500	300
Total . . .		33,600	none	20,100	8,500	300	4,000	700
Grand total		490,025	2,224	380,611	32,997	34,116	23,634	16,443
Per cent of total supplied by each country			0.45 %	77.5 %	6.7 %	6.96 %	4.8 %	3.35 %

¹ Part of the opium sent to England has been returned as unsaleable.

² A contract has now been made by a Persian merchant for sales of opium to the United States.

³ In the table this item is shown as 10,000 kilos “from Persia and China”. No record exists of sales of Persian opium to Switzerland in 1922-1923. The matter should be verified

⁴ While the data given in the official publication from which the foregoing is taken are not complete, it is yet adequate to prove that Persian opium has had no important part in the manufacture of narcotic drugs in Europe or America.

Of the total “Raw opium imports” reported, less than 1/3 of 1 per cent are from Persia, 4.8 per cent from Europe, 6.7 per cent from Greece and the Balkans, 6.96 per cent from India, 77.5 per cent from Turkey and 3.35 per cent from other countries.

The countries above mentioned are manufacturers of opium but are not important consumers of smoking or eating opium. The case of Japan differs from the others in that it is not only a manufacturing country but likewise has a large demand for smoking opium.

The Japanese imports of raw opium taken from the same document are:

Year	Raw opium imports	Persia	Turkey	India	Europe	Other countries or sources not reported	
	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	Kgs.	
Japan and territories	1920	197,460	—	—	—	—	197,460
	1921	65,538	15,907	18,821	9,867	11,065	9,878
	1922	78,880	23,235	32,502	3,636	12,121	7,386
	1923	95,092	25,345	47,522	10,800	9,217	2,208
	1924	52,001	40,500	5,863	—	5,638	—
Total . . .		438,971	104,987	104,708	24,303	38,041	216,932

In the same table is given the quantity of raw opium employed in the manufacture of alkaloids. The data for Japan is given below:

Year	Raw opium imports			
	Used in manufacture of alkaloids	From Turkey	From Europe	Total from Turkey and Europe ¹
	Kgs.	Kgs.	Kgs.	Kgs.
1923	14,191	47,522	9,217	56,739
1924	18,868	5,863	5,638	11,501
Totals ²	33,059	53,385	14,855	68,240

¹ It may be fairly assumed that imports into Japan of the kinds of opium used in drug manufacture in Europe would be used (up to the amount required) for that purpose in Japan. Figures for two years only are given in the report.

² In 1923 and 1924, 33,059 kilos of raw opium were employed in the manufacture of alkaloids in Japan, whereas 68,240 kilos of raw opium were imported from Turkey and Europe in that period. This would seem to preclude the likelihood of the use of Persian opium in the manufacture of alkaloids in those years.

It would, therefore, appear to be as clear from the Japanese, as from the European and American, statistics that Persian opium has had practically no effect in the production of narcotic drugs having opium as their basic raw material.

Transport, Labour, Manufacture (page 40). — No comment.

Cash yield of crop (page 40). — This is a matter upon which it is almost impossible to make any authoritative statement. The Commission estimates the average net yield to the growers to be 8 tomans per jerib. The basis of their calculation is not given and it is not clear what, if anything, has been deducted from the selling price to determine the "total net yield".

Persian Opium Prices.

The following statement gives the average price of opium sap and cake of provinces in the Persian years 1302, 1303, 1304 and 1305 as taken from the registers of the Ministry of Finance.

Provinces	Opium Sap				Opium Cake			
	Year:	1302	1303	1304	1305	1302	1303	1304
	Krs.	Krs.	Krs.	Krs.	Krs.	Krs.	Krs.	Krs.
Teheran	400	216	216	223	500	240	293	293
Hamadan	400	225	223	175	470	280	290	244
Malayer and Touserkan	180	240	240	190	250	190	300	265
Nehavand	330	180	210	170	450	260	250	223
Burujird	370	230	211	206	500	270	270	245
Kermanshah	400	225	213	155	400	240	255	210
Semnan	160	140	263	220	350	300	250	240
Shahrud	430	180	220	210	370	300	200	180
Khorassan ¹	357	250	218	190	450	285	330	240
Kum and Malahat	360	320	275	240	370	320	300	270
Kashan	412	400	250	215	410	350	310	270
Aragh	325	450	188	186	486	280	258	256
Isfahan ¹	383	330	243	229	403	350	305	276
Golpaygan	358	370	226	200	420	340	280	240
Yezd	433	250	283	226	460	320	300	250
Kerman	333	253	260	196	400	340	280	240
Fars ¹	546	300	295	225	526	320	310	305
Mean price for all provinces ¹	369	268	237	203	424	293	281	249
Yield at 0.75 mans per jerib	276	201	177	153				

¹ The greater part of the opium production is in the provinces of Khorassan, Isfahan and Fars. The average for these provinces is well above the mean prices quoted for the entire country.

Not knowing what the Commission intends by "total net yield" it is not possible to present comparative figures. Available data, however, indicate that the cash value of the opium crop varies from 15 to 27 tomans, or an average of 21 tomans per jerib.

Marketing: foreign markets (page 40). — The observation of the Commission as to China being the ultimate destination of the bulk of Persian exports is believed to be correct.

Taxation: control (page 40). — The observation of the Commission as to the difficulty of control reflects the facts. Persia has had constitutional Government for but twenty years. There has not been time to build up an adequate body of civil and criminal law or even to provide means for the execution of the existing laws and regulations. There is an intense public feeling against any legislation or regulation which infringes on the freedom of action of the individual. It is practically impossible for revenue agents to obtain search warrants to enter the anderuns, or women's quarters, where smuggled opium is generally hidden. Even if proof is found, it is even more difficult to obtain a conviction and adequate punishment for the opium smuggler than it is for the bootlegger of to-day or the channel brandy-runner of former years.

The suggestions of the Commission for improvements on the tax system are in accord with the views of the Government.

1. A project has been prepared for reduced taxes on opium for internal consumption. Higher taxes on export opium are under consideration.

2. A project to enable licensing land for opium cultivation is also ready.

3. In Isfahan and Shiraz, where opium is grown in practically every village, it was found that not more than one-tenth of the opium consumed locally could be brought under control. This is due to the fact that no machinery is required for manipulation into sticks and smoking opium can be prepared in any house or garden where there is adequate sun heat for drying. An arrangement has therefore been made for a tax on opium entering the warehouses in place of the banderole tax.

4. Consideration will be given to the proposal for licence fees for merchants and peddlers, etc.

Exports: trade balance (page 42). — No comment other than to call attention to the importance of opium in the export trade of Persia. It forms from an eighth to a fifth of the total, depending on the factors considered.

Internal consumption (page 42). — Under this head appears the following:

“The growing consumption of opium, however, by the peasantry and townspeople amounting, as the Commission was frequently told, to 20, 30, or even 50 per cent of the population, may well destroy Persia's greatest asset, her intelligent man power.”

The estimates given to the Commission were grossly exaggerated.

	Mans
The opium production of Persia is roughly	300,000
Exports through Customs are roughly	100,000
	200,000
The balance to be accounted for is.	200,000

Assuming that this entire quantity is used locally and none smuggled out of the country:

Opium addicts smoke from one to eight miscals per day or from 365 to 2,920 miscals per annum. There are 640 miscals in a man, therefore the annual consumption runs from 0.57 to 4.50 mans per annum. Two miscals per day or 1.14 mans per year may be taken as a low average. If we reduce that to one man per annum we would then have 200,000 addicts.

Assuming that all the soukhteh, or residue, is collected and again prepared for smoking, the quantity available for smoking would be increased by 30 per cent. The quantity to be smoked would then be 200,000 mans plus 30 per cent or 260,000 mans.

At one man per person per annum there would then be 260,000 addicts.

With a population of, say, ten millions, the percentage of addicts would then be 2.5

Assuming that both the population and the consumption estimates are too high, it might be possible to estimate a probable maximum of 5%
and an absolute maximum of 10%
of the population as opium addicts.

The actual figure is not believed to exceed 2 to 4 per cent of the population.

State Budget (page 43). — The revenue derived by the State from opium, while important, constitutes the least of the difficulties in the way of curtailment of opium production. If curtailment is gradual, if the growers can be provided with substitute crops, and if exports to replace opium can be developed, a means can probably be found to compensate for the revenue losses involved.

II. Substitutes for the Poppy Crop (page 43).

Food supplies. — Famines in Persia have not generally been due to an actual lack of wheat, but rather to lack of transport to move grain from distant provinces or from the nearest ports. With the improvement already effected in the roads and with the introduction of motor transport on a large scale, to meet the grain shortage of last year, there should never be any serious danger of famine conditions obtaining in the future. Henceforth, the problem of meeting crop failure will be mainly a matter of maintaining an efficient organisation and providing for emergency financing.

A. SUBSTITUTES IN REGIONS WHERE THE POPPY IS NOW CULTIVATED (page 43).

Cereals. — Under this heading the Commission, considering the matter of food supply, connects the question of the alimentary crops directly with that of opium. It is not believed this position taken by the Commission is immediately or clearly relevant. Three provinces, and only three out of twenty-eight, have a normal wheat shortage. These are Teheran, Kashan and Kum (none have a normal shortage of barley).

Hamadan has an occasional wheat shortage.

Shiraz had a small wheat shortage last year, which was met by transport from Isfahan and Kerman, but ordinarily has a surplus available for export. In 1922, 1923 and 1924, efforts were made to arrange for the export of this surplus, but the transport costs have always been found to be prohibitive.

(a) If we assume that Hamadan has a normal rather than an occasional shortage, the entire wheat deficit for Teheran, Kashan, Kum and Hamadan would be 64,000 kharvars.

(b) The opium production of the four provinces is 7,050 mans.

(c) Taking the Commission's production figure of 0.75 mans sap per jerib, this opium production requires 9,400 jeribs.

(d) The average production of wheat per jerib does not exceed 35 mans; 9,400 jeribs would therefore produce 3,290 kharvars.

(e) Under the most favourable conditions, the plan proposed by the Commission would have the effect of meeting $(3,290 \div 64,000)$ 5 per cent of the deficit.

While the application of the suggestion of the Commission for the substitution of cereals for opium would not have a material effect on the food supply, the suggestions they have for an intensification of cereal culture and for the planting of mulberry trees bordering the wheat-fields are worthy of, and will be given, most serious consideration.

The Government is of course mindful of the fact that the establishment of industries in the country, other than food-producing industries, and the creation of a favourable balance of trade, may lead to an increase of population, which may in turn result in increased demands for food crops and may thus render more appropriate the consideration of cereals as a substitute for opium. This development, however, will be slow and cannot be expected to be useful in any important measure during the period of curtailment.

Silk (page 44). — The Government is in full accord with the views of the Commission relative to silk culture. The suggestion that the mulberry be grown as an associated crop and planted along the banks of streams or irrigation canals and surrounding fields devoted to other crops is considered especially valuable. Plans are under way for the establishment of the silk industry on a large scale. It is proposed to produce in Persia the eggs required and to spin and weave the silk as far as may be found practicable. The mulberry grows well in practically all parts of Persia and may be considered one of the most promising substitutes for poppy culture. In this connection it will, however, be necessary to pay the closest attention to the development of artificial silk manufacture in view of the possible reaction on the demand for natural silk.

Cotton (page 45). — This crop is considered to offer important possibilities as an opium substitute. A résumé of the existing situation relative to cotton production and manufacture with a statement of measures considered necessary for improvement in cultivation, ginning, baling, classification and manufacture will be available for examination by the Council.

Cotton-seed (page 46). — The suggestions of the Commission in this connection will be given careful consideration and communicated to the cotton planters and others interested in the cotton trade.

Beet and cane sugar (page 46). — It is considered essential that the sugar industry be established in Persia. Sugar beet has been successfully cultivated. Beet seed has been ordered and demonstration plots will be planted in at least three provinces in the spring of 1927. It is believed that the sugar-cane can be grown, as suggested by the Commission, in Khuzistan and probably also along the Caspian littoral. Estimates have been obtained for sugar-making machinery and it is hoped that the plan to substitute Persian manufactured sugar for the present imports will be realised.

Fuel supplies (page 47). — The views of the Commission relative to the development of cheap combustibles are concurred in.

Fruits (page 47). — The Government agrees with the Commission as to the desirability of encouraging the cultivation of dry vegetables (beans, chickpeas, peas, kidney beans), and will take necessary measures to that end both to meet the internal demand and to provide a possible export. It is, however, doubtful whether these crops can be cultivated for export at any great distance from the frontiers as the transport cost of 15 dollars per ton per 100 miles plus the probable minimum of 25 dollars per ton to cover ocean freight and miscellaneous charges is a serious handicap to such comparatively low value crops.

The suggestions for the improvement of Persian fruit are, of course, sound and those for improvement in the method of packing are interesting and will be carefully studied. There is, however, at present a great depression in the dried fruit trade. Russia is the principal market for this product and the import is now restricted not only by the Russian import prohibitions but by a serious reduction in the actual demand for Persian raisins in Russia. For these reasons there is no prospect of increasing vine cultivation for some time to come.

The cultivation of the almond, pistachio, hazelnut, walnut and olive will be encouraged. Consideration will also be given to the pecan.

