Geneva, June 30th, 1939.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC
IN OPIUM AND OTHER DANGEROUS DRUGS

REPORT TO THE COUNCIL ON THE WORK OF THE
TWENTY-FOURTH SESSION
Held at Geneva from May 15th to June 12th, 1939

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XI. OPium AND OTHER DANGEROUS DRUGS
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The Advisory Committee on Traffic in Opium and Other Dangerous Drugs has the honour to submit to the Council the following report on the work of its twenty-fourth session, held at Geneva from May 15th to June 12th, 1939.

The Committee elected as Chairman, Major Coles (United Kingdom); as Vice-Chairman, first, His Excellency M. de Castro (Uruguay), who was unable to come to Geneva, and, secondly, Lewa Sir Thomas Russell (Egypt), who duly acted in that capacity; and as Rapporteurs, M. Gavrilovitch (Yugoslavia) for the proceedings in general and His Excellency M. Bourgois for the questions concerning the preparatory work for the Conference for the Limitation and Control of the Cultivation of the Opium Poppy and the Production of Raw Opium and the Control of Other Raw Materials for the Manufacture of Opium Alkaloids.

Peru and Uruguay, both at present members of the Committee, took no part in the work of this session. Japan has withdrawn from the Committee. Spain sent an observer, M. A. E. Blanco, who was present throughout the session.

The Committee expressed regret at losing the services of several former members: His Excellency M. Abdollah Bahramy (Iran), M. Joseph Svoboda (Czecho-Slovakia), Dr. Fernandez (Portugal) and M. F. Carreras Reura (Spain).

The Committee was glad to welcome the new representative of Iran, M. Abdollah Entezam, and the new representative of Portugal, M. de Magalhaes.

The Committee welcomed the representative of a new Government Member of the Committee, Professor Ballenegger, representative of Hungary, who had already worked with the Committee at its previous session in connection with the limitation and control of the opium poppy and the production of raw opium. The Committee greatly appreciated the assistance which it again received from Sir Malcolm Delevingne, invited to participate in the discussions on this subject in the capacity of expert.

Further, the Sub-Committee on Cannabis had the benefit of the valuable assistance of Dr. J. Bouquet, Inspector of Pharmacies in Tunis, in the capacity of expert for questions relating to cannabis.

The Committee proposes to the Council that the appointment of Dr. de Myttensere, Assessor, which expires on December 31st, 1939, should be renewed for one year. It further proposes that the Council should appoint two additional assessors for one year (1940): Mr. W. Gaskell in regard to the preparatory work for the Conference on Raw Materials, of which subject he already has technical experience, and Dr. J. Bouquet for questions relating to cannabis.

Finally, the Committee, having to nominate a member of the Supervisory Body set up under the 1931 Convention, the appointment of whose present members expires in July of this year, re-elected Sir Malcolm Delevingne for a further period of three years.

Departure of M. Ekstrand.

The Advisory Committee was informed of the impending departure from the Secretariat of the League of Nations of M. Erik Einar Ekstrand, who, from April 1st, 1931, has been the Director of the Opium Traffic and Social Questions Sections. The Committee desires to associate itself with the tribute paid to M. Ekstrand by the Chairman at the public meeting on
June 12th, 1939, and to place on record its appreciation of the services of M. Ekstrand as Secretary to the Committee and as Director of the Opium Traffic Section during a period which has resulted in marked progress in the Committee's field of activities.

GENERAL OBSERVATIONS

For part of the session, the Advisory Committee sat as a preparatory committee for the preparatory work for a conference for the limitation and control of the cultivation of the opium poppy and the production of raw opium and the control of other raw materials for the manufacture of opium alkaloids. The results of the work of the Preparatory Committee, which were dealt with in a special report, were also considered in plenary meeting by the Advisory Committee. It has been able to carry out an important part of its task, as it was possible to draw up the main articles of a preliminary draft of a convention.

The Committee examined other questions on its ordinary agenda, concentrating its attention on the illicit traffic and clandestine manufacture, which were specially examined by the Seizures Sub-Committee, and on the position in the Far East, the gravity of which continues to cause it the most serious anxiety. Examination of the annual reports of Governments and a study of the progress report containing an analysis of the observations submitted by Governments in reply to circular letters enabled the Committee, as in the past, to form an opinion of the position in the various countries and to consider the problems arising from that position with a view to a progressively stricter application of the international Conventions.

In this connection, the Committee was happy to note a tendency towards the increasingly satisfactory application of the Conventions by Governments. The various matters dealt with in the progress report are discussed below under the appropriate heads.

Lastly, the Sub-Committee on Cannabis made a careful study of the problems referred to it.

I. EXAMINATION OF THE ANNUAL REPORTS FOR 1937

The Committee devoted several meetings to a discussion of the annual reports of Governments for 1937 on the basis of the analytical study and synoptic statistical tables prepared by the Secretariat (document O.C.1758).

The number of annual reports received by April 15th, 1939, was 128, as compared with 145 in 1938 and 126 in 1937; fifteen of the reports dealt with prepared opium, as compared with eighteen in the previous year. There were forty-three reports from sovereign States and eighty-five relating to various territories.

The Committee draws attention to the fact that, as a result of the present system, it cannot examine the annual reports until about eighteen months after the end of the year to which they refer.

1. LEGISLATION

The Committee was glad to note the progress made in the matter of the laws and administrative measures applicable to narcotic drugs. In a large number of countries, the laws and regulations have been amended in such a way as to extend their scope, supplement measures already in force or increase penalties, while, in others, changes have been made in the list of drugs and preparations subject to the regulations. Furthermore two countries, Iraq and Switzerland, have reported that new laws are under consideration and will very shortly be enacted: in April 1938, the Parliament of Iraq approved a new law on dangerous drugs bringing the existing laws into line with the 1931 Convention; the draft amended text of the Swiss Federal Law of October 2nd, 1924, is at present under consideration with a view to the adaptation of its penal provisions to the 1936 Convention on the Suppression of the Illicit Traffic, and its adoption may be expected in the near future.

After consideration of the annual reports and of Government replies to the Secretary-General's Circular Letter on the Rules Recommended for the Effective Control of Pharmacies (No. 192.1937.XI, of November 11th, 1937), the Committee found that this enquiry had proved of great value, in the first place, because it had elicited useful particulars of the rules at present in force and, above all, because it had brought about more stringent control in a number of countries.

2. MANUFACTURE OF OPIUM ALKALOIDS FROM POPPY STRAW

In connection with the passage on this subject in the analytical study of the annual reports, the Committee found that manufacture by this process has increased. In the opinion of several members, the position brought about by such an increase at a time when the Committee was concerned with the limitation of the production of raw opium called for serious consideration.

3. MEXICAN DRAFT REGULATIONS FOR THE TREATMENT OF ADDICTS

The representatives of the United States and Canada drew the Committee's attention to the new proposed regulations for the treatment of addicts in Mexico and the Committee heard a statement on this subject by the Mexican representative. In accordance with this
draft, addicts may in future acquire in the licit trade by means of an authorisation, issued
either by individual medical practitioners or by official dispensaries, the quantity of drugs
prescribed for them by doctors under the supervision of the authorities responsible for
controlling addiction. The Mexican representative pointed out that the object of these
regulations was to remove addicts from the clutches of traffickers, by enabling them legally to
obtain the drug which is essential to them at lower trade prices than those obtaining in the
illicit traffic.

The Mexican representative added that the new regulations in no way signified any
relaxation of the efforts to combat the illicit traffic and the abuse of narcotic drugs.

The representatives of the Netherlands, Canada and the United States of America asked
whether the requirements which the Mexican Government proposed to meet by establishing
shops for the sale of drugs to addicts really answered to the definition of medical requirements
laid down by the 1931 Convention. In this connection, the Mexican representative stated
that, in his opinion, the new regulations contemplated by the Mexican Government were not
incompatible with the provisions of the 1931 Convention. Estimates, and hence imports of
drugs would be based on the country’s medical and scientific requirements, since that
definition included the quantities required for the medical treatment of addicts, as appeared
under Article 6, and page 129, item 42).

The object which the Mexican Government had in view in framing that draft was precisely
to provide for the treatment of addicts and to improve the organisation of the campaign against
the illicit traffic.

The Committee, not having before it the text of these draft regulations, expressed no
opinion on the question. The representatives of the United States and Canada observed
that, in their view, addiction should be combated, not by supplying drugs to addicts, but by
strengthening the supervisory measures. Addicts could not be regarded _a priori_ as incurable.
In their hospitals, the United States had obtained a rate of 35% of cures of addicts, who would
not have been cured had they been supplied with morphine. In Canada, the number of addicts
had been reduced, according to the estimates, by 50%, and the commissions, composed mainly
of doctors, which had been called upon to take measures with a view to the application of the
1931 Convention had been unanimously of the opinion that the supply of drugs by doctors
to addicts who were not suffering from any particular disease should be regarded as an offence.

The representatives of the United States and Canada also referred to the danger of an
increase in the illicit frontier traffic which might ensue as a result of the application of the
regulations in question.

At the end of the discussion, the United States representative requested the Mexican
Government to be good enough to postpone until next year any decision on this draft law, so
as to enable the Committee to discuss the whole of this question at its next session.

The representative of Mexico said that he would transmit this request to his Government,
and the Advisory Committee earnestly trusts that the Mexican Government will give
favourable consideration to it.

4. SITUATION IN EGYPT IN 1938

The representative of Egypt, referring to the detailed report furnished by the Egyptian
Government for 1938 mentioned as characteristic of the situation a definite, but not alarming,
increase in the number of convictions for illicit trafficking; and, secondly, the regular annual
increase in the number of addicts. The raw opium entering Egypt via Palestine and Syria — that is to say, _via_ Turkey or Balkan origin.

As a favourable feature of the situation, the representative of Egypt mentioned the very
close and effective co-operation which had now been established between the Egyptian
authorities and the French authorities in Syria. He stressed the heavy penalties imposed in
Egypt for cases of traffic and corruption. He referred to the increasing use of police dogs in
tracing criminals in Egypt and suggested that the Secretariat might request countries which
use police dogs for the detection of opium in ports and on steamers to furnish detailed reports
on the training and use of dogs for that purpose.

5. INJECTIONS OF OPIUM INFUSIONS

The Committee was informed by the Egyptian representative in his above-mentioned
statement, and by the representatives of other Governments, of the development of the habit
of injecting opium infusions, which has been found to exist in Egypt, the Netherlands and
Canada. It was noted that, in the Netherlands and Canada, prepared opium and, in Egypt, raw opium was used in this manner. The Committee wishes to draw the attention of Governments to the seriousness of this evil.