Tobacco (page 47). — The tobacco (tumbaku) grown in Persia is of three varieties instead of two as mentioned by the Commission. The principal export, as stated by the Commission, is of the water pipe tobacco. There is also, however, an important production of ordinary pipe tobacco and a very large production of cigarette tobacco. The Russian, Mesopotamian and Egyptian tariffs are practically prohibitive in so far as Persian tobacco exports are concerned, but it is nevertheless believed that this product has an important future. Plans are under consideration for the launching of Persian tobacco on the world market. Much must, however, be done to improve the product before these plans can be realised.

Forage plants (page 48). — The views of the Commission are sound and an effort will be made to increase the cultivation of these plants as suggested.

Substitutes other than Crops.

Wool (page 48.) — Plans are under consideration for an improvement in wool production, not primarily for export but chiefly from the point of view of supplying raw material for Persian domestic industries.

Hides and leather (page 48). — No comment.

Intestines (page 48). — The export of intestines has fallen off, but the reduction may be only temporary.

B. SUBSTITUTES RECOMMENDED FROM THE POINT OF VIEW OF THE GENERAL ECONOMIC SITUATION.

Rice (page 48). — The recommendation of the Commission for an increase in the production of rice cannot be accepted. If anything, means must be found to substitute other crops for a considerable portion of the area under rice cultivation in the Caspian provinces. The only possible export market at present for the rice of those provinces is Russia. Buying is controlled by the Russian State institutions and, even aside from the lack of assurance that rice imports will be permitted by Russia, the prices obtained are so low as to render rice cultivation decidedly unprofitable. The interior market for rice is important and will increase as the transport costs are lowered. At present it costs, for transport alone, from 60 to 70 dollars a ton to bring rice from Gilan to Teheran, a distance of approximately 200 miles. This brings the selling price of rice to about twice that of wheat and puts it beyond the reach of the poorer classes.

Rice production should, however, be encouraged in Fars and other southern and western provinces in an effort to replace the rice imports through the provinces on the Persian Gulf.

Tea (page 49.) — A serious effort is being made to encourage tea production. New plantations are exempted from taxes for a period of years. It is hoped to eventually eliminate tea imports entirely and possibly to develop this product to a point where it will be suitable for export to Europe or America.

Cigarette tobacco (page 49). — Treated under tobacco.

Forestry (page 49). — Lumber exports are never likely to be very important, but, if adequate tariff protection becomes possible, a useful lumber industry can be established in the country.

C. MISCELLANEOUS SUBSTITUTES.

Perfume plants, Dye plants, Medicinal plants and gums (page 49). — All of these are exported and their export can be materially increased.

Oleaginous plants (page 49). — The suggestions of the Commission will be carefully studied and placed in execution where possible.

D. COMPARATIVE CROP VALUES (page 50).

Under this heading the Commission suggests that substitution may be envisaged from a more general viewpoint, and continues:

“When thus regarded, the possibilities of substitution for the ten million tomans of the return from the cultivation of the poppy by only a slight increment in the production of the other important crops, without increasing the acreage or the supply of water, are at least striking.”

The Commission then presents a tabulation indicating that by a 15 per cent increase in the production of wheat, barley, rice and cotton the value of the opium crop would be equalled.

It is not believed that this comparison is of any practical value, but rather that it is liable to give a totally erroneous conception as to the possibilities of opium substitution :

(a) An increase of 15 per cent in wheat cultivation would mean 525,000 kharvars. The average deficit is less than 60,000 kharvars in the only four provinces not having an ample food supply. Any such over-production would completely devalorise wheat and cause great suffering. It could not be exported, as the present average transport costs would amount to more than the selling price.

(b) The same remarks, to an even greater extent, apply to barley.

(c) As stated earlier, rice production should be curtailed if substitute crops can be found. Rice cannot be economically transported from the Caspian littoral to the Persian Gulf. Even if it could, 5 per cent of the present production would serve to eliminate the necessity for imports.

(d) Cotton has real possibilities as an opium substitute when this product is sufficiently developed and lower cost transport is available.

E. POSSIBILITY OF DEVELOPING INDUSTRIES OTHER THAN AGRICULTURE (page 50.)

The development of industries other than agriculture appears to offer the best prospects. In the economic programme under consideration by the Government, particular stress is laid on the necessity of the development of appropriate domestic manufacturing industries. These include carpet weaving, the spinning and the weaving of silk, wool and cotton; manufacture of cement, of tiles, bricks and pottery and the re-establishment of the manufacture of ghalamkars, copper, silver and bronze work and of embroidered fabrics.

F. GENERAL CONSIDERATIONS.

Transport (page 50). — The Commission calls attention to its finding that:

“The average lowest transport cost to-day approximates 18 cents per ton-mile (i.e., 0.50 Swiss franc per metric ton-kilometer) and can hardly be expected to be reduced in the reasonable future to less than one-half of this figure”,

and suggests, in view of this condition, the necessity for adhering to the policy of developing home and local industries. The development of such industries constitutes an essential part of the programme of the Government. Such development is entirely possible in the case of products which will stand high transport cost and which have an export market. Products destined for internal consumption and not subject to foreign competition are in general believed to be already produced in quantity adequate to meet the demand.

The production of goods exposed to foreign competition is practically impossible under present conditions and will so remain until it becomes possible to give them tariff protection.

Water (page 51). — It is believed that the Commission has too summarily disposed of this question, which, next to transport, is that of the greatest importance, both in connection with the curtailment of opium culture and the required improvement in the general economic conditions of the country.

The cost of kanat construction, repair and maintenance is the greatest single factor in agricultural production expenses in Persia. Hundreds of villages lie deserted and unproductive at the present time because the proprietors cannot finance the repair of their kanats.

As practically all opium substitutes require a greater expense for irrigation than does the poppy, and as the cost of irrigation, therefore, becomes one of the principal factors in determining the possibility and the cost of substituting other crops for opium, the best water-cost estimates available were given the Commission. The estimates were admittedly rough and it was not expected that the Commission would accept them as final. It was, however, expected that the Commission would arrive at some fairly definite conclusions on this point and indicate in a general way at least its ideas as to the additional amount of water required for substitute crops and the cost of providing such additional water by the most suitable means.

Agricultural methods (page 51). — The statement that:

“It is admitted, even by the advocates of poppy culture, that, given better transport, a better supply of water and better agriculture, a number of things may in Persia, as in other countries, be substituted for poppies”;

sums up the entire problem and its eventual solution. Water and transport have been treated elsewhere. The difficulties they present are, in the main, financial. Improvement in agricultural methods, however, will necessitate the changing of methods in use for hundreds if not thousands of years and will be faced with great difficulty on account of the illiteracy of the peasants and their conservatism, which latter is at least as pronounced as that of agriculturists elsewhere. The Government is doing what is possible in that respect. One-seventh of the land tax (yielding about 500,000 tomans per annum) has been specified for education in the provinces. An American Director of Agriculture and other foreign experts for forests and silk have been engaged. Plans are under consideration for the enlargement of the Agricultural School at Teheran and for the institution of a system of stock, seed and demonstration farms in the various provinces.

Vested Interests (page 51).

1. *Landowners.* — The Commission states that landowners in Persia, as elsewhere, are conservative and that, knowing the benefits of poppy culture, they may be sceptical of the results from other crops and that the most that can be expected is to appeal to their enlightened self-interest and perhaps, by taxation and regulation, make it to their interest to adopt other methods of agriculture.

This suggestion presupposes that suitable substitute crops will be developed and that a market for them and means of transport to that market will be provided, otherwise any attempt to enact restriction legislation would inevitably be defeated.

2. *Peasants.* — Serious exception must be taken to the remarks of the Commission under this heading. The inference must be drawn therefrom that the system of cash and kind advance is an “evil” confined to poppy cultivation. This is not the case. It is almost the universal practice in Persia and is absolutely necessary under the present economic conditions. Almost every proprietor, including the Government, is required to advance seed, food and frequently cash to the peasants. The poverty of the country and the limited currency circulation render this inevitable. The effects of the system are much worse in the case of properties under cultivation of cereals than is the case where opium is grown. This is due to the greater susceptibility of the cereal crops to plant diseases, insect pests, etc. There is no possibility of a change in the system until agricultural banks are established to enable the annual advances required by both the peasants and the proprietors. Efforts have been made to stop the payment in kind to day labourers in the poppy-fields. Not only the Government, from the viewpoint of control, but the proprietors and peasants who engage them would be glad to discontinue the system. Many of the workers, however, find it to their profit to be paid in kind and will not accept payment on any other basis. There is exception taken also to the finding of the Commission that “it [opium] yields very small cash returns to the actual tiller of the soil”. It can be stated with absolute finality that opium, next to silk, yields the largest cash return to the peasant. Otherwise it would not be grown. Neither is it correct that in the opium-growing sections there is to be found the greatest poverty. Beyond any question the greatest poverty is to be found in sections which are devoted to the cultivation of wheat and barley. The reason for this, as already stated, is the frequent damage to crops and also the lack of an export market for the surplus grain in good years. The poverty of the peasants in such regions renders it necessary for them to sell their crops in good years for what they will bring and leaves them in most cases with little or no reserve for the years of crop failure. It is true that the lot of the peasant is hard and that he demands “much consideration”. The consideration must, however, be practical in form and must take the shape of giving him instruction in better agricultural methods, finding means to furnish the necessary seed and cash advances on reasonable terms and providing him with the means of transporting his product to a market where it can be sold for more than the cost of production.

How poppy cultivation affects the Budget (page 52). — The revenue receipts, direct and indirect, are given as approximately 2,047,000 tomans.

Against these the Commission suggests that there must be set off:

(1) The cost of control is estimated at 300,000 tomans, plus 200,000 tomans for Army, Police, etc. This is much too high. The total cost, direct and indirect, does not exceed 15 per cent of the revenue, or 300,000 tomans. The actual cost is probably nearer 10 per cent.

(2) The second offset suggested, including: (a) Cost of alimentation, (b) higher transport costs due to alimentation, (c) sickness, disease and mortality among population and work animals during and after famine years, is believed to have a negligible connection, if any, with opium production, unless remote and indirect causes and effects are envisaged.

The great opium-growing provinces, Fars, Isfahan and Khorassan, all have a normal large surplus of cereals. The three provinces having a normal shortage of wheat — Teheran, Kashan, and Kum — grow practically no opium. As stated earlier in this report, if we include Hamadan, which has an occasional shortage, and suppress opium cultivation in the four provinces and grow wheat instead, not more than 5 per cent of the deficit would be obtained and even then we would be depriving the surrounding provinces of the important cash revenue they have from the sale of wheat.

The data as to the cost of alimentation operations in "average" years is also incorrect. In average years there is no loss and in fact a profit of from 150 to 200,000 tomans per annum. For the years 1917-21, due to famine of 1917-18, which involved enormous expenditure and a complete disturbance of agricultural conditions for several years thereafter, the cost is estimated at 500,000 tomans per annum. The estimate is accepted but cannot be verified, as accurate data are lacking for the period. For the years 1301-3 (1922-23 to 1924-25) an average profit of not less than 150,000 tomans was realised. In the year 1304 (1925-26) there was an estimated loss of 1,400,000 tomans, which will probably, when assets are realised, be reduced to approximately 800,000 tomans. From this must be deducted approximately 500,000 tomans profit in the three preceding years and not less than 100,000 tomans profit in the present year, leaving a net deficit for the six-year period of 200,000 tomans. It cannot be too strongly emphasised that the question of food supply in general and that of the shortage of last year in particular has practically no immediate and direct effect on the opium question. The shortage of last year was due to two successive years of crop failure culminating in the second year in the practically total loss of the crops of Teheran, which, following drought and cattle plague, that carried off a large proportion of the work animals, were devastated by the "Sen," which completed the work of destruction. In that year, the province of Teheran (which has an insignificant opium production) instead of yielding 70,000 kharvars, or approximately 60 per cent of the requirements of the city of Teheran, gave less than 4,000 kharvars, or 4 per cent.

Balance of trade (page 53). — No comment, except to point to the necessity of qualifying the statement as to the opium export, "yielding in gross value 6,000,000 or more tomans".

The Customs statistics given by the Commission on page 42 of their report give the opium exports as:

1923-24	60,219,715 krans
1924-25	79,587,997 krans

It must be borne in mind in this connection that the tariff on opium is specific and not *ad valorem* and there is therefore not the necessity for the same strict Customs control over declared values. These are generally under-stated as, both to avoid revenue demands and to conceal their real profits from the producers, it is to the interest of the merchants to undervalue their exports. It is probable that the actual values are at least 20 per cent higher than the declarations.

Foreign trade relations (page 53). — As pointed out repeatedly herein, and as stated by the Commission under this heading, a protective tariff is an absolute essential if domestic industry is to be encouraged and the required favourable merchandise balance attained. The development of Persia has been retarded and the establishment of the industries necessary to the economic life of the country prevented by the restrictions imposed on Persia's tariff autonomy.

Control of Central Government (page 53). — There has been a remarkable progress in this respect during the past six years. As roads and railroads are built this control will not only become more effective and more easily exercised but the economic situation of the country will be so generally improved as to greatly lessen the difficulties facing opium substitution.

CHAPTER IV. — CONCLUSIONS AND RECOMMENDATIONS (page 54).

The Commission states that it has investigated the question of the replacement of a portion of the poppy cultivation by other crops and has presented:

“What it believes may successfully be accomplished, given adequate time: (a) by the substitution of ‘other crops’; (b) by better methods of cultivation, which will result in greater yields from existing crops; and (c) by the creation of industries which will make the cultivation of new crops possible.

• “Finally, it has arrived at the conclusion that, while difficult of accomplishment it is possible and practically feasible, and to the economic interest of Persia, to adopt a programme for the gradual diminution of the cultivation of the opium poppy, and, in this connection, is glad to call attention to the formal letter of the Persian Government addressed to the President of the Commission under date of Teheran, June 1st, 1926, in which it is stated categorically that the Persian Government has the intention of gradually reducing the production of opium to medical needs.”

The quotation from the letter of the Persian Government *should be read in connection with the context* and the letter in question is therefore given in full below:

June 1st, 1926.

“Colonel Frederic A. DELANO,

President of the League of Nations
Commission of Enquiry into Opium Production in Persia.

“Dear Sir,

“On the occasion of the departure of you and your Commission from Persia, we have the honour to express to you on behalf of the Persian Government the appreciation that is felt for the open-minded attitude with which you and your colleagues have approached your difficult task and the energy with which you have prosecuted your investigations.

“In order that there may be no possible ground for misapprehension, however, we desire to state again the position, intentions, and programme of the Persian Government, on the question of the curtailment of opium production.

“It is our conviction that the production of opium constitutes, however, approximately 7.5 per cent of the revenues of the Persian Government; and the exports of opium comprise at least 16 per cent of the entire exports of Persia, exclusive of petroleum. Opium, in most of the regions in which it is cultivated, is the only agricultural product rendering an adequate cash return to the peasant. It is evident from these facts that no arbitrary action for immediate curtailment can be undertaken with prospects of success unless accompanied by measures for the introduction of substitute crops and the provision of the necessary means of transportation. The budget of Persia is balanced with great difficulty and the adverse balance of trade, which has existed since the Great War, has recently increased, due to trade conditions which are beyond the control of the Persian Government. The governmental, administrative, industrial, commercial and financial situation of the country imposes demonstrable limitations on the capacity of the Government to execute a drastic or speedy programme of curtailment.

“Nevertheless, the Persian Government will take immediate measures to reduce the production of opium to medical requirements, and will prosecute these measures as rapidly as conditions permit. The Government is likewise determined to put a stop to the smoking of opium within the country as rapidly as possible.

“Since the position of the Persian Government was stated by its delegates at the last Opium Conference in Geneva, the Persian Parliament has abolished the Government monopoly of ‘Shireh’ and has prohibited the sale of ‘Soukhteh’ from which ‘Shireh’ is manufactured. This action involved a loss of revenue amounting to over 300,000 tomans per annum.

“Since the last Opium Conference, a project of law has been prepared providing for the licensing of opium cultivation, an acreage tax on cultivation, prohibition against bringing additional land under opium cultivation, and discontinuance of cultivation in a

number of provinces within a period of three years. While the deputies of the Parliament were in accord with the principle of the project, there was not sufficient time to reach an agreement on questions of detail, and the project could not be officially presented to the Parliament before it closed. A similar project will, however, be presented to the next Parliament with every hope of its enactment. The Government will also welcome and give attentive consideration to any other practicable proposals for legislation or for administrative measures designed to bring the production and consumption of opium under more effective control.

"Persia is already carrying out an extensive programme of highway construction and has adopted a programme of railroad construction which will inevitably be of great assistance in the effort to supplant the cultivation of opium with that of other crops requiring lower cost of transport. In order to improve transportation facilities in these respects, it has succeeded in passing through the Parliament two projects of law which will provide a substantial part of the revenue required. The Sugar and Tea Monopoly Law will provide an annual revenue of approximately four and a-half million tomans for railroad construction. Authority has been obtained for the employment of foreign engineers to make the preliminary studies and surveys on a scientific basis.

"The Road Tax Law, while abolishing the archaic system of road tolls, *octroi*, and many other taxes, vexatious and burdensome to commerce, is conservatively estimated to provide a revenue of at least one and a-half million tomans annually for highway construction and maintenance. An American engineer has been employed as Director of Roads and is expected to arrive in Persia in the summer of 1926.

"The Ministry of Finance will also submit to the next Parliament a request for a credit for the construction of irrigation works, and will also ask for the necessary authorisation to establish an agricultural and public works bank. These two projects, when approved, are expected to provide means for the carrying out, on a larger scale than hitherto, of agricultural reconstruction and development.

"The Government has during the last year prepared and submitted to the Parliament a project of law for the development of sericulture, and has provided funds and seed for the planting of several hundred thousand mulberry trees. A French expert in sericulture has been employed and is now engaged in controlling the importation of eggs and in preliminary studies. An expert, with the necessary machinery, has been procured for the encouragement of tea culture. The question of cotton cultivation is also being studied and will be actively pursued. The Government has established and operates a laboratory for the preparation of serum for the prevention of bovine diseases, and the work of combating these diseases is being actively prosecuted. To correlate and direct scientifically the various plans for agricultural betterment, an American agricultural expert has been employed and is now on his way to Persia. Upon his arrival, his attention will be particularly drawn to the question of crop substitution. A German forest expert has also been employed and has completed his preliminary studies, and plans are under way for an adequate survey of the mineral resources of Persia.

"The measures described above, while they will have an important effect in improving agriculture and transportation in the opium-growing areas and will thereby hasten crop substitution, cannot be confined to such areas. There is such need for economic reconstruction and development throughout Persia that any attempt to confine improvements to the opium-growing areas in this respect or even to favour such localities would inevitably fail of approval by the deputies, who are elected on a geographical basis and in many cases are residents of the districts from which they are elected. Additional funds, as they become available, will be devoted to the improvement of transportation facilities, the repair and construction of irrigation works, and the introduction of crop substitutes. Persia is not, however, in an encouraging position with respect to revenue, owing to the poverty of her people following the devastation caused by invading troops and the complete dislocation of commerce during the war period. Where industry in the modern sense is practically non-existent and commerce requires encouragement, all proposals for new taxation require the most careful study from the economic as well as from the fiscal standpoint. Increases in internal taxation can only be effected with great difficulty. Due to the poverty of the people and the absence of industry, the low *per capita* revenue does not afford a sound argument for increased taxation. The increase of Customs revenues likewise meets with difficulty, owing to the restrictions on Persia's tariff autonomy. For these reasons the possible revenue increases cannot be great until the economic condition of the country improves and the present restrictions on the fiscal power of Persia are removed. Moreover, such increases as may be obtained cannot be exclusively devoted to the curtailment of opium production. The needs of the country for an improved judicial system, for primary schools and technical education, and for sanitary measures are so important and so pressing that a large portion of new or additional revenue must be devoted to these purposes. A glance at the budget of Persia will show the marked inadequacy of the present appropriations for these purposes. The expenditures on the Army, the Road Guards and the Police seem at present relatively large; but, judged by the size of the country and the fundamental necessity of maintaining unity, security and authority, these expenditures are actually small.

“One point should be kept clearly in mind. The Persian people and the Persian Government intend to suppress the excess production of opium with or without foreign assistance and they desire no foreign loan for the eventual completion of this programme. We realise that a public loan must be repaid within a definite period out of revenues; and we also realise that large initial expenditure in beginning a substitution programme will involve a certain percentage of unavoidable waste, particularly so since any such programme must be constantly adjusted as it develops, as experience is acquired, and as conditions change, in the course of time, as the economic condition of the country improves and as its revenues increase, means will be found without a loan to enable the suppression ultimately of all opium cultivation in excess of that required for medicinal purposes.

“If, after having had the benefit of the advice of your Commission, means are found to substitute other crops for opium within the financial capacity of the country, the adoption of such means can be assured. If, however, the projects for crop substitution which you may suggest involve an expenditure for irrigation, transportation and other measures in excess of the financial capacity of the country, such part of the accepted programme as may be put into effect with the available funds will be undertaken. The carrying out of the remainder of the programme must necessarily await the procurement of additional funds.

“Even a gradual substitution of other crops for opium cultivation will involve expenditure and will necessitate budgetary adjustments. Therefore, your Commission will, we feel confident, agree with us that, before embarking on any programme of crop substitution, there should be a clear conception, not only of the difficulties to be met, but also of the expenditure involved. Your attention is particularly invited to this matter, and in view of the fact that the Persian Government must be the agency for carrying out your proposals, you are requested, so far as may be possible, to state in connection with each measure proposed by you, the time required and your estimate of its probable cost.

“There is a worldwide interest in the work of your Commission and the conclusions to be reached are awaited with the greatest interest by all those concerned with the matter of narcotic control. It is inevitable that the report submitted by you will constitute an important influence in the formation of world opinion on the question of Persian opium production. We feel confident, therefore, that any positive recommendations for crop substitution which the Commission may feel prepared to make will be accompanied by considerations of the expenditure involved and of the present or potential capacity of Persia to meet such expenditure.

“We are in cordial sympathy with all well-directed efforts toward the amelioration of moral and hygienic conditions throughout the world; and we are ready to assist to the fullest possible extent in the bringing of such efforts to success; but we must be equally mindful of the facts that the welfare and progress of the Persian people are likewise of interest and value to the world, that welfare and progress largely depend on economic development, and that economic conditions in this country will be for some time determined by the state of the finances.

“It is greatly regretted that it did not seem possible to you to lay before the Persian Government for discussion such definite or tentative conclusion as may have been formulated in your minds.

“We have not wished and do not now wish to influence your conclusions in the slightest degree, except as they may be influenced by the presentation of facts. Our entire purpose during your stay in Persia has been to give you the freest opportunity to examine the entire situation and to give you the most complete co-operation and assistance in obtaining the data you have required.

“It is, however, felt that, in a matter of such vital importance to the future of Persia, the Persian Government should be given an opportunity of examining the basic data and of commenting upon the conclusions reached before they are given publicity of official finality.

“Since it did not seem possible for this to be done prior to your departure, it is earnestly requested that, before any official or unofficial publicity is given to your findings, a copy of your draft report may be forwarded to the Persian Government for its perusal and for the submission to you of any additional information or views that we may feel deserving of your consideration.

“In conclusion, we desire to assure you, and through you the League of Nations, of Persia's sincere intention to co-operate cordially and effectively in finding a solution to the question of narcotic control. We also desire to extend our grateful thanks to you and to your colleagues of the Commission for the work you have done, a work which, we feel confident, will constitute an important step in the moral and hygienic betterment of the world.

“We take the occasion to convey to you and to your Commission the renewed assurances of our cordial and distinguished consideration.

(Signed) A. C. MILLSAUGH, (Signed) Morteza BAYAT, (Signed) M. A. FOROOGHI,
Administrator-General of the Minister of Finance. Prime Minister.
Finances.

The Commission, having stated its conclusions (which will be discussed later), reviews its findings, and the suggestions of the Persian Government:

Budget (page 54). — The question of alimentation mentioned by the Commission, as fully explained elsewhere, does not enter.

If the more serious matters of transport, water, substitute crops and exports are resolved, a means will be found to take care of the revenue losses, important as the opium revenues are in view of the limited budget of the State.

Cash crop (page 54). — The Commission finds that "the cash yield per unit from the poppy is about four times the yield from the growing of wheat" and gives as its conviction that, "with better agricultural methods, the production of various crops could be increased sufficiently on the same area of ground to equal the loss due from restricting the production of the poppy".

The estimate of four times the yield from poppy as from wheat is very conservative, but may be accepted.

Silk cultivation will be much more profitable than poppy if it can be successfully established in the opium-growing areas.

Cotton is a probable substitute, especially under improved transport conditions.

Wheat is out of the question for the present and will probably remain so until railroads are built.

Transport (page 55). — Unless silk culture be established, which will take at least six to ten years, transport will remain the keynote of any programme of substitution.

Peasants (page 55). — Exception is taken to the statement that the growing of the poppy is associated with a work system which is degrading. The system of sharing crops and of payment in kind has been general in Europe until comparatively recent times. The condition of the Persian peasant does not approach "peonage", but on the contrary is showing a steady improvement.

Landowners (page 55). — The argument for intensive cultivation is sound. As to the hazards of poppy culture, they do not approach those of wheat growing under present conditions or those of cotton unless, with increased planting, it becomes possible to institute a most rigorous control over imports of cotton-seed.

Merchants (page 55). — The views of the Commission as to the opposition of the opium merchants are naturally correct. This has much importance, as they are the richest and most powerful group of traders in Persia.

General economic effects of substitution (page 55):

(a) Substitute crops, food and other crops: Proposals have already been commented on in detail.

(b) Industries: In accord with suggestion.

Preparation of a programme (page 55).

(a) Roads and railroads: 1. There are 6,000 miles of road to be maintained at an annual cost of 1,500,000 tomans. This absorbs all the present road revenues.

2. The programme of road construction and reconstruction, a part of which is directly related to the plan to substitute other crops for opium, demands an expenditure of at least 20,000,000 tomans for which no funds are in sight at present.

3. The programme of railroad construction, which is likewise essentially related to any programme of opium substitution, demands an expenditure of at least 80,000,000 tomans for the initial lines. It appears reasonably certain, if the present receipts from the Sugar and Tea Monopoly continue, that this construction can be financed.