6. COLLABORATION WITH LATIN-AMERICAN COUNTRIES

At earlier sessions, the Commission had expressed the keen wish that closer collaboration
should be established with Latin-American countries; accordingly, in the course of the
discussion on the progress report and on the annual reports, it learned with much satisfaction
of the results, described in document O.C.1760, of the mission of the Director of the Opium
Section to a large number of those countries.
The Committee welcomes the lively interest taken by Latin-American countries in the technical and humanitarian activities of the League of Nations; evidence of that interest is to be found in the latest measures taken by many Latin-American countries to put down abuse of narcotic drugs, as shown, for example, in the latest annual reports of Uruguay and Colombia. All the countries concerned are in favour of the close technical collaboration with the organs of the League, because they have confidence in their impartiality; they wish, however, to be more fully informed as to the nature of the problems with which those organs are occupied and to the results which different countries may expect from their activities. The competent authorities lay stress on the need for facilitating their task by the supply of the essential documents in Spanish, and by giving fuller publicity to the technical activities of the League; they have also urged the value of sending technical League missions to Latin America more frequently.

The Committee expresses the earnest hope that the appropriate organs of the League will do everything possible to meet the wishes of Latin-American countries; it was glad to learn that the Secretary-General’s report to the Assembly is to be published in Spanish, and that the forms issued by the Permanent Central Board are also to be made available in that language. It trusts that this collaboration, strengthened as it has been by the Secretariat’s mission, will soon bear fruit and assume growing importance taking the form of fuller interest in the ratifying of Conventions, in the communication of annual reports, and in the furnishing of information that is essential for the Committee’s work.

7. Special Annual Reports concerning Prepared Opium

The Committee has devoted special attention to the examination of these reports; despite certain improvements, the situation they reveal in those Far Eastern territories in which the use of smoking-opium is still temporarily authorised continues to be a matter of concern to several members of the Committee.

Speaking generally, progress has been made as regards the registration and rationing of opium-smokers. In this connection, the Committee was interested to note that the appreciable decline in contraband consequent upon the reduced production of Yunnan province of China had enabled the Government of Indo-China to perfect an experimental system for taking an approximate census of smokers and for controlling the amounts of opium they consume. Nevertheless, the Committee’s attention was drawn to statements to the effect that, at Hong-Kong, the amount of opium sold by the monopoly represented only 4% of illicit sales, while the wide gap between the price of opium procurable from other sources and the high price charged in Malaya for licit prepared opium continued to afford an incentive to evasion which undoubtedly tended to bring new traffickers into the market. These findings appear to show that the difficult problem of the price of raw opium is worth further examination in the light of the observations submitted as early as 1930 by the Commission of Enquiry into the Control of Opium-smoking in the Far East. This body stated in its report that the policy of high prices had rendered smuggling most profitable and that Governments should take steps for the reduction of prices to a level sufficiently low to make it cease to be so, even though prices were restored to their former levels later, when smuggling ceased to be such a serious problem. The opinion was expressed, however, by the representative of the Netherlands, that reduction of prices would not be sufficient to suppress the illicit traffic, which is encouraged also to a large extent by measures taken by Governments aiming at the reduction and restriction of the legal consumption of prepared opium.

The Committee learned with satisfaction that the question of prices was at present being studied by the United Kingdom Government in conjunction with the colonial authorities.

The Committee was interested to hear a statement by the representative of Portugal with reference to Macao. The Portuguese representative recalled the fact that when information indicating the gravity of the situation in that territory, which was under the sovereignty of Portugal, had been brought to the notice of the Advisory Committee in 1938, the Head of the Portuguese Government had immediately instructed Professor Caeiro da Matta to make, on his behalf, at the meeting of the Permanent Central Opium Board on August 24th, 1938, a statement which was supplemented on April 15th, 1939, at another session of the Board. The Head of the Portuguese Government, while making the most express reservations as to many of the points on which the Board had based its impressions, and also as to their legal validity, had declared himself in agreement with the Board that, in spite of the efforts of the Portuguese Government, the situation in Macao, as elsewhere in the Far East, was not yet satisfactory and might excite apprehension. The Portuguese Government had accordingly ordered a searching enquiry into the facts brought to its notice, with the firm intention, if necessary, of punishing anyone found guilty; it had ordered a most careful inventory to be made of the opium stocks in Macao; it was prepared to accept, or might even apply for, the co-operation of the technical services of the League, in order the better to establish Macao opium requirements and to decide what precautions and measures needed to be taken to eliminate the defects of the present system. The enquiry, which has been entrusted to a former Portuguese Minister for the Colonies and in connection with which the Governor of the Colony of Macao has been called to Lisbon, will shortly be completed, and the Permanent Board and the Advisory Committee will at once be informed of the findings of the report on the subject.

The representative of Portugal gave an assurance that his Government was devoting the closest attention to the question and drew attention to the following points: while the population of Macao has risen from 175,000 to 300,000 on account of the Sino-Japanese conflict,
the number of cases of raw opium imported fell, in 1938, from 500 to 450; it is now impossible to engage in the clandestine manufacture of opium in the territory, owing to the strict supervision which is exercised there; lastly, the Ministry of Justice is about to publish an internal law on narcotic drugs which will include very severe measures with a view to the suppression of the illicit traffic in every form.

II. ILLICIT TRAFFIC

1. REPORT OF THE SUB-COMMITTEE ON SEIZURES

The Committee approved the report of the Sub-Committee on Seizures, which is attached hereto (Annex I) and which reviews the situation in regard to the illicit traffic in 1938 and the first three months of 1939.

The Committee noted with satisfaction that a large number of Governments continue to send in advance reports on the illicit traffic and reports on special cases. The Committee lays stress on the fact that the despatch of these reports enables it to study the situation in regard to the illicit traffic no more than five months after the end of the year to which they relate.

The report of the Sub-Committee on Seizures sets out the general trend and principal channels of the illicit traffic in regard to each of the various drugs, and draws attention to the characteristic features of that traffic in a number of countries; it also makes a number of general comments.

Some Governments report a decline of illicit traffic, or at any rate a reduction in the number of prosecutions for illicit trafficking; this is the position of the Netherlands and Turkey, but it cannot be said that this decline is at all general. The tendencies observed last year in regard to sources of supply and the marketing of drugs in the illicit trade have, generally speaking, been maintained. Nevertheless, the number of seizures effected, and the severity of the repressive measures applied, evince the determination of Governments and police authorities to strengthen a form of collaboration which has proved effective. Thus the Sub-Committee on Seizures pays a special tribute to the Italian and Yugoslav police authorities, who have spared no effort in their endeavours to put an end to the illicit traffic in close collaboration with the police authorities in the countries affected by the traffic.

The Advisory Committee learned with keen satisfaction that the new Yugoslav law which came into force in January 1939 lays down very heavy penalties, amounting in the case of illicit trafficking to a fine of as much as 150000 dinars and imprisonment for five years, and in the case of clandestine manufacture — which is now treated as a criminal offence — to a fine of 100000 dinars and forced labour for ten years.

2. MEASURES DESIGNED TO PREVENT THE USE OF OCEAN-GOING SHIPS FOR PURPOSES OF ILLICIT TRAFFIC, AND SUPERVISION OF THE PRINCIPAL SEAPORTS

The Advisory Committee had endeavoured to secure, through the intermediary of the International Labour Office, the help of seamen's unions with a view to helping Governments and shipping companies to put down contraband in narcotic drugs. Accordingly, it was much interested to receive a communication on the subject from the International Labour Office, informing it that the question had been examined at a congress of the seamen's section of the International Transport Workers Federation, held at Amsterdam in November 1937. That congress decided to reply affirmatively to the request for help to the Opium Committee placed before the Federation, and to consider what form its assistance might take — e.g., publicity in newspapers and periodicals issued by the seamen's unions, etc. The International Labour Office is keeping in touch with the International Transport Workers' Federation.

The Advisory Committee expresses its gratitude to the seamen's unions for the assistance they have decided to give it, and requests the Secretariat to consult with the Federation, through the intermediary of the International Labour Office, with regard to the suggested publicity, and to continue to consider means of making its collaboration with the seamen's unions as effective as possible.

III. SYSTEM OF IMPORT CERTIFICATES AND EXPORT AUTHORISATIONS

The Advisory Committee has taken note of document O.C.1535(i), which contains further replies from Governments on the working of this system (replies to Circular Letter No. 196.1935.XI), and of document O.C.1535(k), which enumerates the authorities empowered to deliver import certificates and export authorisations in the various countries and territories.

The Committee has decided to reprint document C.434.M.225.1935.XI, entitled "Studies and Documents regarding the Working of the System of Import Certificates and Export Authorisations", with any necessary revisions and additions.

IV. CONTROL OF IMPORTS AND EXPORTS IN SIAM

The representative of Siam made the following declaration:

Siam has loyally collaborated in the work of opium suppression, but if there is control in Siam and not in the neighbouring countries, there will always be more illicit traffic in opium
and more illicit opium-smoking, thus aggravating the social effects connected with opium-smoking both from the public health point of view and from the point of view of crimes in general; and Siam will thus be the party that suffers. The League of Nations should therefore proceed forthwith with the establishment of control over the opium cultivation in Siam's neighbouring countries. Unless effective control is thus established, there will be no possibility of combating the illicit traffic, and Siam can see little use of a real and positive character in her participation in the work of the Advisory Committee. In any case, His Majesty's Government is convinced that the only effective way of controlling the traffic in opium coming from and through Kengtung is to bring about an arrangement whereby the Government Monopoly of Siam should purchase raw opium from the authorities in Kengtung, or, failing that, from dealers under the control of the authorities in Kengtung. His Majesty's Government will, of course, issue import certificates according to the system already adopted. If the Government of Kengtung is in a position to issue export authorisation, His Majesty's Government will welcome it. If, on the other hand, the Government of Kengtung is not yet in a position to apply the system of export authorisation, His Majesty's Government will find itself in the position contemplated under Article 18 of the Geneva Convention of 1925—that is to say, it will issue import certificates, while finding itself impossible to require the corresponding export authorisation. In this way only can the illicit traffic coming into Siam from or through the north be combated with any degree of efficacy.

The United Kingdom representative explained to the Committee that opium smuggled into Siam from or through Kengtung came from five possible areas : Kengtung, Yunnan, Kokang, North Wa States, South Wa States. In Kengtung, steps had been taken to suppress unlicensed cultivation, and it was expected that the illicit traffic to Siam, negligible in 1938, would be further reduced in the future, for control over Kengtung-grown opium should be perfected by 1940. Yunnan no longer sent smuggled opium into Siam through Kengtung, for the Yunnan opium market had made it more profitable to sell licit opium in Yunnan itself than to smuggle it for sale elsewhere. Kokang had licit markets for its opium crop, so its illicit traffic was probably not extensive. From the North Wa States, very little illicit opium was exported. The greater part of the opium smuggled through Kengtung into Siam came from the southern part of the Wa States, the traffic being mostly in the hands of Chinese traders resident in Siam. The traders bought opium at recognised markets and smuggled it into Siam by unfrequented tracks.

The Government of Burma, which had inherited India's policy of prohibiting the export of opium and intended to maintain that policy, was carefully considering the problem of the South Wa States. The State of Kengtung was strengthening its police forces, and the United Kingdom representative asked the Siamese Government to be patient in the expectation that the situation would come under control at no far distant date. Broadly, the position was that traffic in Kengtung-grown opium to Siam was well on the way to extinction and the difficult problem of opium smuggled from the southern part of the Wa States was capable of solution.

The representative of Siam said that he would transmit the United Kingdom representative's statement to the Siamese Government.

V. SITUATION IN THE FAR EAST

The Committee gave detailed consideration to the situation in the Far East. In view of the importance of the information supplied by various members of the Committee, it has seemed desirable to summarise separately, as in previous years, each of the statements in question.

Summary of the Chinese Representative's Statement

The representative of China began by saying that the situation in China varied widely according to whether the region concerned was or was not in Japanese military occupation. He proceeded accordingly to divide his description of the situation into two parts, dealing respectively with the regions under the Chinese Government's control and other parts of the country.

He drew the Committee's attention to the fact that, in spite of the invasion of a large part of Chinese territory and in spite of the aerial bombardments, the Chinese Government had persevered in its campaign against narcotic drugs. The requirements of compulsory military service made it essential to combat the abuse of drugs as the worst enemy of national resistance. Moreover, in order to be able to carry on a war of attrition, it was essential to exploit all economic potentialities, and to supplant the opium poppy by other crops. The war was not, therefore, retarding the application of the six-year plan : it was even perhaps making it possible to abolish the cultivation of the opium poppy and the abuse of opium more quickly than would have been possible in normal times.

Continuing, he drew attention to the satisfactory results of the measures taken by the Chinese Government, as confirmed by evidence from neutral official sources. The report from India on the illicit traffic in 1937 recorded a marked diminution in imports of contraband charas into the Punjab and the North-west Frontier Province as a result of the prohibition imposed by the Chinese Government on cultivation of Indian hemp in Central Asia and the export of charas. The annual report from the International Settlement at Shanghai for 1938—
expressed the opinion that the almost total disappearance of heroin in circulation for local consumption was fundamentally due to the strict enforcement by the Chinese court in the Settlement of the Drugs Suppression Regulations promulgated on June 1st, 1936. The report also attributed the almost complete elimination of the traffic in red pills to the enforcement of the severe penalties under the Regulations of death or imprisonment for life for manufacturers of narcotic drugs and sentences of imprisonment ranging from twelve to fifteen years for the traffickers. Similarly, the annual report for Indo-China for 1937 also referred to the direct relation between the decline in the illicit traffic in Laos and Tongking and the enforcement of the Yunnan Government's prohibition scheme.

The Chinese Government had continually added to the measures already enacted. New regulations for the organisation and operation of the Central Opium Suppression Board were issued on June 20th, 1938. In addition, the Executive Yuan had arrived at a number of decisions on November 8th, 1938, described as "Measures to Strengthen the Abolition Policy", which were all relating respectively to the detection of opium addicts, stricter control over the funds allotted to local authorities for their anti-narcotic work, and the price of opium sold to registered smokers. Executory regulations had been issued. Regulations for the Establishment of Opium-Addicts' Workshops in provinces, municipalities and districts provided facilities for poor and unemployed opium-addicts who had been, or were to be detoxicated to be housed and fed in the workshops while at the same time undergoing a course of detoxication and learning a trade over a period varying from three to six months. Regulations for the Control of the Special Funds allotted to local authorities for the Suppression of Opium provided for the establishment of boards to ensure that the funds were used solely for the anti-drug campaign in the form of grants to detoxication hospitals, grants to opium-addicts' workshops, etc. The funds in question were derived from a percentage levy on the proceeds of various permits issued for the use of opium, and from fines imposed and paid for violations of the Chinese law against the anti-opium smoking activities.

The representative of China went on to describe the progress realised in the gradual reduction of opium poppy crops since the adoption of the six-year plan. The opium poppy had been replaced in different areas by other crops — such as cotton, cereals, vegetables, hemp, tea, fruit-trees, tobacco, wood-oil trees or sugar-cane. Under the six-year plan, all opium poppy cultivation was due to terminate in 1940. Thanks to the satisfactory results already obtained, the Chinese Government had now decreed that all opium poppy cultivation should cease as from the end of 1939, and it was hoped that this date would not have to be postponed. It was further decided that, in all areas recovered from the enemy in which the latter had permitted opium poppy cultivation, such cultivation should be prohibited forthwith. Inspectors were to be sent to the spot to satisfy themselves that no clandestine cultivation was carried out. In view of the progress achieved, a satisfactory solution of the problem of the suppression of poppy cultivation might be expected particularly as the provinces which, to the south of the Great Wall, had hitherto been the principal producers of opium, had fortunately not been occupied by the enemy, with the result that it had been possible to apply the plans for the suppression of opium poppy cultivation in those provinces.

While endeavouring to reduce opium cultivation and production, the Chinese Government had spared no effort to cut down the number of opium-smokers, particularly of those under 45 years of age; and it hoped to be in a position to prohibit opium-smoking completely as from 1941. The Chinese representative took the view that the detoxication of opium-smokers was a more difficult problem at the present time than the suppression of poppy cultivation or the prevention of clandestine manufacture within the areas subject to the Chinese Government's authority. Hence the detoxication measures above referred to by the Executive Yuan. The number of smokers for 1937 in the territory not occupied by the Japanese appeared from the 1937 report to total 4160385. This was larger than the true figure, for the reason that several provinces had not yet communicated the number of detoxicated smokers in their territory. The number of registered smokers was still large.

In the second part of his report, the representative of China described in very different terms the position in the parts of China occupied by the Japanese troops, in which (he said) one of the first consequences of the invasion had been the abrogation of the measures taken to prevent the use of narcotic drugs. The Chinese representative reproached the statement in three by him at the previous session to the effect that no effort was made in these parts of China to prevent the abuse of narcotic drugs, and that the situation in general had become worse by reason of the occupation of fresh areas. He said that this statement had been confirmed by neutral observers whose good faith could not be questioned.

The representative of China was of opinion that the expansion of the illicit traffic and of drug addiction in all the occupied areas was deliberately encouraged by the Japanese authorities, and this for a triple purpose: to obtain revenue, to provide a means of subsistence for certain Japanese and Korean elements, and to weaken the Chinese resistance.

The Japanese Government, he said, despite the assurances given by Japanese representatives at Geneva, had consistently declined to promulgate further penalties for breaches of the drug laws. The Japanese consular courts in China did not even apply the maximum penalties provided by the existing laws, though those were mild enough, but were content to impose fines of about 30 yen and even then, in most cases, only when there were other witnesses of the offence or accomplices of some other nationality, who received severe punishment from their respective courts. In other cases, no proceedings were taken at all. The Japanese authorities in China encouraged the cultivation of the opium poppy wherever they could do so. They openly tolerated opium-smoking dens, and concealed drug factories and illegal activities, in return for the payment of a "protection tax". Japanese consulates
In many cases, Japanese army lorries and warships transported opium under the guise of war material. The situation in that respect in China was more regrettable in that the abuse of drugs was severely punished in Japan.

Accordingly, though it was difficult to estimate the number of opium addicts in the occupied areas, it was certain that in these areas, including Manchuria and Jehol, the percentage of opium addicts and other drug addicts had never been so high as since the occupation by the Japanese troops.

In conclusion, the Chinese representative drew the Committee's attention to the fact that the Chinese people was not alone in suffering the disastrous consequences of the situation described, since the evidence before the Seizures Sub-Committee showed that the opium and drugs produced in the territory under Japanese occupation in China were feeding the international traffic. In his view, the situation was so grave as to call for discussion by the Committee on fundamental lines.

SUMMARY OF STATEMENT BY THE REPRESENTATIVE OF THE UNITED STATES OF AMERICA

The representative of the United States of America began by paying tribute to the Chinese Government for having compiled such a complete and informative report in such difficult circumstances.

He proceeded to refer to the action taken in 1938 by the Executive Yuan of the Chinese National Government for the eradication of the cultivation of the opium poppy and the smoking of opium in Szechuan province within a period of two years, as also to the orders issued by the Government to various provinces and cities for the definitive suppression of opium-smoking before the end of 1940.

The greater part of the United States representative's statement was devoted to a general survey of the position in the areas of China occupied by the Japanese, with which he dealt province by province with special reference to the fact that the increase of drug addiction during the past year had been such as to lead to the import of enormous quantities of Iranian opium into China to satisfy the requirements of the addicts. He recalled in the first place the situation in 1937 and 1938 as described by him in his statement to the Advisory Committee a year ago, in the course of which he dealt with the following points:

In Manchuria and Jehol, no effective improvement was reported in respect of addiction, illicit traffic or opium production.

In China between the Yellow River and the Great Wall — i.e., in a region controlled for some time past by the Japanese northern army-conditions were worse than in the previous year, Order No. 33 of the Peiping "Provisional Government" of February 24th, 1938, having rescinded the Chinese Central Government's anti-drug laws and regulations.

In a period of fifteen months, 650 kg. of heroin had been exported to the United States from the Japanese Concession in Tientsin by a single group of traders — an amount sufficient to supply some 10000 addicts for one year.

In Shanghai, control appeared to have broken down completely, except in the French Concession and in the International Settlement.

Furthermore, huge quantities of Iranian opium were reported to have arrived in North China, in Shanghai and in South China, consigned to Japanese firms and intended, in some instances, for Japanese army officers, while further consignments went en route to those destinations under similar auspices, and still others were on order. He suggested at the time that the Japanese representative should request the Japanese Government to investigate and report under the terms of Article 23 of the Narcotics Limitation Convention of 1931 on the facts thus brought to light; and he was compelled, to his regret, to state that the Japanese Government had not yet submitted a report.