(b) The suggestion that the most promising irrigation project be selected and undertaken does not seem to meet the requirements of the situation. Every known crop which may be substituted for opium demands more water than the poppy and during the season when water is dearest. Practically all require more land than opium. The provision of more and cheaper water is then the first necessity. Selecting one irrigation project will not answer the purpose. Means must be found to assist the individual growers in the provision of the additional water they require. The successful execution of one or more large irrigation projects would have an undoubted beneficial effect on the general economic situation, but would have absolutely no effect on the necessity for opium cultivation, except in so far as they served an opium-growing area.

The construction of irrigation kanats costs approximately 1,500 dollars a mile. They average 28 miles in length in desert and 2 miles in other regions. Their initial cost thus runs from 3,000 to 42,000 dollars. The maintenance cost is about \$150 per mile. The cost of providing water to enable an equivalent revenue to the producer would be very great and still greater if enough land should be put under cultivation to produce exports of value equivalent to that of opium.

(c) The development of farm demonstration work and the improvement of agricultural education and methods must be an important feature of the programme of substitution.

(d) The adoption of a protective tariff as suggested by the Commission is essential. This can only be satisfactorily worked out if liberty of action in tariff questions is assured to the Government.

(e) The Commission recommends a gradual reduction, beginning in the regions where substitute crops and industries are most possible and suggests that :

“The Persian Government might safely undertake a reduction of 10 per cent in the acreage allotted, and each year thereafter a further reduction of 10 per cent of what remains.”

The reduction policy suggested by the Commission has two defects:

1. It takes no account of legitimate demands for opium and provides for an arbitrary reduction irrespective as to what such demands might be.

2. There is no mention as to what relation the proposed reduction in the Persian production should bear to the reduction in other producing countries, all of which have better transportation facilities, better water supply and better access to market for their products.

For the financing of its programme of reduction, the Commission suggests that 1,000,000 tomans per annum to be realised from increased opium revenues and 1,000,000 tomans from other sources should be employed.

2,000,000 tomans per annum is entirely inadequate. That amount would suffice only to complete the road construction programme in a period of ten years.

A recent study of the measures necessary to increase the Persian export trade without particular reference to opium indicates the necessity of an expenditure (aside from the 6,000,000 tomans per annum available for railroad construction and the 20,000,000 tomans called for in the road construction programme) of at least 3,000,000 tomans per annum for a minimum period of 7 years.

* * *

SUMMARY OF THE VIEWS OF THE PERSIAN GOVERNMENT

Having examined the report of the Commission in detail, the Persian Government now desires to summarise its views in connection therewith and to state the measures it proposes to take for a reduction in opium cultivation.

Substitution of Other Crops for Opium.

It is believed that silk, dried fruits, cotton, nuts, pharmaceutical raw materials and flower extracts are all possible crop substitutes and measures will be taken to encourage their production. Measures will also be taken to encourage the production of grains, cereals and vegetables to the extent necessary to meet the local and any possible export demand. It does not, however, seem probable that there will be any great increase in the export of such foodstuffs until road and railroad construction bring about a much lower transport cost than exists at present.

Substitutes other than Crops.

The suggestions for the establishment of the cotton and sugar manufacturing industries and for the development of manufactures in Persia offer from the point of view of the trade balance the greatest possibility of reducing the necessity for opium exports.

Protective Tariff.

As stated by the Commission, a protective tariff is essential to the development of manufactures in Persia. This requires that the present restrictions on Persia's tariff autonomy be removed.

Transport.

To provide the roads and railroads which are essential for the introduction of practically all substitute crops and for the general economic welfare of the country, an expenditure in the neighbourhood of 100,000,000 tomans will be required. Of this sum, all but 20,000,000 tomans, required for road construction in the next five years, has already been assured by the assignment of specific revenues.

Water.

It is almost impossible to foresee the expenditures required to provide the additional water which will be needed if other crops are substituted for opium as a cash crop for the cultivator and as an item of export. Unquestionably an investment of many millions of tomans will eventually be required for the completion of the programme. A single project has been estimated to cost four million tomans.

Restrictive Legislation.

More than half of the Persian provinces are directly interested in opium cultivation. Deputies from those provinces having the welfare of their constituents in view cannot be expected to approve any restrictive regulation which does not afford reasonable assurance that undue losses and hardships will not be imposed upon the opium-growers and upon those engaged in the many allied industries.

Cost of Substitution.

In this connection, it is necessary to invite special attention to the request made by the Persian Government to the Commission in its letter of June 1st, 1926, the pertinent paragraphs of which are quoted below:

“If, after having had the benefit of the advice of your Commission, means are found to substitute other crops for opium within the financial capacity of the country, the adoption of such means can be assured. If, however, the projects for crop substitution which you may suggest involve an expenditure for irrigation, transportation, and other measures in excess of the financial capacity of the country, such part of the accepted programme as may be put into effect with the available funds will be undertaken. The carrying out of the remainder of the programme must necessarily await the procurement of additional funds.

“Even a gradual substitution of other crops for opium cultivation will involve expenditure and will necessitate budgetary adjustments. Therefore, your Commission will, we feel confident, agree with us that, before embarking on any programme of crop substitution, there should be a clear conception, not only of the difficulties to be met, but also of the expenditure involved. Your attention is particularly invited to this matter, and, in view of the fact that the Persian Government must be the agency for carrying out your proposals, you are requested, so far as may be possible, to state, in connection with each measure proposed by you, the time required and your estimate of its probable cost.”

It will be obvious that the question of the cost of substitution is one of vital importance and that Persia must ascertain the cost and determine its capacity to defray it before agreeing unreservedly to any programme of substitution.

It is therefore to be regretted that the Commission has not found itself in a position to accede to the request of the Government and to state the probable cost of the measures recommended by it for the curtailment of opium production.

Time required for Substitution.

The Commission has not, as requested by the Government, stated the time which in its estimation would be required for the successful introduction of each of the substitutes proposed. The important crop substitutes are cotton, silk, and dried fruits. Cotton will require at least five years before the most suitable varieties can be selected and introduced and the trade properly organised. Silk culture will require at least six years to establish. The necessary improvements in the quality and the preparation of dried or otherwise preserved fruits will take at least five years.

The road construction which is necessary will take approximately five years after the funds required become available.

The first line of railroad will probably take not less than six years to complete and the construction of main lines north to south and east to west will probably require in the neighbourhood of fifteen years if built from current revenues.

The Commission has envisaged the problem of substitution in its larger aspects, and has arrived at the conclusion that it is possible to undertake a programme of gradual curtailment. In principle this is accepted as correct. In view, however, of the inability of the Commission to indicate either the cost or the time required for the introduction of substitute crops and for the development of new industries, it would not be possible for the Government to ask the Majliss to endorse an unqualified programme of reduction pending the determination of these vital factors for the success of any plan for the curtailment of opium production.

The measures proposed by the Persian Government for the curtailment of opium production are stated in the letter of March 4th, 1927, to which this memorandum is Annex No. 1.

II.

EXTRACT FROM THE MINUTES OF THE SIXTH MEETING OF THE FORTY-FOURTH SESSION OF THE COUNCIL

Held on March 11th, 1927, at 10.30 a.m.

1904. Production of Opium in Persia: Report of the Commission of Enquiry.

Mustafa Gholi Khan Kemal-Hedayat, representative of Persia, came to the Council table.

M. ZALESKI read the following preliminary report¹ :

"The report of the Commission of Enquiry into the Production of Opium in Persia (document C.580.M.219.1926.XI), together with the observations of the Persian Government on the report (document C.104.1927.XI), have been distributed to the Council. The Commission had arranged with the Persian Government that the report would not be distributed without these observations in order that the Government might have an opportunity of placing its point of view before the Council at the same time as the report. Owing to postal delays, the observations were received so late that it was impossible to circulate the two documents before the session of the Council. It is obvious that in these circumstances the Council will be unable to give them the full consideration they deserve.

"We have, however, with us to-day the Persian representative, and I suggest that my colleagues would perhaps wish to hear his statement on the policy of his Government in the question of opium production."

Mustafa GHOLI KHAN KEMAL-HEDAYAT, representative of Persia, made the following statement:

I feel sure that I am expressing the feelings of the Persian Government in thanking the Assembly of the League of Nations for the useful resolution which it adopted in September 1925 concerning the despatch to Persia of a Commission of Enquiry into the production of opium.

The report of this Commission, which has been communicated to all States Members of the League, contains information the importance of which is obvious. Among other things, it describes the economic position of my country and explains the great difficulties encountered by Persia for various reasons, such as her geographical position, her means of transport, the condition of her industries, etc. The humanitarian object pursued by the Assembly of the League of Nations, which took the initiative in great part owing to the action of the noble American nation, is worthy of admiration. Persia appreciates this, all the more so as the observations of the Persian Government, which you have before you, show to what an extent that country is ready to take into consideration the suggestions which have been made.

With a view to explaining briefly the Persian Government's point of view regarding the report of the Commission of Enquiry, I ask the Council to authorise me to call on my colleague Colonel MacCormack, substitute delegate of the Persian Government, to address you, for he is an expert in the matter.

Colonel D. W. MACCORMACK came to the Council table and spoke as follows:

Before taking up the Commission's report, I wish to point out some of the facts as to Persian opium and as to the probable effects on the narcotic trade of the efforts being made for the curtailment of Persian production.

For the last few years, when the question of opium has arisen, special attention has been paid to the Persian production. It is worth while determining whether that special attention has been warranted.

There are three major requirements for opium:

1. To supply the demand for smoking- and eating-opium in Eastern countries;
2. To supply the demand for medicinal opium and medicinal opium derivatives;
3. To supply the demand by drug addicts for morphine, heroin, etc.

The demand for narcotic control comes mainly from the Western countries. It is natural to assume that the first object of the present campaign against opium is to reduce the illicit trade on narcotic drugs in those countries.

If it is accepted that the main idea of the Western nations is first to clear up the conditions existing in their own territories, I must point out that reduction in Persian production will not

¹ Document C. 125. 1927. XI.

have any effect at the present time. According to the statistics published by the League, which are, of course, not complete but which may be accepted as representative, 77½ per cent of all the opium reported as having been imported into Great Britain, the United States of America, Germany, Switzerland and France, during a period of four years, was supplied by Turkey, approximately 7 per cent by India, the same quantity by Greece and the Balkans, 5 per cent by Europe, a little over 3 per cent by other countries, and less than ½ of one per cent by Persia. These countries manufacture opium but have no demand for smoking-opium. Japan, which imports a great deal of smoking-opium from Persia, has a demand for both opioids. In 1923 and 1924, Japan used roughly 33,000 kilogrammes of opium in the manufacture of alkaloids but imported in the same period 68,000 kilogrammes of raw opium from Turkey and Europe. A note appearing in the Minutes of the Advisory Committee indicates that the opium used by Japan for manufacture was furnished by Turkey and Europe.

An attempt has been made by the Government to encourage the sale of Persian opium for medicinal purposes, but without material success up to the present, the manufacturing chemists rejecting it on account of its high price and its low morphine content.

The Commission, relying upon statements published in Mr. Gavit's book and, I believe, originally made before a League Commission, gives the morphine content of Persian opium as from 12 to 12½ per cent. It is actually somewhat under 10 per cent on the average. The most competent Persian merchants have refused to quote on any considerable quantity of opium with more than 10 per cent. It is therefore clear that the statements that Persian opium has a high morphine content, that it is in demand by chemists, and that it has an important effect on the world trade in narcotics, are inaccurate. It is also clear that, if the entire Persian production were to cease to-day, there would be no interruption to the present supply of opium used in the manufacture of morphine, heroin, etc., and therefore no reduction in the supply of these drugs.

Indirect Effect of Reduced Persian Production.

It may be argued in support of the attack on the opium problem from the point of view of production that, if all the producing countries accept the opium reduction programme which Persia has in view, the supply of opium for drug manufacture must eventually be cut off. Theoretically this is true, but when one considers the rapid spread of drug addiction, in practice it will not be effective. The opium production of the world is variously estimated as from 3,000 to 15,000 tons a year — 5,000 tons is probably a safe low estimate. The demand for opium for medicinal purposes has been roughly estimated at 400 tons per annum. The present production is therefore at least twelve times the amount necessary to meet medicinal requirements. If all the producing countries accept the curtailment programme proposed for Persia, in the tenth year from now the quantity of opium produced would have been reduced by 52 per cent, or to 2,400 tons — six times the medicinal requirements; in the fifteenth year, by 72 per cent, or to 1,400 tons — three and a-half times the medicinal requirement; in the twentieth year, by 83 per cent., or to 850 tons — twice the medicinal requirement. The drug addicts in the West are better able to pay high prices for their drug than the opium-smokers. It may therefore be accepted that, as the production is reduced, the opium-smokers will be the first affected and that the supply of opium for the morphine and heroin addicts will be the last to be cut off.

Commercial Aspects.

It must be remembered that drug addiction is very largely being spread by solicitation and other commercial methods. If the narcotic trade is really to be brought under control, the coca leaf and its derivatives must be treated at the same time as opium. From unofficial figures, which I cannot guarantee as accurate, it would appear that the situation as to the production of the coca leaf is very much the same as that of opium and that a considerable period will be required to reduce the production to medicinal demands.

To obtain an effective control over the narcotic trade within a reasonable period, it is therefore necessary not only that the principle of curtailment be applied to the producing countries which, especially Persia, are least able to afford the losses involved and which are least affected by the drug habit, but that it should also simultaneously be placed in effect in the countries which manufacture drugs. If the measures for curtailment are coincidentally made effective in both producing and manufacturing countries, there are grounds for hope that the problem may be solved. If arbitrary reduction measures are proposed, there is no reason why they should be placed in effect in producing and not in manufacturing countries.

Programme of the Commission.

The Commission recommends that the areas under cultivation in Persia be reduced, after a preparatory period of three years, at the rate of 10 per cent of the quantity remaining at the end of each year. This would give a 27 per cent reduction at the end of the sixth year, 52 per cent at the end of the tenth year, and 72 per cent at the end of the fifteenth year.

The Commission studied the Persian opium problem more from the point of view of the general economic condition of the country than of the specific question proposed to it of substitution of other crops for opium.

In so far as the Government revenue and the trade balance are concerned, their method of approach was the only one considered practicable. The most immediate and the most difficult question to resolve is, however, providing the cultivators with substitute crops. It is they who will suffer most severely from the curtailment of opium-production. The Parliament, in passing on the programme to be submitted to it by the Government, will give first attention to the situation of the peasant and the proprietor. It will therefore be necessary to convince the deputies that the programme proposed is practical and will not cause undue suffering.

The principal substitute crops recommended by the Commission are: cereals, rice, silk, cotton, tobacco, dried fruits and perfume plants. They also recommended for the opium cultivators increased production of wool, hides and leather. The Government is in accord with all of these with the exception of cereals and rice.

There is a normal surplus of wheat and barley in the opium-growing provinces, and their value is too low to permit their export in view of the high transport cost in Persia. Rice cultivation should be reduced if substitutes can be found on account of the spread of malaria and the difficulties experienced in selling the crop to Russia.

Time and Cost.

The recommendations made by the Commission in connection with crop substitution are therefore, in general, useful and valuable. They, however, omit two essential features of the programme — the cost of substitution and the time required to introduce the substitute crops. For silk, cotton, tobacco and dried fruits, which seem to offer the surest prospects, at least five or six years will be required to conduct the necessary experiments, train the peasants and get production under way.

The cost of the programme is almost impossible to estimate with any accuracy. Water is the great single factor in agricultural production in Persia. Irrigation is very costly. Opium requires less water than almost any substitute crop; moreover, it requires water at times when it is cheaper. The estimated cost of providing the additional water which will be required runs into such large figures that it is not desired to submit them until the question can be studied by irrigation engineers. It is, however, safe to say that it will run into millions of dollars.

The second and greatest item of expense is the provision of better means of transport. The road programme calls for an expenditure of 1,500,000 dollars a year for maintenance. This is four times the amount allotted for this purpose three years ago. Specific revenues have been assigned to provide the funds required. For the necessary construction and reconstruction of the roads, the American Road Engineer estimates that a minimum of 20,000,000 dollars will be required. No funds are in sight at present to enable undertaking this work, but the question is being studied.

The railroad construction programme has not yet been determined. It is probable that lines from the Persian Gulf to the Caspian, with a branch to Tabriz, will be the first to be constructed. Two main lines from north to south and from east to west will cost approximately 80,000,000 dollars. Specific revenues have been set aside which will, even without borrowing, make possible the construction of these lines within a period of fifteen years.

Under the present transport conditions, the cost of delivering many Persian agricultural products in the European or American markets is greater than the selling price.

Industries.

The most important of the Commission's recommendations is that industry be encouraged in Persia with a view to the curtailment of the present imports. For the ultimate solution of the opium problem and for the protection of Persia's economic life, this is absolutely essential. The industries proposed are: silk, cotton, wool, sugar, dried and preserved fruits, lime, cement and clay products, etc. In addition to these the Government is considering paper and match manufacture, hemp and jute, and the encouragement of the cottage industries and arts and crafts work. Special attention is also being given to the carpet industry, which is in a most unsatisfactory condition at present. A recent survey made indicates that for the necessary assistance in establishing Persian industry an expenditure of not less than three million dollars per annum will be required for the next seven years.

To summarise the cost features of the plans now under consideration, part of which are directly and all of which are indirectly concerned in the opium problem, it may be said that railroads involve an expenditure of eighty million dollars, roads of twenty million dollars plus an annual expenditure for maintenance of one million five hundred thousand dollars, encouragement of industry an expenditure of at least three million dollars per annum. The road construction and the road maintenance expenditure have already been provided for by assignment of specific revenues. The twenty million dollars required for road reconstruction, and at least that sum required for the development of industry, plus an unknown but very large sum required for irrigation, are not yet in sight.

The present policy of the Government is to avoid borrowing and to finance these improvements out of revenues. This conclusion has been reached owing to the fact that Persia cannot afford to incur financial obligations for expensive experiments, and it must be clearly realised that the substitution of other crops for opium is, and must be considered as, an experiment — and a dangerous

experiment — until the completion of the road programme and at least a north and south railroad give the assurance that low value agricultural products can be exported with profit.

Persian Programme.

Lacking data as to time and cost of crop substitution, and lacking the assurance that it will be possible to finance and to give tariff protection to substitute industries, Persia cannot at the moment accept an unlimited programme of reduction. The Government, however, desires, even in view of the fact that Persian opium does not enter into the manufacture of narcotics, to co-operate as far as is economically possible in the world effort for narcotic control and is even willing to take an advanced position in this respect. The programme to be submitted to the Mejliss provides for the acceptance of the recommendations of the Commission, with the reservation that after the plan has been in effect for three years the position will be reconsidered, taking into account the welfare of the cultivator, the budget, the trade balance and the economic situation of the country and the action taken by other producing and manufacturing countries to curtail production and manufacture.

The Government also proposes to recommend the exemption from land taxes of land diverted from opium-production, preference in loans to cultivators who reduce the area allotted to the production of opium, and changes in existing taxes which will expedite a decrease in the cultivation of and commerce in opium. Another important feature of the Government programme is the acceptance of the import certificate system under the same conditions as provided for curtailment of production on the area under cultivation.

Assistance required by Persia.

As stated earlier, Persia asks no loan to assist in the programme of substitution. Persia does, however, ask, and with all justice, that it be relieved of the fetters which have bound the country and have prevented its development since, following the Treaty of Turkomanchai a century ago, tariff control was imposed upon Persia by foreign Powers. The Government does not ask for the removal of restrictions on its tariff autonomy as a condition to the recommendation to the Parliament of a programme of opium substitution. It does, however, state, and correctly, that independence in fiscal affairs is an essential condition to the success of the programme. Persia — a country with an area of at least 625,000 square miles and a population of ten million people — has no industry of importance other than the manufacture of carpets. The cottage industries which formerly supplied Persia with her textiles and many other manufactures have been practically driven out of existence by the influx of cheap cottons and other manufactured goods from foreign countries.

It is entirely possible for Persia to redress her trade balance and to attain a position of economic independence if conditions permit the establishment and protection of industries suitable to Persian conditions. This cannot, however, be done unless Persia is given complete liberty of action in fiscal affairs. With such liberty it will be possible to enact tariff schedules which will enable the protection of industries to be established and, at least to some extent, assist in the necessary financing.

It is hoped and believed that the Council of the League will give its sympathetic consideration to this question, which is vital not only to the solution of the opium problem in Persia but to Persia's economic independence.

The PRESIDENT thanked Colonel MacCormack for his very detailed report, which afforded an interesting survey of the extremely complicated position existing in Persia.

M. ZALESKI spoke as follows:

The Council has heard with great interest the statement made by the Persian representative with regard to his Government's policy in the question of opium production.

Owing to the fact that it was impossible to circulate the report of the Commission of Enquiry and the observations of the Persian Government before the present session of the Council, my colleagues will, I feel no doubt, agree with me that we shall require more time in which to consider this very important question. The report of the Commission of Enquiry, and the observations on it, are of some length and will need careful examination.

I would further remind my colleagues that the Commission was set up in pursuance of a resolution adopted by the Assembly at its sixth ordinary session, it being left to the Council to nominate the members of the Commission. I think, therefore, that my colleagues will agree that the Assembly will certainly wish to hear the results of the enquiry for the setting-up of which it was so largely responsible. I would therefore suggest that the Council should decide to place the question of opium production in Persia upon the agenda of the eighth ordinary session of the Assembly. If the Council adopt this suggestion I would further propose that the members should reserve their comments upon the report and the Persian Government's observations until that date.

In the meantime the report and observations might be circulated to the States Members of the League, to the Parties to the Opium Conventions and to the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

I feel sure that all my colleagues will agree with me in offering the Council's heartiest thanks to the members of the Commission, who have carried out their difficult task with so much care and success, and to the Persian Government, which has shown so much good will in approaching this question of the curtailment of opium production.

The PRESIDENT, on behalf of the Council, thanked the Persian representative and Colonel MacCormack for having come to Geneva to take part in the Council's discussions on this subject.

The proposals submitted by the Rapporteur were adopted.

Mustafa Gholi Khan Kemal-Hedayat and Colonel MacCormack withdrew.

Geneva, June 1st, 1927.

LEAGUE OF NATIONS.

COMMISSION OF ENQUIRY
INTO THE PRODUCTION OF OPIUM IN PERSIA

LETTER FROM THE CHAIRMAN OF THE COMMISSION

Note by the Secretary-General:

The Secretary-General has the honour to circulate the attached letter from Mr. Frederic Delano, Chairman of the Commission of Enquiry into the Production of Opium in Persia, for the information of the delegates of the Eighth Ordinary Session of the Assembly, of the Parties to the Opium Conventions of 1912 and 1925 and of the members of the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

Washington, D.C., April 23rd, 1927.

To the Secretary-General,

Your letter of March 29th in regard to the proposed action to be taken with the Report of the Commission of Enquiry into the Production of Opium in Persia is at hand. May I assume that you will permit me, in view of the recent observations offered by the representative of the Persian Government, to submit certain personal comments, even though it has not been possible for me to consult my colleagues since the receipt of the data?

For a clearer understanding of the subject-matter of the report, a brief review of its salient features, both as to its basic facts and its findings, will be helpful. This is especially true because the report of the Commission was necessarily a composite product of three men of widely different experience, each one approaching the problem from his own point of view; and while the report as submitted was the unanimous report of the Commission, it is perhaps less clear and less readily understood than if it had been made by any one of the three Commissioners in his own way. Notwithstanding these difficulties, which are inherent to almost any report of this nature, the Chairman submits the following as his personal expression of the salient features of the report and the conclusions arrived at:

THE FINDINGS.

(Based, as explained by the Commission, largely on its own observations and those of previous European investigators, rather than upon statistical data which were largely non-existent.)

1. Persia was once the centre of the then-known civilised world, and the chief trade routes to the Far East lay across it. To-day it is off the main trade routes and, at least relatively speaking, is far more inaccessible than formerly.

2. North and North-West Persia have, under normal conditions, easy and close trade relations with Russia, Iraq (Mesopotamia), and with Turkey; while North-East Persia has close trade relations with Russian Transcaucasia, Russian Turkestan and Afghanistan; and South Persia close trade relations with Great Britain, with Iraq and with India.

3. Owing to the lack of good means of communications either by land or sea, internal commerce is greatly restricted, and foreign commerce exists, broadly speaking, only with cities near the frontier. (The report shows that the transport charges on goods moved chiefly by caravan, reduced to our nomenclature, amount to from 18 to 35 cents per ton mile.)

4. While it is probably true that Persia's undeveloped and undiscovered resources are large, the Persian people as a whole are poor — very poor ; and this is due to economic conditions which have in the last hundred years been driving her to the wall. During a considerable part of this time, Persia's trade balance has been against her, and the deficit has been in part represented by debt, but more often in the depletion of her capital, in her case of those savings of the past in the form of rare art treasures, beautiful fabrics, tiles, miniatures, and the like, which, to a constantly increasing extent, have gone out of Persia and have found their way into the collections of Europe and America.

5. By reason of famine, disease, civil wars, the causes of which may be traced largely to bad economic conditions, the population of the country has greatly diminished in the last fifty or sixty years, and is to-day, let us say, not in excess of one-third or one-fourth of what the country under more ideal economic conditions might support.

6. Persia, being a country of very scanty rainfall (estimated at from two to twelve inches per year), except in the north-western region and the Caspian Littoral :

(a) The cities and towns are located at the foothills where water from the melting snow is available ;

(b) Broadly speaking, one-third of the country is a desert, another one-third is mountainous and chiefly suitable for grazing ;

(c) The cities are far apart, and as the means of communication are poor, each city is a small empire by itself, only feebly connected with the capital ;

(d) Agriculture is chiefly dependent on irrigation, which demands intelligent and industrious labour, but that does not permit Persia to compete in the production of raw materials with those countries having an abundant rainfall. In addition, Persia is at a disadvantage of distance and high transport costs in reaching world markets.

7. The Caspian Littoral and the Karun Valley, lying adjacent to the Mesopotamian Plain, are to a considerable extent an exception to the above comments.

8. There is a lack of security in Persia which accounts to a considerable extent for what is frequently termed by foreigners a lack of initiative or public spirit. For example, the Commission found no disposition to store grains (*e.g.*, in ground silos) in abundant years to carry over to lean years. The reason given was lack of confidence in the security, the high rates of money, the want of adequate protection of private property.

9. Land titles in the same way are indefinite and insecure. There is no such thing as a land survey, or as the registration of titles. Something approaching it exists through the Church authorities.