The United States representative proceeded to describe the present situation, in which he found a general deterioration.

Manchuria and Jehol. — The Director of the Opium Section of the Municipality of Harbin had informed the Press on May 4th, 1938, that the number of unlicensed opium dens in the city of Harbin was estimated at about 1000, as against seventy-six that were licensed. It appeared from various sources that the addiction now affected the Chinese population. The authorities in Pinkiang province (in which Harbin was located) estimated in June 1938 that there were approximately 2000 Japanese and Koreans addicted to opium, morphine or heroin. In Dairen, according to the newspaper Manshu Nichinichi, of November 27th, 1938, reporting a statement by the chief of the sanatorium of that city, there were more than 1000 Japanese addicts, male and female, and the addiction evinced a tendency to increase.

According to reports from the Opium Administration Section of "Manchukuo", the total number of registered addicts in Manchuria and Jehol in August 1938 was 585267. According to the newspaper Sheng Ching Shih Pao, of December 21st, 1938, the bodies of 793 addicts were picked up in the streets of Mukden between January 1st and November 30th, 1938.

Information was further available as to the import of Iranian opium to meet the demand. The Mitsubishi Company was stated to have received instructions from Tokio to purchase 260 chests of Iranian opium (18907 kg.) for the Leased Territory of Kwantung, in addition to the 1500 chests (109080 kg.) reported as being purchased by the "Manchukuo" Government this year, the two amounts to be imported in a single shipment.
in the opium trade, it appeared from these articles that, since the Shanghai area came under Japanese control, attempts to suppress it. The Special Service of the Japanese Army had close relations with the semi-organised trade in heroin; and, according to general testimony, a good deal of the wholesale trade was carried on by Japanese firms which outwardly dealt in tinned goods or medicines, but handled heroin through rooms in the rear.

Shanghai. — According to a series of articles which appeared in the China Press of Shanghai on December 4th, 5th, 6th and 7th, 1938 (much of the factual matter of which was believed to have been obtained from official sources), the traffic in narcotic drugs was very active, and was developing in the area controlled by the Japanese, who were making no visible efforts to stamp out the trade. In March 1939, the number of opium shops was reported to have increased to more than 500. Under new regulations, dated March 1939, for more stringent control of drug dealers, the latter had been classified in two categories (raw-opium shops and opium-dens), each of which were liable to a special monthly tax. Traffickers in illegal drugs were to be liable to fines of from 30 to 1000 Chinese dollars. 1 Considering the magnitude of the narcotics traffic in Peiping, legal and illegal, the number of convictions was small, the fines imposed inadequate, and the disposition of the seized drugs shrouded in secrecy. Although opium derivatives were banned from sale in licensed shops, it was reported that morphia, heroin and both red and blue pills were comparatively easily obtainable.

Nanking. — According to statements made to the Press in November 1938 by a reliable authority, Professor M. S. Bates, in the five years before 1938 — i.e., the date at which the Chinese National Government took steps to eradicate narcotic drugs from Nanking — the consumption of opium in the city was small, while heroin was practically unknown. As a result of changes brought about in 1938, legalised opium sales in Nanking amounted to 2000000 dollars monthly, and sales of heroin in the region of which Nanking was the centre to 3000000 dollars monthly (Chinese currency). There were said to be not less than 50000 heroin addicts in a population of 400000, and the 50000 included a number of young people. The whole public opium system was in the hands of the Opium Suppression Bureau of Nanking, which was under Japanese control. It was further commonly reported that the Special Service of the Japanese Army had close relations with the semi-organised trade in heroin; and, according to general testimony, a good deal of the wholesale trade was carried on by Japanese firms which outwardly dealt in tinned goods or medicines, but handled heroin through rooms in the rear.

1 American dollar was equivalent to 0.42 Chinese dollars on March 22nd, 1939.
Japanese control, heroin, morphine and other derivatives of opium had been reintroduced, and their importation and distribution were steadily increasing. Between sixty and seventy sources located in areas immediately adjacent to the International Settlement and the French Concession were now selling these drugs. Some 1500000 Chinese dollars were now being spent monthly by addicts on narcotic drugs, 250000 of which were for heroin. Jehol opium was now the chief source of supply for cheap drugs in the Shanghai area, while most of the heroin came from Dairen and Shanhaikwan. There was considerable evidence to show that many Japanese were implicated in the import and sale of opium, heroin and other derivatives, including (according to certain well-informed persons) a group within the Special Affairs Organ of the Japanese military.

It was further reliably reported that a big narcotic factory was to be established in Shanghai in the near future under the auspices of the well-known Takechio drug manufacturers of Osaka, Japan, for the purpose of meeting “the scientific and medical requirements of China for narcotic drugs.”

The United States representative then proceeded to communicate particulars in his possession with regard to consignments of Iranian opium to Shanghai. In addition to the 800 chests (21816 kg.) of Iranian opium which he had reported in the previous June as having arrived at Shanghai on April 22nd, 1938, a shipment of 820 chests (59630 kg.) was said to have arrived at Macao between June 25th and 26th, 1938, and to have then been transhipped to Shanghai on board a Japanese vessel. On September 21st, the Japanese ship Tongshan Maru arrived at Shanghai from Taku and unloaded 600 bags of Jehol opium, which were then transferred to Hongkew for transshipment to Nanking. The Japanese transport No. 688 was said to have unloaded 300 chests (21816 kg.) of opium at Wayside Wharf on October 24th. On September 25th, the Shiangpao Maru unloaded fifteen chests (1087.8 kg.) of opium at Shanghai, and nine cases of heroin, each weighing nine catties (5 kg. 454 grm.). The Akagisan Maru, which left Bushire on December 1st, 1938, with 972 chests of Iranian opium destined for Hankow, was reported to have proceeded from Macao to Shanghai, and to have discharged there, on or about January 27th, 1939, opium in 600 chests (43632 kg.), which was said to have been transferred to the International Settlement. On February 23rd and 26th, 1939, the Tongshan Maru and the Zinyu Maru No. 3 arrived at Shanghai with cargoes of 2900 chests (212888 kg.) and 800 chests (56176 kg.) respectively, totalling 3700 chests (269064 kg.) of Iranian opium from Dairen, where the opium had been repacked in kerosene lins.

At the end of December 1938, it was estimated that the amount of opium consumed daily in Shanghai was approximately 5000 taels, of which 2000 taels were Iranian opium.

In February 1939, opium and narcotic drugs continued to be sold freely in the areas adjacent to the International Settlement and French Concession, and in all the larger cities under Japanese control in the provinces of Kiangsu, Anhwei and Chekiang. There were no indications that the Japanese or their sponsored regimes were attempting to suppress this growing traffic.

In conclusion, the United States representative drew attention to the continuing disparity in the punishment imposed upon narcotic offenders by the Japanese and Chinese courts respectively. While the Japanese imposed insignificant fines, the Chinese imposed penalties of imprisonment which might, in certain cases, be as much as life terms.

Hankow. — According to information in the possession of the United States representative, the regime sponsored by the Japanese at Hankow has instituted narcotics regulations designed to obtain revenue and to facilitate the consumption of opium and other narcotic drugs by Chinese. The Opium Suppression Bureau, a branch of the Wuhan Peace Maintenance Association, which is under Japanese influence, has full powers for the grant of licences to wholesale and retail opium merchants and to smokers. There would appear to be no limit upon the number of salesmen to whom licences may be granted. A large number of places for the sale and smoking of opium are reported to have been opened in the so-called Chinese section of Hankow (refugee zone and adjoining sections). The number of registered opium dens in Hankow is said to have increased from seventy in January 1939 to more than 400 at the end of March 1939. Early in the latter month, the Mitsui Bussan Kaisha, which, apparently with the sanction of the Japanese military, has a monopoly of the opium traffic in the Wuhan district, is reported to have brought into that district, via Shanghai, a shipment estimated at over 100 piculs (13333 lb.) of Manchurian opium, part of which is said to have been transported up the Han River on board three Japanese armed launches.

Canton. — Immediately after the occupation of Canton by Japanese forces, a number of opium-smoking dens were opened; it is reported that, during the month of January 1939, the number of dens and of drug addicts increased materially.

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The United States representative concluded his statement by stressing the fact that the Japanese authorities are not taking effective measures to co-operate in suppressing the abuse of narcotic drugs and the illicit traffic in those parts of China which are under Japanese military control. That attitude, he said, was in sharp contrast with that of the Japanese police in Japan proper, who co-operate to suppress the smuggling of narcotic drugs between Japan and the United States.

The United States representative pointed out that the situation now existing in the Japanese-controlled areas of China was causing deep concern to the United States for the following reasons.
The United States Government has proof that the heroin discovered in the illicit traffic in the United States has since 1935 come in a large measure from the Japanese concession in Tientsin. In the second place, practically all the smoking-opium found in the illicit traffic in the United States comes from China and is a blend of Chinese and Iranian opiums. Part of it is prepared in or near Shanghai, part at Macao in southern China, and part in northern China. This type of smoking-opium has practically no market in China and is intended solely for the illicit traffic in America. Recent large seizures in the United States, at Honolulu and at Manila point to a substantial increase in the illicit shipment of smoking-opium from the Far East to the United States. The amounts so seized during the last six months of 1938 represent approximately five-sixths of the total amount seized during the year.

In conclusion, the United States representative reiterated his Government's statement made in reply to Circular Letter No. 197, of October 27th, 1938, in which the Secretary-General of the League of Nations asked Governments for observations on the situation in the Far East.

"The Government of the United States is of the opinion that it would serve to ameliorate the deplorable conditions now prevailing in the narcotics situation in the Far East:

"(1) If the Japanese Government would exercise the restraining influence which it is in a position to bring to bear upon its nationals in the occupied areas of China and upon the regimes which have been established therein to prevent the importation of opium into those areas, the shipment of opium from one part of those areas to other parts, the manufacture of opium derivatives in those areas, the distribution within those areas of those derivatives, and the smuggling out of opium and its derivatives from those areas of China to third countries;"

"(2) If the Iranian authorities would immediately take effective steps to suppress the illicit traffic in opium from Iran to the Far East, which unfortunately appears to be increasing rather than decreasing; and

"(3) If the Portuguese Government would take effective measures to co-operate in the international campaign against the illicit traffic in narcotic drugs and to prevent the colony of Macao from being used as a base for such traffic."

**Summary of Statement by the Representative of Portugal Concerning Macao**

Referring to the information which had been received by the representative of the United States of America concerning the chests of Iranian opium shipped to or unloaded at Macao, the representative of Portugal stated that he was unaware of its source. The question of Macao was the subject of a searching enquiry, and the observations of the representative of the United States of America would be transmitted to the Portuguese Government, so that they may be taken into consideration by the authorities entrusted with the enquiry.

**Further Statement by the Representative of the United States**

The representative of the United States gave the Committee further particulars of the case mentioned in the report to the Council in the previous year concerning the landing at Hak Sha Wan (Black Sand Bay) near Macao, on April 3rd, 1938, of 1100 chests of Iranian opium which had come from Iran on board an armed Japanese vessel. The circumstances connected with the movements of that vessel, part of whose cargo appeared to have been transferred under cover of darkness to the Banco Nacional Ultramarino, were mysterious and of a suspicious character. The name of the Japanese vessel is reported to have been the Sinei Maru, registered at Dairen, and it is said to be habitually engaged in the smuggling of contraband — more particularly opium — from Bushire to Formosa, Tientsin, Dairen, Hong-Kong and Macao. A Japanese opium expert connected with the Government Opium Monopoly Bureau of Formosa is said to have accompanied the shipment as its supervisor.

The United States representative, referring next to the statement of the representative of Portugal to the effect that the new Governor of Macao had ordered a reduction in raw opium imports for 1938 from 500 chests to 450 chests per annum, said that, according to information in his possession, the colony of Macao appeared to have imported more than 3300 cases of opium in 1938, made up as follows: 100 chests, which left Bushire on the s.s. Varsova on December 13th, 1937; 50 chests, which left Bushire on the s.s. Varda on February 20th, 1938; 550 cases, which left Bushire on the Singapore Maru on March 14th, 1938; 1100 chests on a Japanese armed vessel, reported to be the Sinei Maru, which arrived at Hak Sha Wan on April 3rd, 1938; 820 chests, on an unnamed vessel, which arrived between June 25th and June 26th, 1938, the shipment being subsequently carried to Shanghai on a Japanese vessel after transhipment under cover of darkness outside Macao; 240 chests, on an unnamed vessel, which arrived at Macao on July 15th, 1938; 200 chests, on an unnamed vessel, on August 17th, 1938, the shipment being reported to have been bought by opium smugglers in the southern part of Kwangtung and three of the purchasers being reported to be members of the Macao Monopoly Bureau of Formosa is said to have accompanied the shipment as its supervisor.
Opium Monopoly staff; 200 chests, on the British s.s. *Kinshan*, which arrived at Macao on September 12th, 1938, the shipment being covered by an import permit, and 50 chests, on an unnamed vessel, which arrived at Sancho Island on October 7th, 1938; half of the shipment having been reported to have been sold to the manager of the Macao Opium Monopoly.

In addition to these consignments, according to the information furnished by the British representative, 300 cases were shipped from Bushire on May 29th, 1938, on the s.s. *Varsova*, and 972 cases on December 2nd, 1938, on the *Akagisan Maru*, both shipments being reported as destined for Macao. Of these shipments, those on the steamships *Varsova*, *Varela* and *Kinshan*, totalling 650 chests, appear to have been properly documented; all the others appear to have been illegal.

The *Akagisan Maru*, which flies the Japanese naval transport flag but belongs to the Mitsui Bussan Kaisha, is reported to have proceeded from Macao to Shanghai and to have discharged there, about January 27th, 600 cases of Iranian opium. This shipment is said to have been transferred to the warehouse of the Mitsui Bussan Kaisha in the International Settlement.

Lastly, as regards the shipment of 200 chests of opium which reached Macao on board the British steamship *Kinshan* on February 8th, 1939, this opium is reported to have been bought by smugglers for exportation to Canton. In this connection, the United States representative was reliably informed that owing to the smuggling, in February 1939, of large quantities of opium from Macao to Canton, the price of opium at Macao had advanced 30% during that month.

The United States representative accordingly repeated that this unprecedented movement of Iranian opium to China and Macao and the extent to which Iranian raw opium and smoking-opium had been escaping from Macao into the illicit traffic were circumstances of practical concern to the United States Government, as regards prepared opium, for the reasons mentioned in his previous statement; and of equal importance: because heroin found in the illicit traffic in the United States has, for some years past, come mostly from China.

Iranian opium, on account of its high morphine content, lends itself particularly well to the manufacture of heroin, and there is reason to believe that part at least of the Iranian opium used in China for such manufacture has come from Macao.

The United States representative accordingly expressed the hope that the Portuguese Government would give evidence of its co-operation in the international campaign against the illicit traffic in narcotic drugs by submitting a report concerning the disposition of the opium reported to have arrived at Macao during 1938 and 1939.

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The representative of Portugal repeated his assurances as regards his country's collaboration, and said that he would forward to his Government the information given by the representative of the United States of America, at the same time repeating the express reservations submitted by the Portuguese Government as to the judicial validity of that information.

SUMMARY OF THE STATEMENT OF THE REPRESENTATIVE OF INDIA

The representative of India paid a tribute to the Chinese Government's efforts to limit production, reduce the illicit traffic and cope with addiction, as evidenced by the reports of India, Indo-China and the Shanghai International Settlement. He stressed the gravity of the situation in the Far East, as it appeared from the statements of the representative of the United States, who had noted the steady increase in the revenue derived from opium in "Manchukuo", the inadequacy of the penalties inflicted, and the large consignments of foreign opium. In his view, the Committee could not remain indifferent to a situation which was deplorable in itself and which constituted a continual menace to the United States and other countries; it must not relax its efforts to throw light on this state of affairs with the object of helping to put an end to it.

SUMMARY OF THE STATEMENT OF THE REPRESENTATIVE OF CANADA

The representative of Canada felt that he could not remain silent this year, any more than on previous occasions, in the presence of a situation which affected his country both for moral and for material reasons. Considerable quantities of opium were being introduced from the Far East into Canada. Many seizures were the result, and the Canadian Government had to spend very large sums on such cases. In its view, the situation was still as serious as ever.

SUMMARY OF THE STATEMENT OF THE REPRESENTATIVE OF EGYPT

The representative of Egypt said that he was not in possession this year of information from direct sources, but that he was sufficiently convinced, from the indirect evidence he had obtained, of the serious character of the conditions in the territories under Japanese occupation.
SUMMARY OF THE STATEMENT OF THE REPRESENTATIVE OF BELGIUM

The representative of Belgium associated himself with the statements made by previous speakers and desired to draw attention to another aspect which should, he thought, be dealt with in the campaign against narcotic drugs in the Far East.

He noted the efforts of the monopoly countries to control the traffic in the Far East, but said that he had been unable to find in the annual reports sufficient information as to the measures taken to reduce addiction by means of education and propaganda and by impressing on young people the dangers inherent in addiction.

The representative of China stated that he was unwilling to allow the discussion to come to an end without thanking the Committee for the encouragement it had given to his Government's efforts.

The Advisory Committee, having heard the statements on the subject of drug-addiction and illicit traffic in the Far East, regrets to observe that, according to those statements, the situation seems to be still as serious as it was when, by its 1938 resolution, the Committee brought it to the notice of the Japanese and Portuguese Governments, without having received a formal reply in regard to the specific questions raised.

Nevertheless, the Committee noted with satisfaction the statement by the representative of Portugal, to the effect that the head of the Government of Portugal, responding to the Committee's appeal at its 1938 session, had immediately instituted a thorough official enquiry into the situation in Macao and that the results of this enquiry would be communicated to the Committee.

The Committee proposes that the text of the Minutes, together with this passage from its report to the Council on the situation in the Far East, should be communicated to Governments.

VI. OPIUM CONVENTIONS

1. RATIFICATION OF THE INTERNATIONAL CONVENTIONS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS

The total number of sovereign States parties to the Hague Opium Convention (1912) is now fifty-nine.

Since the Committee's last session, the Government of Haiti has acceded to the Geneva Convention of 1925; fifty-four sovereign States are now parties to this instrument.

Sixty-three sovereign States are parties to the Limitation Convention of 1931.

The number of sovereign States parties to the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs has been raised to ten by the ratification of that instrument, since the Committee's last session, by Canada, Guatemala, Haiti and Turkey. Following ratification by Belgium, Brazil, China, Greece, India and Roumania, Turkey has not yet deposited the instruments of ratification with the Secretariat, but her representative announced that they would be deposited shortly. The Convention can then come into force, as provided in Article 22, "ninety days after the Secretary-General of the League of Nations has received the ratifications or accessions of ten Members of the League of Nations or ten non-member States."

The Committee is accordingly gratified at the prospect of the application in the near future of this Convention, which should place in the hands of Governments a new and effective weapon against the illicit traffic.

The Committee expresses the earnest hope that other Governments may soon find it possible to ratify this Convention; it notes with satisfaction in this connection the statements of the representatives of France and of Switzerland, who contemplate ratifying it at an early date.

2. RESULTS OF THE APPLICATION OF THE CONVENTIONS AS SHOWN BY THE SYNOPSIS STATISTICAL TABLES INCLUDED IN DOCUMENT O.C.1758

(i) The examination of the statistics for 1937 (the last year for which complete statistics are available) relating to the five principal drugs (morphine, diacetylmorphine, cocaine, codeine and dionine) shows that, as compared with 1936, there was a general and very marked increase in the world manufacture of the drugs in question.

As regards world consumption, there has been a considerable decrease for morphine and an increase for all the other drugs.

As Italy furnished no statistics for 1937, it was assumed for purposes of a comparison with 1936 that manufacture consumption, exports and stocks of drugs in Italy remained unchanged in 1937. For Italy, therefore, the 1936 figures have been included in the world totals for 1937.
World stocks show a very large increase for morphine and codeine; stocks of dionine also rose, though to a lesser extent. Stocks of diacetylmorphine and cocaine have remained almost unchanged.

The total volume of exports shows a marked decrease for morphine, cocaine and diacetylmorphine, but a considerable increase for codeine and dionine.

(ii) In order that the nature of the changes that occurred in 1937 may be brought out more clearly, each drug will be considered separately.

**Morphine.**

The manufacture of morphine rose from approximately 36.9 tons in 1936 to about 43.2 tons in 1937 — i.e., an increase of 6.3 tons, or nearly 17%. The curve of morphine manufacture has thus continued to rise since 1936. Whereas, during the period 1931 to 1935, morphine manufacture varied between 26.7 and 30.8 tons, and the average amount manufactured during these five years was roughly 29 tons, in 1936, world manufacture amounted to 36.9 tons and, in 1937, to 43.2 tons, making an increase in 1937 as compared with 1935 of nearly 12.5 tons, or 40.5%.