10. Opium poppy is an ideal crop from several points of view, but chiefly because :

(a) It is an autumn-sown crop which can be irrigated in the late fall and early spring when water is plentiful. It is harvested in the late spring or early summer ;

(b) It has a high value per pound and money yield per acre, say, four times that of wheat and barley, which are also fall-sown crops ;

(c) Its high value per pound (say, \$6 to \$8) is such that it can bear the terrifically high transport charges prevalent in that country ;

(d) Being largely exported, it helps Persia to pay for imports, but it is not by any means certain that Persia would not be better off if she did not buy so largely abroad.

11. A number of industries for which Persia was once famous are dying out and Persia, instead of exporting only manufactured goods having high value (and so able to bear a high transport charge), is attempting to export raw material, such, for example, as wool, cotton (of inferior grade), rice, etc.

12. The industries which are dying out and which might be restored, are the production of :

(a) Silk, wool and cotton fabrics ;

(b) Pottery, tiles, earthenware, bricks ;

(c) Artistic metal-work ;

(d) Woodcarving, inlaying, etc. ;

(e) Painting miniatures, decorating, engrossing parchment, etc. ;

(f) Sheep, lamb and goat skins, hides, leather goods.

13. In addition to the industries which are dying out and which may again be put upon their feet, certain other industries can be developed, for example:

(a) Those dependent on the development of mineral oil, of which there is very evidently an abundance;

(b) Vegetable oils from oil seed, such as rape seed, peanut oil, castor oil, soya beans, etc.;

(c) Making and distributing dried fruits, preserves, etc.;

(d) Making sugar, especially from sugar cane;

(e) Plaster of paris (gypsum), lime and cement.

14. The Commission noted that the methods of agriculture were very primitive, but remarked that it does not follow therefrom that the farm implements and tools of Western Europe and America can be applied to Persian conditions, which are very different from those of Europe. The Commission fully appreciated the great difficulties in the way of introducing new methods of cultivation and crops.

CONCLUSIONS OF THE COMMISSION.

It is apparent from the above facts :

1. That Persia is suffering seriously from wretchedly inadequate means of internal communication; that this puts a very heavy tax upon commerce within the country itself. It is often far cheaper for a city close to the frontier to purchase from foreign countries raw materials or manufactured products which are produced or might be produced in Persia. The need of improved means of communication, chiefly roads for wheeled vehicles, is clearly indicated, though there is also an argument, supported not solely on economic grounds, but also by strong political and military reasons, for building a railroad from the capital to a port on the Persian Gulf.

2. Improved agricultural methods, adapted to intensive agriculture and horticulture, because the country is so dependent on irrigation, were urged by the Commission. Without increasing the acreage under cultivation, or the water consumed in irrigation, a greater product, or a product of greater value per acre, was believed to be possible.

3. A careful study of the water resources, with a view not only of conserving the water supply, but of securing it more efficiently and economically, was suggested. The use of artesian wells, oil pumps, and windmills, was suggested as promising.

4. The need of cheap combustibles is great on account of the bearing that it will have on various industries, some of them ancient industries which are dying out; also because a cheap combustible such as fuel oil or coal would stay the destruction of the forests and enable the gradual reforestation of the country, which is now sadly denuded. This has had an important effect in the destruction of soil through erosion, as well as by its indirect effect on climate.

5. A revival of the dying industries, and the protection of Persia against economic pressure of countries already highly industrialised, can only be brought about by a protective tariff. It may or may not be desirable for Persia to adopt the industrial methods of Western Europe and America (and on this point the Commission does not express an opinion), but whether or not it is desirable, the country needs protection during the period of adjustment which, even under favourable conditions, would take a considerable number of years to bring about.

6. The production of opium exists largely by reason of the economic conditions aforesaid. The Persian Government has indicated by its own actions, and by its efforts to prevent the consumption of opium at home (it is absolutely forbidden in the Government service or in the Army), that it considers the use of opium a serious menace. The Commission came to the conclusion that it was even a more serious menace than was usually appreciated; that it was slowly but surely destroying the man-power of the country; that it was impossible to produce opium for export and not have it also consumed in considerable quantities at home.

RECOMMENDATIONS OF THE COMMISSION.

In view of the basic facts and of the conclusions derived therefrom, the Commission recommended the following programme :

1. That Persia should allow three years to put its house in order, by which was meant improving its internal economic condition, making a start on building its roads, adjusting

its tariffs of import duties, improving its agricultural methods, building up its sources of revenue, before it undertook a reduction in the production of opium and the substitution of crops and industries therefor.

2. That better and more complete methods (indicated in considerable detail) be employed for the control of opium production and distribution.

3. Having taken these preliminary steps, it was believed that the Persian Government could safely undertake to reduce opium production by a reduction of ten per cent annually.

GENERAL COMMENTS.

It is important to appreciate that the Commission realised, in undertaking its mission, that its work would be futile if its recommendations did not appeal to the Persian Government and to leaders of thought in Persia as reasonable and practicable. The Commission was industrious in its efforts at working out such a solution of the problem as it believed the Persian Government might fairly be asked to undertake. The Chairman, speaking always in his individual capacity, sees nothing in the observations of the Persian representative to cause him to change his views. Doubtless the Commission has fallen into some errors of fact or conclusion, but it appears that these errors are not sufficiently important to modify the fundamental recommendations; and the Persian representative graciously accepts the programme as a *modus vivendi* for the coming six years, suggesting that the progress thereafter shall depend on the acts of other producing nations.

The Commission arrived at the conclusion that the production and use of opium in Persia had an important effect in sapping the vitality of the race. Furthermore, recent development in chemical research indicates that there is a serious economic risk attendant on the production of opium from poppy because the day is certainly not far distant when it will be produced synthetically and at a cost far less than it can be produced from the poppy. When that time comes, the production of the opium poppy will exist solely for local consumption, or for export for eating and smoking. Whether the result of this will be to make more difficult or less difficult the control of narcotics is another problem which need not be considered here; but it seems reasonably certain that when the alkaloid morphine can be produced in large quantities synthetically, it will be far less profitable to produce the opium poppy. This feature of the subject was not considered by the Commission, and is mentioned here only because of recent information coming to the writer; but any well-wisher of Persia must be convinced that the best thing she can do for her own welfare is to plan for a gradual replacement of poppy culture by agricultural products, and the development of industries, even though they do not immediately yield the same cash return. Such a course is the only one that will in the long run put the country on its feet.

In the observations of the representative of the Persian Government, most of which happily support the conclusions of the Commission, two criticisms are made which deserve especial notice.

The first of these is a statement that the Persian opium is low in morphine content and therefore unsuitable for the making of morphine and only suitable for smoking or eating. This may be true, but if true it is contrary to the claims repeatedly made to us by Persian officials. The Commission gave, on page 39 of the text of the report and in the footnote, the basis of its statement and there seems to be no reason as yet for modifying that statement.

Secondly, the Commission is criticised for not taking into account the relation which the reduction of poppy cultivation should bear to the reduction of its production elsewhere. This was not an oversight by the Commission, for the point was made more than once by Persian officials who appeared before the Commission. As pointed out by the Commission, then, such a suggestion would have been entirely beyond its authority.

In closing this communication, permit me to say, my dear Mr. Secretary-General, that the observations of the Persian representative appear, on the whole, to support the report of your Commission in all essential particulars, and I therefore feel sure that my distinguished colleagues will join me in hearty thanks and appreciation for the courteous and appreciative reception of the Commission's efforts to serve not only the League of Nations but the Government of Persia.

(Signed) Frederic A. DELANO.

LEAGUE OF NATIONS.

* O.C.492(a).

Geneva, June 11th, 1929.

RESOLUTIONS

of the Assembly, the Council and the
Advisory Committee on Traffic in
Opium and Other Dangerous Drugs from
October 1926. (For previous resolu-
tions see document O.C.492).

ASSEMBLY RESOLUTIONS .

September 1927, September 1928.

Eighth Assembly.

Resolutions adopted by the Assembly at its Meeting held on
September 20th, 1927.
(Adopted on the proposal of the Fifth Committee).

The Assembly notes with approval the report of the Advisory Committee on Traffic in Opium and other Dangerous Drugs and the resolutions contained therein, and earnestly recommends them to the attention of the States Members of the League.

The Assembly takes note of the report of the Commission of Enquiry into the production of opium in Persia, of the observations of the Persian Government on that report, and of the letter from the Chairman of the Commission of Enquiry to the Secretary-General dated April 23rd, 1927.

It expresses its sincere thanks to the members of the Commission for their valuable work, and its high appreciation of the good-will shown by the Persian Government in co-operating with the League in its attempts to reach a solution of the difficult and complicated problem of narcotic control.

The Persian Government having declared that the success of its programme will, in large measure, depend on its obtaining liberty of action in tariff affairs and on the removal of the restrictive tariffs on Persian products which must be substituted for opium, the Assembly expresses the hope that the Governments concerned will give their earnest and favourable attention to those conditions and that the Persian Government will keep the League of Nations informed of the progress made in carrying out the scheme proposed for the gradual diminution of the cultivation of the opium poppy in Persia.

It earnestly recommends to all countries concerned with the production and manufacture of dangerous drugs and their raw material the enactment of legislation similar to that now proposed by the Government of Persia, or such equivalent action as will ensure the necessary reduction of raw material and the manufacture of drugs.

NINTH ASSEMBLY.

RESOLUTIONS ADOPTED BY THE ASSEMBLY AT ITS MEETING HELD ON
SEPTEMBER 20th, 1928.

(Adopted on the Proposal of the 5th Committee).

Advisory
Committee,
10th & 11th
Session
reports.

The Assembly notes with approval the reports of the Advisory Committee on Traffic in Opium and other Dangerous Drugs on the work of its tenth and eleventh sessions, together with the resolutions contained therein.

September 24th, 1928.

Commission
of Enquiry
into the
Control of
Opium-Smok-
ing in the
Far East.

The Assembly recommends the Council to appoint a Commission of three persons to enquire into and report upon the situation in the Far Eastern territories of the Governments which agree to such an enquiry as regards the use of opium prepared for smoking; the measures taken by the Governments concerned to give effect to the obligations undertaken in Chapter II of the Hague Opium Convention of 1912 and in the Geneva Opium Agreement of February 1925; the nature and extent of the illicit traffic in opium in the Far East and the difficulties which it causes to the fulfilment of those obligations; and to suggest what action should in the circumstances be taken by the Governments concerned and by the League of Nations.

The Assembly also expresses the hope that the Government of the United States will permit the Commission to visit the Philippines and inform itself of the experience of the system of prohibition in operation there.

COUNCIL RESOLUTIONS.

December 1926 - March 1929.

December 7th, 1926.

Representation
of Italy on the
Advisory Committee.

The Council instructs the Secretary-General to invite the Italian Government to nominate a representative to sit as a member on the Advisory Committee on Traffic in Opium and other Dangerous Drugs.

March 9th, 1927.

Assessors.

The Council decides to re-appoint M. Henri Brenier and Colonel Arthur Woods to serve as assessors on the Advisory Committee on Traffic in Opium and other Dangerous Drugs for a further period of one year from April 1st, 1927. The Council wishes to express its appreciation of the services of these assessors during the past year.

The Council further decides to appoint Mr. L.A. Lyall to serve on the Advisory Committee as the assessor having knowledge of conditions in the Far East. This appointment is also made for one year, expiring on April 1st, 1928.

March 11th, 1927.

Advisory Committee
report, 9th Session.

1. The Council notes the report and resolutions of the Advisory Committee on Traffic in Opium and other Dangerous Drugs passed during its ninth session and adopts the present report.

2. The Council, being of opinion that the calling of an extraordinary session of the Advisory Committee at a later date to discuss the question of the illicit traffic may well be desirable, asks the Secretary-General to communicate this opinion to the Chairman of the Committee, and to empower him in the name of the Council, to call such a session at a date not later than immediately after the next session of the Assembly should the circumstances warrant such action.

Persian Commission
of Enquiry.

3. The proposal submitted by the rapporteur that the question of opium production in Persia should be put on the agenda of the eighth ordinary session of the Assembly and that meantime the report and observations should be circulated to the States Members of the League, to the Parties to the Opium Convention and to the Advisory Committee on Traffic in Opium and other Dangerous Drugs, was adopted.

June 13th, 1927.

Permanent
Central
Board.

The Council,

Having considered the request contained in Article 7 of the Final Act of the Second Opium Conference, dated February 19th, 1925, to the effect that the expenses of the Central Board and its administrative services should be included in the expenses of the Secretariat of the League of Nations,

Refers the request to the Assembly for decision.

The Council instructs the Secretary-General to communicate document C.240.1927.XI, the present report and the minutes of this meeting of the Council to the Government of all States Members of the League.

Swedish
reserva-
tions,
regarding
ratifica-
tion of
the Geneva
Opium Con-
vention of
1925.

Extracts from M. Zaleski's report, which was adopted:

"I should like to suggest to my colleagues that the Advisory Committee on Traffic in Opium should be requested to examine the question at its next session, and present a report to the Council embodying its views on the subject. The Swedish Government should, I think, be invited to send a representative to explain its point of view to the Advisory Committee, should it desire to do so."