When examining the utilisation in 1936 of morphine for legitimate requirements, the Committee found that the increase in morphine manufactured in 1936 of about 6 tons as compared with 1935 is due to the increase in the quantity of this drug converted principally into codeine and dionine. In fact, the quantity of morphine converted into other drugs rose from 21.8 tons in 1935 to 27.7 tons in 1936 — i.e., an increase of 27% over 1935.

What is the explanation of the increase of 6.3 tons in the world manufacture of morphine in 1937? Did the legitimate world requirements of morphine during that year increase by that amount?

The quantity of morphine converted into other drugs, chiefly codeine and dionine, rose from 27.7 tons in 1936 to 32.3 tons in 1937; in 1937, therefore, the increase as compared with 1936 amounted to 4.6 tons, or 16.2%. Nearly three-quarters of the amount of morphine manufactured in 1937 in excess of the amount produced in 1936 (6.3 tons) was used for conversion into codeine and dionine.

On the other hand, the world consumption of morphine declined; it amounted to about 8.8 tons in 1936 and to only about 8 tons in 1937, a reduction of 800 kg., or approximately 10%.

Altogether, therefore, about 40.3 tons were used for conversion and consumption; as the total manufacture amounted to 43.2 tons, world stocks of morphine should thus have risen by approximately 2.9 tons.

Stocks of morphine did in fact increase from 7.7 tons in 1936 to about 10.2 tons in 1937 — i.e., by approximately 2.5 tons, or 32.5%.

Taking into account the fact that certain countries failed to supply consumption statistics for 1937, it may be concluded that the world manufacture of morphine in 1937 corresponded very closely to the legitimate world morphine requirements for that year.

The total exports of morphine in 1937 were lower by 175 kg., or 13%, as compared with 1936 (total exports in 1936 : 1350 kg.; in 1937 : 1175 kg.).

**Diacetylmorphine.**

The manufacture of diacetylmorphine rose from about 870 kg. in 1936 to about 975 kg. in 1937 — an increase of 105 kg., or roughly 12%.

The consumption of this drug in 1936 amounted to 853 kg. and in 1937 to 980 kg., making a total increase of 127 kg., or about 15%, as compared with 1936.

As stocks of diacetylmorphine remained almost unchanged, it may be concluded that the increase in the manufacture of diacetylmorphine in 1937 was completely absorbed by the increase in consumption during that year.

Exports of diacetylmorphine continued to fall; from 208 kg. in 1936, they dropped to 199 kg. in 1937 (a reduction of 4.3%).

**Cocaine.**

The manufacture of cocaine rose from 3.95 tons in 1936 to 4.08 tons in 1937 — an increase of 130 kg., or about 3%.

The consumption of cocaine, which was approximately 3.54 tons in 1936, amounted to about 3.87 tons in 1937 — i.e., an increase of 0.33 tons, or 9.3%, as compared with 1936.

As stocks remained almost unchanged (at about 3 tons), the discrepancy of 209 kg. between manufacture and consumption would probably be explained if the Italian statistics for 1937 were available.

Exports of cocaine fell from 1008 kg. in 1936 to 914 kg. in 1937 (a reduction of 9.3%).

**Methylmorphine (Codeine).**

The manufacture of codeine, which amounted to 24.2 tons in 1936, rose to about 28.8 tons in 1937 — an increase of 4.6 tons, or about 19%, as compared with 1936.

No consumption statistics are available for codeine and dionine, owing to the fact that Article 13 of the Limitation Convention dispensed the parties from the obligation to furnish
consumption statistics for those drugs. According to the Secretariat’s calculations, however, the consumption of codeine increased by 2.1 tons, or 8.7%, in 1937 (about 24.2 tons in 1936 and 26.3 tons in 1937).

World stocks of codeine rose from 8.1 tons in 1936 to about 10.6 tons in 1937 — i.e., an increase of 2.5 tons, or roughly 30%.

The increase in the quantity of codeine manufactured in 1937 as compared with 1936 (4.6 tons) was therefore used partly to meet the increase of 2.1 tons in consumption in 1937 and partly to increase the reserve stocks, which were 2.5 tons higher.

While, as stated above, exports of morphine, diacetylmorphine and cocaine declined, exports of codeine show a very marked increase; they rose from 4.14 tons in 1936 to 5.2 tons in 1937 — i.e., an increase of 1.06 ton, or 25.6%.

Ethylmorphine (Dionine).

The manufacture of dionine rose in 1937 by about 300 kg., or 11.5%, as compared with 1936 (1936 : 2.6 tons; 1937 : 2.9 tons).

Consumption, as calculated by the Secretariat, rose from approximately 2.7 tons in 1936 to about 2.8 tons in 1937 — i.e., an increase of 100 kg., or 3.7%.

World stocks at the end of 1937 amounted to about 1.3 ton, whereas, at the same period of the previous year, they amounted to only 1.1 ton, so that the increase amounts to 200 kg., or 18.2%.

As in the case of codeine, the larger quantity of dionine manufactured was absorbed partly by the slight increase in consumption in 1937 and partly by reserve stocks.

Exports of dionine in 1937 rose by 126 kg., or 20.5%, as compared with 1936, the total exports of this drug having amounted to 615 kg. in 1936 and 741 kg. in 1937.

(iii) The most outstanding features of the position in 1937 were as follows:

1. The manufacture of morphine for all purposes (consumption of morphine as such and conversion into other drugs) continued to increase fairly rapidly. Taking as a basis the last year of the period 1931-1935, during which manufacture and legitimate world requirements amounted on an average to 29 tons, it results that, in 1937, morphine manufacture increased by 12.4 tons, or more than 40%, as compared with 1935.

There was a similar increase in the manufacture of codeine, and the parallel nature of the two movements is clearly illustrated by the following figures:

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<th>World Manufacture of Morphone and Codeine (1935-1937)</th>
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<td>Year</td>
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<td>Tons</td>
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<td>Morphine:</td>
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<td>Increase as compared with the previous year</td>
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<td>Codeine:</td>
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<td>Increase as compared with the previous year</td>
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</tbody>
</table>

This table shows that about 70% of the 12.4 tons representing the increase in the amount of morphine manufactured during the two years in question was converted into codeine.

2. The second noteworthy feature is the increase in world reserve stocks of morphine and codeine. This movement is illustrated by the following figures:

<table>
<thead>
<tr>
<th>World Stocks of Morphone and Codeine in 1935-1937</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year</td>
</tr>
<tr>
<td>Tons</td>
</tr>
<tr>
<td>Morphine</td>
</tr>
<tr>
<td>Codeine</td>
</tr>
</tbody>
</table>

In 1937, morphine stocks reached their highest level since 1931 and codeine stocks their highest level since 1934 (the first year for which statistics relating to this drug are available).

3. The third point of interest relates to the consumption of morphine and codeine as compared with the world stocks of these two drugs.

1 It is possible to calculate the world consumption of codeine and dionine fairly accurately by adding to world stocks at the beginning of the year world manufacture during that year and deducting any quantities converted and stocks at the end of that year.
Last year, the Committee noted a very abrupt increase in the consumption of codeine and a slight increase in the consumption of morphine in 1936, the former amounting to 4.9 tons and the latter to 500 kg. As, in the great majority of countries, consumption statistics are based on sales by wholesalers to retailers and not on sales by retailers to the public, the Committee could only assume that, in 1936, chemists, hospitals and other medical institutions belonging to the defence forces in certain countries obtained supplies from manufacturers and wholesalers, with a view to constituting stocks, with the result that the stocks which, in the terminology of the 1925 and 1931 Conventions, are known as “reserve stocks” and “Government stocks” increased, whereas in the statistics that increase is shown under the head of “consumption”.

Whereas, in 1936, stocks in the hands of retailers increased, during 1937 an increase in the stocks of manufacturers and wholesalers took place, as shown by the foregoing table. This conclusion is likewise borne out by the movement of the world stocks of the two drugs in question during 1936; as shown by the foregoing table, the stocks of these two drugs were lower in 1936 than in 1935, and this decline was, in the Committee's opinion, most probably due to the transfer of the stocks held by manufacturers and wholesalers to retailers. The latter, having increased their stocks in 1936, restricted their purchases in 1937, which, as regards morphine, explains why its consumption dropped by about 800 kg. in 1937 as compared with 1936.

(iv) The Committee noted with satisfaction the statement of the representative of the United States that the charts prepared by the Opium Section and now on view in the League of Nations pavilion at the New York World's Fair illustrate the results achieved through the application of the international Conventions and that they serve to make better known the League's work in that field.

The Committee remarked that one of those charts, showing the movement of the international drug trade, proved that the total exports of morphine, which, in 1926, amounted to 12.3 tons, had fallen to 1.17 tons in 1937, representing only 9.5% of the former figure.

Diacetylmorphine exports fell from 7 tons in 1926 to 199 kg. in 1937, the total volume of exports of this drug during 1937 representing only 2.8% of the total volume in 1926.

Cocaine exports fell from 3.8 tons in 1926 to 914 kg. in 1937; consequently, exports during that year represented only about 24% of the total exports of this drug in 1926.

In considering the total volume of exports of the three drugs in question, it should be noted that, whereas exports in 1926 amounted to approximately 23.1 tons, in 1937 they amounted to only 2.3 tons, or 10% of the total exports in 1926.

(v) Summarising the situation in 1937, the Committee found (1) that the world position during that year in regard to the manufacture and use of the five principal drugs was the same as in the six previous years, in that the amounts lawfully manufactured corresponded to the legitimate world requirements, and (2) that the upward trend of manufacture recorded in 1936 and 1937 was mainly due to the need felt by nearly all countries to keep larger reserves in order, as far as possible, to guard against the difficulties which might arise in the event of normal supplies being restricted or cut off.

VII. WORK OF THE SUPERVISORY BODY SET UP BY THE 1931 CONVENTION

The Committee wishes to draw particular attention to the excellent results of the work done by the Supervisory Body. An encouraging sign is the steady increase in the number of countries and territories supplying their own estimates. The number of such countries has risen from forty-five in 1933 to sixty-seven in 1938, and the number of territories from eighty-three to 102. As regards South America, the progress is very marked, since, in 1938, only one country failed to send in its own estimates.