The rapporteur added that, since his report had been distributed, four replies - coming from the Governments of Austria, the Free City of Danzig, Japan and Czechoslovakia - had been received by the Secretariat. He would propose that these replies should be sent to the Advisory Committee on Traffic in Opium and other Dangerous Drugs, in addition to those which had already been communicated to the Council by the Secretary-General.

The above proposal, together with the conclusions of M. Zaleski's report, was adopted.

December 6th, 1927.

Advisory
Committee
report,
10th
session.

The Council notes the report and resolutions of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs adopted at the tenth session of the Committee, and adopts the present report.

Extract from report by Canadian representative on
the work of the 10th session of the
Advisory Committee.

"That the Secretary-General be instructed to convene the next session of the Advisory Committee on Traffic in Opium and other Dangerous Drugs for April 10th, if the Council decides to meet four times a year, as in the past. Should the Council decide otherwise, the Secretary-General is instructed to convene the next meeting of the Committee for January 16th."

March 5th, 1928.

Assessors.

The Council decides to appoint M. Henri Brenier, Mr. L.A. Lyall and Colonel Arthur Woods as assessors on the Advisory Committee on Traffic in Opium and other Dangerous Drugs for a further period of one year from April 1st, 1928. The Council desires to express its appreciation of the services which they have rendered during the course of the last year.

June 8th, 1928.

Advisory
Committee
report,
11th session.

The Council takes note of the report and resolutions adopted by the Advisory Committee on Traffic in Opium and other Dangerous Drugs at its eleventh session, and adopts the present report.

August 31st, 1928.

Commission
of Enquiry
to the Far
East.

The Council decides to refer to the Assembly for its consideration the proposal of the representative of His Majesty's Government in Great Britain respecting the control of opium-smoking in the Far East.

Central
Opium
Board.

The President proposed that the Council should adopt the conclusions of the report concerning the Central Board (Document C.412.1928) and that the question should be adjourned to a later meeting at which the Council would determine the procedure to be adopted. He also suggested the adoption of the rapporteurs proposal regarding the collaboration of the United States. (The Council is to ask the Secretary-General to convey, on its behalf, an invitation to the United States to nominate a person to participate in the appointment of the Central Board).

The proposals of the President were adopted.

September 26th, 1928.

Central
Opium
Board.

Proposals by the rapporteur.

That each State should submit the name of one person satisfying the condition (just quoted) with regard to the producing and manufacturing countries, and one person satisfying the same condition with regard to the consuming countries. In making the nominations, a State would not necessarily nominate its own nationals. It would, in fact, be a distinct advantage if, in making its nominations, each State should see fit to include the name of at least one person of a nationality different from that of the nominating State.

In making its nominations, a State should indicate the qualifications and past experience of the persons nominated. It should satisfy itself, moreover, that each

candidate is willing to serve, if nominated, and is fully aware of the conditions of appointment (which I have just quoted) and of the budgetary provision which the League has made for the members of the Permanent Central Board. The nominations should reach the Secretary-General not later than November 15th, and the Secretary-General should be asked to communicate the names immediately to all Members of the Council. In the case of non-European countries, they might be made, if desired, by telegraph.

From the list of names thus submitted, a Sub-Committee of the Council, composed of the rapporteur, together with the representatives of two other States Members of the Council, should select the names of 16 persons who completely satisfy the conditions of Article 19 of the Convention, and should communicate these names to the other Members of the Council at least 3 or 4 days before the matter is brought before the Council. I suggest also that the Council may well see fit to invite the representative of the United States, should such representative be appointed, to become a member of the Sub-Committee. In making this selection, the Sub-Committee should give full consideration to the importance of including within the number selected, in equitable proportions, persons possessing a knowledge of the drug situation, both in the producing and manufacturing countries on the one hand, and in the consuming countries on the other hand, and connected with such countries.

This selection of 16 names having been made, the Council, assisted by the person appointed by the United States of America to participate in the appointment of the Central Board, in the event of such a person being appointed, should then proceed to appoint the 8 members of the Permanent Central Board.

These proposals were adopted.

M. Dandurand reminded the Council that he had suggested as members of the Sub-Committee, the President of the Council, the Japanese representative and the Rapporteur.

This proposal was adopted.

December 11th, 1928.

Central
Opium
Board.

M. Dandurani read the following report:

"The Members of the Council will recollect that, at a meeting on August 31st, 1928, it was decided to invite the Government of the United States of America, in accordance with the terms of Article 19 of the Geneva Opium Convention, to nominate a person to participate in the appointment of the Permanent Central Board. The reply, dated October 1st, of the Government to this invitation has already been circulated to the Council (document C.L.182.1928.XI).

I feel sure that the Council, whilst greatly welcoming the offer of the United States Government to furnish such information as the Central Board may request, will regret the refusal of that Government to participate in the selection of the Central Board.

During the past three years, the Council has taken the view that the coming into force of this Convention at the earliest possible moment was vital to the fulfilment of the responsibilities assumed by the League under the Covenant in connection with traffic in opium, and it has therefore frequently and insistently urged the ratification of the Convention.

In these circumstances, my colleagues may wish, in view of certain statements made by the Government of the United States of America in its reply, to consider the desirability of commenting on these statements in a memorandum which could be considered at a later date during the present session."

The conclusion of the report was adopted and the rapporteur was requested to submit a report later to the Council.

December 11th, 1928.

Request from the International Criminal Police Commission for representation on certain League Committees.

M. ZUMETA read the following report⁽¹⁾:

The Council has received a memorandum from the International Criminal Police Commission at Vienna, which was transmitted by the representative of the Austrian Government at Geneva (document C.572.1928). In this document the International Criminal Police Commission requests that it may be represented at the Conference for the Suppression of Counterfeiting Currency which has been convened for April 9th next, and further requests that the various Committees of the League

(1) Document C.636.1928.XII.

of Nations which deal with matters connected with crime (such as traffic in women, the drug traffic, obscene publications, juvenile crime, etc.) should call in representatives of the International Criminal Police Commission as criminal experts.

As to the first request, the Council will know that there are many precedents. At most of the international conferences of Government representatives organised by the League during the last few years, international organisations were invited to be present in an advisory capacity. I mention as an example the general meeting of Government experts on Double Taxation and Tax Evasion held last October, at which a delegation of the International Chamber of Commerce was present. Even more recently, at the International Statistical Conference which opened in Geneva on November 26th, 1928, there were delegations of the International Institute of Agriculture and the International Chamber of Commerce. From a technical point of view, the presence of a representative of the International Criminal Police Commission at the Conference for the Suppression of Counterfeiting Currency could only be appreciated. I suggest, therefore, that the Council authorise the Secretary-General to invite the International Criminal Police Commission to be represented in an advisory capacity at this Conference.

As to the second request, I propose to you to ask the Secretary-General to communicate the memorandum of the International Criminal Police Commission to such League Commissions as he may think desirable, so that these Commissions may, when necessary, call in representatives of the International Criminal Police Commission as criminal experts.

The conclusions of the report were adopted.

December 13th, 1928.

Commission
of Enquiry
into Opium-
Smoking in
the Far East.

The report by the British Government was transmitted by a letter dated December 1st (see Document C.598.1928) In view of all the circumstances it would seem desirable that the Commission - if satisfactory arrangements for it are made - should not leave on its mission until about September next year. It would then have six months of cooler weather for its investigations, and would thus be much freer to arrange its itinerary in accordance with its needs than it would have been if it had started, as originally contemplated, late this winter.

The conclusions of the report were adopted.

Central
Board.

The Council requested M. Dandurand, M. Adatci and M. Procopé to propose to it a list of eight persons, chosen from the list already submitted to it, to serve on the Permanent Central Board.

December 14th, 1928.

Central
Board.

In accordance with the Council's decision on December 13th with regard to the appointment of the Central Board, to entrust the Sub-Committee, composed of the representatives of Japan, Finland and the rapporteur, with the further task of selecting eight names from amongst the seventeen candidates nominated by the countries concerned, the following eight names are submitted:

Dr. O. Anselmino.
M. C.J.J. Bonin.
Professor Guiseppe Gallavresi.
Mr. D.A. Lyall.
Mr. H.L. May.
M. M. Miyajima.
Sir B.K. Mullick.
M. Henrik Ramsay.

The conclusions of the report were adopted.

March 7th, 1929.

Permanent
Central
Board.

M. Dandurand read the following report:

I presume that the Council will see no difficulty in accepting the proposal made by the President of the Opium Central Board in his letter dated January 18th, 1929, which has been circulated to the Members of the Board, that the Board should meet again in April and present a report to the June session of the Council.

I suggest, therefore, that the Secretary-General should be asked to write to this effect to the President of the Board.

The conclusions of the report were adopted.

Advisory
Committee
Report.

The Council takes note of the report and resolutions passed by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs at its twelfth session and adopts the present report.

Appointment of
Assessors.

The Council approved the appointment of M. Cirks as Assessor to the Advisory Committee for the period of one year ending March 31st, 1930.

The Council approved the suggestion that the Secretary-General should write to the Chamber of Commerce at Marseilles emphasising the importance of M. Brenier's presence during the whole period of the Advisory Committee's meetings.

March 9th, 1929.

Appointment of
Commissioners
to the Commission
of Enquiry to the
Far East.

The rapporteur's proposals with regard to M. Ekstrand, M. Léo Gérard and M. Havlasa were adopted.

ADVISORY COMMITTEE ON TRAFFIC
IN OPIUM AND OTHER
DANGEROUS DRUGS.

9th Session, January - February 1927.

RESOLUTIONS.

I.

The Committee desires to call the special attention of the Council to the long delay in bringing the Geneva Convention of February 1925 into force. Notwithstanding the resolutions adopted by the Council and the Assembly during the years 1925 and 1926 on the subject, the number of ratifications deposited up to the present date, nearly two years after the close of the Conference, is very small. The Committee would, in particular, respectfully remind the Council that, under Article 36 of the Convention, the Convention will not in existing circumstances come into operation until at least seven of the States represented on the Council, of which two must be States having permanent seats, have ratified it, and that up to the present only one permanent Member and one non-permanent Member of the Council have done so.

The Committee would urge in the strongest way that great difficulties will continue to be encountered in dealing with the huge illicit traffic which still exists unless the further powers which the Convention confers are obtained and that serious harm is being caused by the long delay in bringing the Convention into general operation. The Committee therefore ventures to address an urgent request to the Council that it will give the question of early ratification its most serious consideration at its next meeting.

II.

The Advisory Committee, after a careful examination of a large mass of information in regard to the illicit traffic in the drugs which has again been placed before it, reports to the Council that, while information continues to accumulate as to the huge extent of the traffic and the methods by which and the channels through which the drugs are smuggled, information is still almost completely lacking as to the sources from which the drugs are obtained by the illicit traffickers. The Committee regards it as one of the most urgent needs of the present moment that those sources should be discovered - and in view of the universal character of the menace and of the interest which all countries have in averting that menace from their own peoples, the Committee desires to urge as strongly as possible

that a systematic and searching enquiry should be undertaken (if that has not already been done) without delay by the Governments of all the countries which manufacture the drugs or import them on a considerable scale with a view to discovering from whom and by what methods the illicit traffickers procure their supplies. The Committee recommends that, in addition to any methods of investigation which the Governments may think it desirable to employ for the purpose of this enquiry, a thorough examination should be made of the books, registers of purchasers and sales of the drugs, and other records of the manufacturers or importers of the drugs, and of all persons dealing in the drugs on a considerable scale, so as to track down the drugs to the point at which they reach the illicit traffickers; and all such manufacturers, importers and dealers should be required, for the purpose of the special enquiry proposed, to furnish full particulars in regard to any transactions which are not clearly proved to be destined for medical and scientific purposes.

Further, the Committee desires again to place on record its view that any such manufacturer, importer or dealer found to be knowingly supplying the drugs for other than medical or scientific purposes should, in addition to any penalty to which he may be liable under the laws in force, be prohibited from manufacturing, importing or dealing in any of the drugs for the future. The Committee would also urge that the greatest care should be taken to ensure that licences to manufacture, purchase, import, export or deal in the drugs should only be issued by the Government authorities to persons who can fully establish the bona-fide character of their business.

III.

The Committee requests the Council to invite the Secretary-General to call the attention of all Governments in Europe, and of such other Governments as appear likely to be interested in the matter, to the fact that enormous quantities of dangerous drugs are being exported to China by post. In this connection, the attention of these Governments should, it is suggested, be invited to Resolution IX appended to the report forwarded last year by the Committee to the Council. A copy of the list of seizures received by the Committee from the Chinese Maritime Customs - through the International Anti-Opium Association of Peking - should be forwarded, and the Governments should be requested to exercise special vigilance in the case of all postal matter destined for China in so far as this is possible.

IV.

The Committee:

(1) Takes note of the fact that the Turkish Government has not replied to the letter sent out on the instructions of the Council on October 20th, 1926;

(2) Requests the Secretary-General to arrange that, if no answer is received from the Turkish Government before the March meeting of the Council, the attention of the Council should be called to this omission.

V.