Another particularly satisfactory feature is the increasingly close relationship between the Governments' estimates and consumption statistics; whereas, formerly, wide gaps were sometimes found to exist between Government forecasts and actual needs, Governments are now endeavouring more and more to bring their estimates down to these requirements.

Lastly, the number of countries from which the Supervisory Body, being anxious to prevent excessive estimates, considered it necessary to ask for additional information, is becoming smaller and smaller; it was twenty-eight in 1934 and only nine in 1938.

As regards the procès-verbal providing for the modification of the date for the communication to Governments of the annual statement drawn up by the Supervisory Body, the Committee requested the Secretariat to take the necessary steps to enable this procès-verbal to come into force.

VIII. WORK OF THE PERMANENT CENTRAL OPIUM BOARD

The Committee took note of the report of the Permanent Central Opium Board on the statistics for the year 1937, and on the work of the Board during 1938 (document C.482.M.325.1938.XI).
In this connection, the representative of the Netherlands drew the Committee's attention to the passage in the "General Comments" relating to the situation in Far Eastern territories where opium-smoking is still permitted. He objected to the conclusions reached in this passage, which, moreover, in his view, did not come within the competence of the Central Board. He stated that his Government was of opinion that the existence of Government monopolies, far from stimulating smuggling, as the Board had asserted in the above-mentioned passage, was on the contrary the only method of keeping this smuggling within reasonable limits.

The United Kingdom representative associated himself with the observations offered by the Netherlands representative.

IX. CONVOCATION OF A CONFERENCE FOR THE ADOPTION OF AN ADDITIONAL PROTOCOL TO THE 1931 CONVENTION, TO EXTEND CERTAIN PROVISIONS OF THAT CONVENTION TO DIHYDROCODEINE AND ITS SALTS

(Documents O.C.1764 and Conf./Dihydrocodeine/1.)

At its twenty-second session, the Advisory Committee took note of a draft supplementary Protocol designed to bring paracodine under the provisions which the Limitation Convention applies to codeine. In a Circular Letter, dated February 19th, 1938 (No. 20.1938.XI), the Secretary-General communicated this draft Protocol to Governments for their observations. The Governments' replies are reproduced in document Conf./Dihydrocodeine/1.

On January 16th, 1939 (hundred-and-fourth session), the Council took note of the report of the representative of Greece, Rapporteur, informing it that the great majority of the replies received by the Secretariat were in favour of the draft Protocol, although in the opinion of certain Governments amendments of form should be made to it. The Rapporteur also informed the Council that certain Governments had suggested that the term "paracodine" should be replaced by the scientific term "dihydrocodeine" (of which the substance registered under the name of "paracodine" is a salt), and other Governments that the Protocol should also cover the salts of that substance.

In view of the Governments' observations and the Council's decisions, the Secretariat drew up a new draft Protocol, which it has submitted to the Advisory Committee (document O.C.1764).

The Committee, while adopting the scientific term "dihydrocodeine", decided to insert the term "paracodine" also in the draft Protocol, so as to avoid any confusion, and expressed itself in favour of the following formula: "Dihydrocodeine and its salts (of which the substance registered under the name of 'paracodine' is one)."

The Committee adopted, with certain amendments, the draft Protocol, subject to possible modifications of a juridical nature, and at once submitted it to the Council at its May session (hundred-and-fifth session), requesting it to be good enough to communicate it as soon as possible to Governments, so as to enable them to study it before the date of the Conference which has been fixed for October 2nd, 1939.

The Council, at its meeting on May 27th, decided that this new text of the draft Protocol should serve as a basis for the work of the Conference and instructed the Secretary-General to transmit it to Governments as soon as possible.

The Advisory Committee has already expressed the hope that the Protocol, when it comes into force, will likewise be communicated to States not parties to the 1931 Convention.

X. STANDARDISATION OF METHODS FOR DETERMINING THE MORPHINE CONTENT OF RAW OPIUM AND THE COCAINE CONTENT OF CRUDE COCAINE AND OF COCA LEAVES

The Advisory Committee, having before it document O.C.1512(g) on this subject, was gratified to note the decision taken by the Health Committee, on the Advisory Committee's suggestion, not to regard the research work carried out in this sphere as completed, as shown by the following resolution adopted by the Health Committee at its twenty-eighth session (June 30th-July 2nd, 1938):

"The Health Committee:
"Takes note of the report of the group of experts;
"Having regard to the fact that the research work carried out by the experts and in the national laboratories of various countries may lead to an improvement in the methods in use which would make it advisable to re-open the question in due course:
"Requests the Chairman of the group of experts to address a proposal to the Committee when he considers it desirable to call a fresh meeting of the group of experts:
"Takes note of the recommendation of the Opium Advisory Committee to the Council to send the report of the group of experts officially to Governments, inviting the latter to communicate their observations."

The Advisory Committee also took note of the first replies received from Governments to the Circular Letter (No. 230.1938.XI) of December 21st, 1938, communicating to Governments
for their observations the report submitted by the Committee of Experts of the Health Committee.

With special reference to the method of determining the cocaine content of crude cocaine and of coca leaves, Dr. de Myttenaere, Assessor, stated that, while the method recommended by the League's Health Organisation might serve for assays of alkaloids for insertion in pharmacopoeia, it could not by itself be employed, like the Gilbert process, for controlling the manufacture of cocaine in the national and international spheres. It should, in his opinion, be amended by assaying the preformed cocaine and applying to the uncrystallisable compounds of eugonine a deficit coefficient.

The Committee considered it necessary to postpone the discussion of the whole of this question until its next session, when further replies will have been received; it was informed that several Governments were carrying out tests and that the Health Committee had set up another Committee of Experts studying the preparation of an international pharmacopoeia, and would have to deal with the same problems. The Committee hopes that those Governments which have not yet done so will be in a position to send in their replies between now and the next session.

XI. REvised LIST of Drugs, PREparations AND PROPrietary MEDicines COMING UNDER THE HAGUE (1912) and GENEVA (1925) OPIUM CONVENTIONS AND THE LIMITATION CONVENTION (GENEVA, 1931)

The Advisory Committee had before it the report of the Sub-Committee instructed to bring up to date the above-mentioned list on the basis of the observations communicated by Governments (document O.C.1458(4)). This list has proved very useful to the Customs offices and administrative departments of Governments. The Committee endorsed several of the Sub-Committee's observations and recommendations and asked the Council to be good enough to forward them to Governments.

1. Governments should be asked, when communicating the list of preparations on sale on their markets, always to indicate the percentage of the basic drug, which is the essential fact from the point of view of applying the supervision provided for in the Conventions, and, only in default of this information, the composition of the products and, in the case of products divided into tablets, pastilles, pills, etc., the weight of these various units, in order to enable the percentage to be calculated. Governments should also be asked to indicate, not only the preparations and proprietary medicines which are manufactured in their countries, but also all those found on the market, irrespective of the country of origin, so as to enable the Sub-Committee of Experts to complete the list properly.

2. In the light of the further observations made by the Sub-Committee of Experts and of statements made in the Committee, the Advisory Committee maintained its view to the effect that a change of formula in a preparation should be accompanied by some change of name, as it is essential that a doctor, when prescribing, should be perfectly clear as to its composition; in view, however, of the objections raised by certain Governments, it agreed that it would be prejudicial, from the point of view of trade, to insist on a complete change of name. In these circumstances, it recommends Governments that, when the composition of a preparation is changed, the competent national authorities should, without changing the trade description, arrange for the label to bear the words "Formula nova" or some other equivalent expression and thus make it easy to see that the composition of the preparation has been altered.

3. The Sub-Committee drew the Advisory Committee's attention to the fact that the morphine content of poppy-heads which do not appear on the list as subject to control is liable to vary, though it generally exceeds 0.2% — i.e., the limit of morphine content allowed for morphine preparations exempted under the Convention. In view of the possible abuses resulting from the use of poppy-heads, the Advisory Committee recommends that the sale of poppy-heads by pharmacies should be permitted only on a medical prescription.

4. The Advisory Committee decided to ask the Health Committee for an opinion on the point whether, for the purpose of the control to be applied, "ointments" should be treated as solutions or as dry preparations for the purpose of the Health Committee's interpretation of "compounds" (of codeine and dionine) which are adapted to normal therapeutic use.

5. The Advisory Committee decided to approve the Sub-Committee's request to consider filling the vacant seat by appointing, as member of the Sub-Committee, an Anglo-Saxon expert, preferably someone holding the diploma of pharmaceutical chemist. It recommended that suggestions should be submitted at the Advisory Committee's next session with a view to appointing a British expert.

6. The Advisory Committee was happy to note that a large number of Governments had submitted observations on the list and that several had asked for large numbers of the list, reaching more than one thousand copies. To meet these requests, the Committee accordingly reiterates the recommendation already made that the next list should, if possible, be printed.
XII. DRUG ADDICTION

1. ENQUIRY INTO ADDICTION

The Committee had before it document O.C.1769, containing the replies of Governments to the questionnaire on drug addiction annexed to Circular Letter No. 193.1936.XI, of November 3rd, 1936.

The discussion revealed two distinct schools of thought. The representatives of Poland and Switzerland maintained that the drug addict is a sick man, constitutionally predisposed to this weakness and requiring therefore, in the main, medical treatment. The representatives of the United States and Canada, on the other hand, expressed the opinion that only a serious painful disease such as cancer would justify the continued use of narcotic drugs. The addict who takes narcotic drugs merely to satisfy his craving is a delinquent and any doctor who helps him to obtain drugs is himself breaking the law.

According to adherents of the first school of thought, drug addiction is a chronic social disease. Its treatment must therefore be in accordance with its peculiar character. Hospital treatment can do no more than touch the surface of the problem, as it cannot be provided for more than a very small percentage of all addicts and does not fulfill the need for prolonged treatment under proper supervision. In Europe, at least, and in the countries in which drug addiction is not the mass type, social hygiene dispensaries, perhaps be set up in addition to the establishments for the treatment of in-patients. Such dispensaries would be placed under strict medical supervision and would furnish addicts with such drugs as they might require, subject to a progressive reduction of the doses until complete cure. This system would have the advantage of enabling a larger number of addicts to be treated without removing them from the everyday life of the community. This conception of treatment through dispensaries is very similar to that at present accepted in regard to the treatment of tuberculosis. It has, indeed, been found that the in-patient establishment — the sanatorium — is accessible only to the more well-to-do classes and leaves the majority of sufferers unprovided for. Dispensary treatment has thus met a very serious need.