The Committee calls the attention of the Council to the difficulty experienced by the Committee in forming an opinion as to the exact situation of the traffic in opium and other dangerous drugs in Central and South America, due to the incomplete information at the Committee's disposal regarding these countries. The Committee therefore requests the Council to invite the Secretary-General to approach the Governments of these countries in order to obtain:

(1) Regular annual reports to be despatched on October 1st of each year, and to be based on the model form now generally adopted;

(2) Copies of the laws and regulations in force concerning the traffic in narcotics;

(3) Information with regard to the administrative arrangements for enforcing the laws and regulations in vigour and, in particular, information as to the acceptance and application of the import and export certificate system;

(4) Information as to whether these Governments intend to ratify, or adhere to, the Geneva Convention of February 19th, 1925;

(5) Information as to the illicit traffic in narcotics in their respective countries;

(6) In cases where the Hague Convention of 1912 has not yet been ratified and enforced, information as to when such ratification and enforcement may be expected.

VI.

The Committee desires to draw the attention of the Council to the necessity for controlling adequately the opium and drug traffic in free ports and free zones. It requests the Council to invite the Secretary-General to approach the Governments of countries where free ports and free zones exist, in all cases where these Governments have not already furnished information, with a view to obtaining complete lists of such free ports and zones, and statements as to whether the national legislation regarding opium and narcotic drugs is applied in these free zones or ports. Governments which do not apply their national drug regulations in the free ports or zones within their territories should be asked to furnish precise information as to the system of control they apply in such areas, and to forward copies of the relevant regulations.

VII.

The Committee requests the Council to invite the Secretary-General to approach the various Governments which forward reports, with the object of explaining to them that the annual reports should give statistics of actual imports and exports and not of the quantities which may have been authorised for import or for export. The object is to obtain statistics which represent the actual facts as regards import

and export, as otherwise comparisons between the imports and exports of one country with the exports or imports of the corresponding country are rendered difficult or impossible.

The Committee also recommends that, in cases where an exporting country authorises an export of narcotics to another country which has not accepted or applied the import and export certificate system, the exporting country should, in all cases, inform the country of destination of the fact that such an export authorisation has been given.

VIII.

The Committee notes that certain Governments which do not send regular annual reports on the traffic in opium and other dangerous drugs apparently omit to do so since the narcotic question appears to them to be of little or no domestic importance in their territories. The Committee wishes to point out that a country in which drug addiction is not prevalent and in which there is little or no traffic in narcotics may still, on account of its geographical position or for other reasons, be of importance from the point of view of control over the international narcotic traffic. The Committee therefore requests the Council to invite the Secretary-General to communicate with the Governments of the following States: Albania, Dominican Republic, Ethiopia, Haiti and Luxemburg, with the object of obtaining regular annual reports from these countries. The Committee suggests that, if this recommendation be approved, a separate letter should be issued to each such Government; in this letter a brief statement could be given of the reasons leading the Committee to attach special importance to the regular receipt of the report in question.

IX.

In view of the importance which the Committee attaches to the examination of the annual reports from Governments, and in order that these reports may be received in time for adequate examination, the Committee requests the Council to invite the Secretary-General to send each year to all Governments, two months before the date fixed for the despatch of their report, a letter expressing the hope that they will be in a position to forward their report on or before the due date.

X.

In view of the geographical position of Estonia and Lithuania, which renders these two countries important from the point of view of the transit of drugs between certain manufacturing and consuming countries, the Committee requests the Council to invite the Governments of Estonia and Lithuania to furnish as detailed information as possible with regard to their laws and regulations relating to the import, export, and transit of narcotic drugs, and also to supply copies of any laws and regulations in force governing the internal trade in opium and drugs. It would be of great assistance to the Committee if the Government of Lithuania, which has already accepted the import and export certificate system, would be good enough to state whether that system is now effectively applied.

10th SESSION, SEPTEMBER - OCTOBER 1927.

RESOLUTIONS.

Resolution I.

The Committee desires to draw the special attention of the Council to Resolution I passed at the Committee's ninth session. Further experience has strengthened the conviction of the Committee of the absolute necessity, if the illicit traffic is to be adequately dealt with, of the powers which the Geneva Convention of 1925 confers. Until that Convention comes into operation, over as wide a field as possible, little progress can be hoped for in combating the illicit traffic. As twelve ratifications of, and six adhesions to, that Convention have now been recorded, the entry into vigour of the Convention depends solely on the action taken by the States Members of the Council. Four further ratifications by such States are necessary before the Convention comes into force. The Committee ventures to repeat its urgent request that the Council will give this question its most serious consideration at its next meeting.

Resolution II.

The Committee requests the Council to represent to the Government of China that it would prove of the greatest assistance to the Committee in its work if it were provided with a report as to all important seizures of narcotic substances effected by the Chinese Maritime Customs at the various ports and stations which are controlled by that service. Such reports would also help other Governments to prevent the illicit export of narcotics into China. The reports, to be of value, should be forwarded to the League as soon as possible after the end of each quarter; and they should contain all relevant details (such as quantities, description of packages, labels - of which samples should be sent whenever possible - route followed, origin of the goods if known, references to the bills of lading under which forwarded, name of consignor and consignee, and in general all details which will assist in tracing the origin of the goods and the precise manner in which they came to find their way into the illicit traffic).

Resolution III.

In view of the large seizures now being effected in several countries - seizures which in some cases exceed the volume of the licit traffic - and the fact that all Governments do not give precise information as to the manner in which narcotic substances so seized are dealt with, thereby rendering it difficult to form an accurate idea as to the position of the traffic, the Committee requests the Council to be good enough to ask all Governments to state, in their annual reports, the precise manner in which such confiscated substances have been dealt with, and to give such other information as may be useful in regard to such confiscation or disposal.

(It will be observed that this resolution reproduces the wording of Article 22 (I)(e) of the Geneva Convention, which imposes an obligation of this character in respect of the reports to be sent by the contracting parties to the Central Board when the latter is constituted.)

Resolution IV.

The illicit traffic undoubtedly continues "on an enormous scale"*, it is "backed by huge financial resources"** and "drugs are still being smuggled in very large quantities"***, It appears impossible at present to restrict the export from producing countries of raw opium and coca leaves to the small quantity necessary to supply the medical needs of the world. Experience also shows that the smuggling of drugs can be restricted to a considerable extent, but cannot be wholly stopped by measures that fall short of complete control, in view of the great financial gains which ensue from the smuggling of even small quantities. If all drug factories were adequately controlled by their Governments the drug problem would in large measure be solved.

The Committee therefore requests the Council to urge as insistently as possible upon all Governments Members of the League and parties to the Opium Conventions that all factories manufacturing dangerous drugs should be owned, or adequately controlled, by their Governments. Under either system the Governments would at least:

(1) Regulate, and require an accurate accounting of, all internal traffic, including the purchase of raw materials, manufacture, sales, distribution, storage;

(2) Strictly control the issue and possession of licences or authorisations for the manufacture, sale, distribution and storage of the drugs;

(3) Adopt, and rigidly enforce, the import and export certificate system;

(4) Strictly control the export of dangerous drugs to any country which does not enforce the import and export certificate system. Where this system is not in force in the importing country, the Government of the exporting country must satisfy itself, beyond reasonable doubt, that the demand is for legitimate purposes only. This presentation is particularly important, since the readiest route which the illicit traffic can follow is through those countries which do not enforce the import and export certificate system. It is recognised that this will present various difficulties until the Central Board has been constituted; but it is imperative that such control should be exercised, as far as that is practicable, by the exporting countries until the Central Board begins to function. Experience in certain countries has shown that, even in present circumstances, a large measure of effective control can in fact be exercised in such cases.

* See Report of the Committee to the Council on the Work of its Second Session (document A.15.1922).

** See Report of the Committee to the Council on the Work of its Seventh Session (document A.28.1926).

*** See Report of the Committee to the Council on the Work of its Ninth Session (document C.29.M.19.1927).

11th SESSION, APRIL 1929.

RESOLUTIONS.

Resolution I.

The Committee requests that the Governments should be asked to classify their exports and imports of raw opium according to the country of production (Turkish, Persian, Indian, etc.), and that a form of table for the purpose should be prepared by the Secretariat and sent to the Governments.

Resolution II.

In view of the failure of certain Governments to furnish annual reports on the trade in opium and drugs in their territories, as recommended by the Assembly and Council of the League, the Committee asks the Council to instruct the Secretary-General to send a reminder to any Government which fails to send in its report (by July 1st in the case of European countries and November 1st in the case of countries outside Europe). If no reply is received to the reminder, a second reminder should be sent (by cable when necessary) not less than one month before the date of the annual meeting of the Committee.

Resolution III.

The careful examination which the Committee had made of the numerous reports in regard to the illicit traffic which have been received since the meeting in October last, and which show that this traffic continues on an enormous scale, emphasises in the strongest way the urgent necessity for: (a) the immediate ratification and enforcement by all States Members of the League of the Geneva Convention of 1925; (b) the adoption and strict application of the other measures which have been recommended by the Committee from time to time and in particular the following:

1. Withdrawal of the licence to manufacture or trade in the drugs from any firm if there is sufficient evidence to show that the firm is engaged in or is knowingly supplying drugs for the illicit traffic.

2. Strict control over exports to countries not exercising adequate supervision over trade in the drugs, and the rigid limitation of such exports to the quantities that may reasonably be required for medical purposes in the country itself.

3. Immediate communication of the fullest particulars relating to any important seizures of smuggled drugs to the Government of any countries in which the persons connected with the transaction may be or may have been residing at the time or in which any part of the transaction may have taken place.

4. Immediate and full investigation, on the receipt of particulars of such a transaction, whether directly or from the League, by the Government.

5. Exercise of an adequate control by every Government to ensure as far as possible that its territories shall not be used for the transit or transshipment of consignments of drugs (whether declared as such or not) for the illicit traffic.

6. Provision in each country's national law of severe penalties for persons convicted of organising the smuggling of drugs whether into that or into other countries.

Resolution IV.

The Committee has had its attention called to the difficulties experienced by the authorities in their investigations as to the persons responsible for the smuggling of a large quantity of drugs which were recently seized in New York through their inability to obtain from the Government of the exporting country photographic or other facsimiles of certain cables sent from that country to the United States and the names of the persons sending them. In view of the extreme importance of obtaining all possible information as to the persons who organise the illicit traffic, and who for this purpose abuse the facilities afforded by the telegraphic and other means of communication, the Committee would urge that every Government should in such cases, on the application of a responsible Government and on being satisfied that the information is necessary for the investigations by the responsible authorities in the country of seizure, furnish facsimiles of the telegrams sent in connection with a smuggling transaction and the names of and other particulars relating to the persons sending them, and, if the power to do so does not exist at present, should, if possible, obtain such power.

Resolution V. (Swedish Reservation).

The Committee would point out that the Convention allows two alternatives: the registration by the pharmacist of the details of the supply of the drug or the retention by the pharmacist of the prescription; that the difficulties in the way of registration are not, in its opinion, such as to justify a reservation on the point; and that it deprecates, for the reasons which appear in the Minutes of the discussion of the Committee, the acceptance of the Swedish reservation.

Resolution VI.

The Committee desires to draw the attention of the Council to the attempt which has been successfully made to evade the existing system of control over the traffic in drugs by the manufacture of benzoyl-morphine and other esters of morphine which fall outside the provisions of most national laws but from which morphine can easily be recovered and which, so far as known, are liable to give rise to the same abuse; and it would urgently recommend that, pending the completion of the procedure under Article 10 of the Geneva Convention for bringing such substances within the scope of the Convention, the Governments should immediately apply to benzoyl-morphine, and possibly other similar substances if manufactured, the same control over manufacture, distribution, export and import as in the case of morphine.

Resolution VII.

At the request of the Council, the Advisory Committee on Traffic in Opium and other Dangerous Drugs considered the proposal made by the representative of the Italian Government on the Council to constitute the Secretariat of the Permanent Central Board, which was provided for in the Opium Convention of February 19th 1925, as an integral part of the Secretariat of the League of Nations.

The Advisory Committee considers that this proposal is in complete agreement with the stipulations of Article 20, paragraph 1, of that Convention, whereby the Secretary-General of the League of Nations is requested to provide for the control of the staff in administrative matters.

This proposal, moreover, does not in any way affect the right, which is conferred on the Central Board by paragraph 2 of the said Article 20, to nominate the members of its staff, who will be appointed by the Secretary-General, subject to the approval of the Council.

12th SESSION, JANUARY - FEBRUARY 1929.

The Committee desires to emphasise in the strongest possible manner the grave hindrance which is being caused to the work of the League in the supervision of the traffic in opium and dangerous drugs (entrusted to the League by Article 23 of the Covenant) by the fact that more than one half of the States Members of the League, including six Members of the Council itself, have not yet ratified the Geneva Opium Convention of 1925. Although the Convention has now come into force in the States which have ratified or adhered to it, the provisions which it contains for the control of the international trade in opium and drugs and the suppression of the illicit traffic cannot operate effectively, nor can the Central Board which has now been appointed to watch the course of the international trade, carry out its duties successfully, if a large number of States are unwilling to undertake the obligations of the Convention.

The Committee would therefore suggest to the Council that it should cause a special letter of enquiry to be addressed to each Member of the League which, up to the present has failed to ratify or adhere to the Convention, explaining the importance to the work of the League of the ratification of the Convention by all its members, including the consuming countries equally with the producing or distributing countries, and requesting it to inform the Council whether it will ratify or adhere to the Convention, or if there are difficulties in the way of such ratification or adhesion, to state what the difficulties are, so that they can be considered by the Council.

In one or two cases in which the Government has already explained the position in its country, a letter in somewhat different terms would be required.