The members of the Committee to whom the drug addict is a delinquent regarded the proposal for the establishment of dispensaries at which narcotics would be supplied as retrograde. It would mean a return to the state of things prevailing twenty years before, before the application of the Conventions and more particularly before the entry into force of the Limitation Convention of 1931. In the United States and Canada, on the other hand, expressed the opinion that only a serious painful disease such as cancer would justify the continued use of narcotic drugs. The addict who takes narcotic drugs merely to satisfy his craving is a delinquent and any doctor who helps him to obtain drugs is himself breaking the law.

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The Egyptian representative said that methods which might be practicable in Europe, where drug addiction was not a serious problem, would be impracticable in more primitive countries. Experience in Egypt had shown that mass addiction can be treated only by mass methods under police control. Courts, prisons, hospitals: such were the instruments which had been effectively employed in Egypt.

The Committee also discussed drug addiction in Asia and, more particularly, the use of prepared opium by addicts in monopoly territories. In this connection, the representative of Poland asked the representatives of the monopoly territories to consider that the price of opium and reduce this to such an extent that traffickers would no longer find the sale of contraband opium profitable. In the second place, the monopoly countries should be invited to co-ordinate their tactics in the matter of opium on a uniform basis with a view to unimpeachable and progressive action for the eradication of addiction and the illicit traffic. In the third place, the system of dispensaries for the treatment of addicts should be developed and such dispensaries should be suited to local conditions and circumstances.

The representative of Belgium asked the representatives of the monopoly territories to describe the action taken there. In response, information was supplied by the various representatives on the methods of treatment used in the Netherlands Indies and in Hong-Kong: on preventive measures — e.g., organised games, playing-fields and instruction in schools in Indo-China and Malaya — and, lastly, on what has been done in China — methods of re-education, workshops for the training of addicts, etc. — and, in the attitude of the young people of China, the vast majority of whom do not smoke opium.

The representative of the Health Section briefly described the researches carried out by the Health Organisation into the treatment of drug addiction. A new experts' report on the
matter would shortly be submitted to the Health Committee. The latter might also study with advantage questions relating to the prevention of drug addiction and, more particularly, methods of mental hygiene. This question might be considered by the Health Committee at some future session.

In the light of these observations, the Advisory Committee was of opinion that the Minutes of the discussion on drug addiction and all the relevant documents should be communicated to the Health Committee.

On the conclusion of the discussions, the Advisory Committee adopted, with certain amendments, the following resolution which was submitted by the representatives of Switzerland and Poland:

"The Advisory Committee has taken note of document O.C.1769 containing the replies of Governments to the questionnaire on drug addiction annexed to Circular Letter No. 193.1936.XI.

"After a full discussion of the problem, it has instructed the Secretariat:

"(a) To draw the attention of Governments to the discussion on drug addiction held at the Advisory Committee's twenty-fourth session and to request them to supply in their annual reports, or in a special report, any observations or fresh information on this question;

"(b) To carry out a comparative study of the legal and practical standpoint taken at present in the various countries regarding drug addiction and the addict, such study to include both addiction to manufactured drugs and addiction to prepared opium.

"In carrying out this task, the Secretariat shall have recourse to official sources of information and to scientific studies, and shall have power to consult experts who, in so far as countries represented on the Advisory Committee are concerned, shall be selected in agreement with the respective members of the Committee."

The Committee also heard a statement by Dr. de Myttenaere, Assessor, drawing attention to a process for the rapid disintoxication of morphine addicts by fat emulsions. The process had been the subject of a communication to the Academy of Medicine in Paris on March 27th, 1934.

2. ANTI-NARCOTIC EDUCATION AND PROPAGANDA IN MEDICAL AND AUXILIARY MEDICAL CIRCLES

The Advisory Committee had before it document O.C.1686(a), containing further replies to Circular Letter No. 192.1936.XI, of November 7th, 1936, regarding anti-narcotic education and propaganda in medical and auxiliary medical circles. The Committee took note of this information and awaits further replies.

3. CODEINE ADDICTION

At its nineteenth session (November 15th to November 28th, 1934), the Advisory Committee, after taking note of information laid before it by the representatives of Canada and the United States showing that, contrary to the general belief, codeine might induce addiction, decided to ask the Health Committee of the League of Nations to examine the question of whether codeine was liable to cause addiction and to communicate the results of this enquiry, at the earliest possible date, to the Opium Advisory Committee.

The Health Committee was informed of this request at its twenty-second session in October 1935, and decided to study the question (see document O.C.1695(b)), for which purpose it sought the opinion of a number of scientific institutions.

Codeine addiction was extremely rare when the drug was taken through the mouth exclusively, but the position would appear to have changed since Canadian addicts began to take subcutaneous or intravenous injections. At present, however, this form of addiction would appear to be confined to the American continent. In other parts of the world where codeine is widely used in preference to other dangerous drugs, no harmful effects have been experienced. The position in regard to codeine is therefore somewhat peculiar.

The matter thus calls for thorough exploration by a body of experts representing the views of all those concerned. The Health Committee therefore decided to seek the opinion of the Permanent Committee of the Office international d'Hygiène publique and, to that end, adopted the following resolution:

"The Health Committee,

"Having noted the report on the 'Significance of Codeine as a Habit-forming Drug' (Bulletin of the Health Organisation, Vol. VII, No. 3):

"Requests the Permanent Committee of the Office international d'Hygiène publique to examine the question of the harmfulness of codeine as a drug liable to produce addiction, as well as the international preventive measures which might ultimately be considered desirable, account being taken of the fact that codeine is already subject to certain provisions of the 1925 and 1931 Conventions."
The Advisory Committee learned with the keenest interest of what the Health Committee had done and is now awaiting the results of the consultation of the Permanent Committee of the Office international d'Hygiène publique. The Committee also took note of document O.C.1695(a), containing various studies on codeine as a habit-forming drug. The Canadian representative further drew its attention to document O.C.1761, reproducing a memorandum by the Surgeon-General of the Public Health Service of the United States of America dealing amongst other subjects, with codeine addiction.

4. ADDICTION LIABILITY OF CERTAIN DRUGS: EUCODAL, DICODIDE, DILAUDIDE AND ACEDICONE

At its twenty-second session (May-June 1937), the Advisory Committee on Traffic in Opium and Other Dangerous Drugs discussed the comparative pharmaco-dynamic properties of certain drugs which were being used as substitutes for morphine (more particularly eucodal, dicodide, dilaudide and acedicone), and decided to request the Secretariat to have a memorandum on the subject drawn up for the Committee's information. At the request of the Health Committee, a bibliographical study has been prepared by the Health Section (document C.H.1424) and submitted to the Advisory Committee in document O.C.1766.

The study brings out various difficulties of interpretation regarding the respective value of these substances from the therapeutical point of view, but it also demonstrates that doctors may prefer certain of these drugs to morphine and other drugs according to the circumstances. The Advisory Committee decided to adjourn consideration of the document to its next session to permit of reference to Governments and experts.

5. SCIENTIFIC RESEARCH WITH THE OBJECT OF FINDING ANALGESICS TO REPLACE NARCOTICS

The Advisory Committee considered in this connection document O.C.1605(e), communicated by the United States representative on the work of the Public Health Service of the United States (see more particularly the last two paragraphs on page 8). It also heard a statement by the United States representative on the work of Dr. David J. Macht concerning certain advantages attaching to the use of cobra venom, as compared with morphine, for analgesic purposes. The Advisory Committee took note of this communication with interest.

6. DESOMORPHINE AS A DRUG OF ADDICTION

At its twenty-first session (May-June 1936), the Advisory Committee was informed by the United States representative of the results obtained by the American Research Council in its researches into the properties of desomorphine. In view of the potent toxic action of this drug, he expressed the hope that its manufacture, sale, distribution and use would be prohibited throughout the world and stated that his Government had taken measures to enforce its absolute prohibition.

The Committee noted that desomorphine was covered by Article 11 of the Limitation Convention of 1931, and accordingly transmitted to the Health Committee the statement of the United States representative, accompanied by the relevant documents, with a view to the possible application to that drug of the provisions of Article 10 of the Geneva Convention of 1925 and Article 11 of the Convention of 1931.

At its thirtieth session (May 1939), the Health Committee adopted the following resolution:

"The Health Committee,

"Having considered the report of the Permanent Committee of the Office international d'Hygiène publique:

"Notes that desomorphine (dihydrodesoxymorphine) is liable to produce addiction;

"And consequently informs the Council of the League of Nations of this fact and recommends that the provisions of the Geneva Opium Convention of 1925 shall be applied to desomorphine;

"And, in virtue of Article 11 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, brings the above to the notice of the Secretary-General of the League of Nations."

The Advisory Committee thus noted that desomorphine came automatically within the scope of Article 11 of the Convention of 1931. The representative of Switzerland pointed out that the drug had certain therapeutic properties which did not appear to justify the immediate prohibition of manufacture until a more exhaustive examination had been made to enable its importance from a medical standpoint to be ascertained. The representatives of the United States, Poland and Canada urged, as a precaution, that more radical measures should be taken with regard to the product — namely, prohibition of manufacture and of import. The Advisory Committee recommended in consequence that an extract of the Committee's report to the Council concerning this subject should be communicated to Governments.
XIII. SITUATION IN REGARD TO THE SUPERVISION OF CANNABIS AND DRUGS WITH A CANNABIS BASE

The Sub-Committee on Cannabis examined various documents submitted to the Advisory Committee since its last session by Governments or experts. Its work was facilitated by Dr. Bouquet's report (document O.C./Cannabis 3) summarising the work done and suggesting what lines its future activity should follow. The Sub-Committee's report appended (Annex II) was adopted by the Advisory Committee; it outlines the basis of three important investigations the results of which will supply the necessary data which will enable recommendations to be made to Governments for practical action in the campaign against cannabis addiction. From this point of view, the 1939 session of the Sub-Committee and the general review of its activities there undertaken constitute an important stage in its history.

During the discussion of the Sub-Committee's report, the Committee was happy to note the Mexican representative's statement to the effect that the Mexican Government would continue to enforce the present system of absolute prohibition in Mexico as regards cannabis addiction.

It also decided to refer to the Sub-Committee on Cannabis, for examination at its next session, the Greek representative's suggestion to enquire into the effects of Indian-hemp smoke.

Finally, the Committee decided to recommend that Dr. Bouquet's report should be printed and circulated as a League of Nations document.

XIV. QUESTIONS CONCERNING PREPARED OPIUM: RECOMMENDATION X OF THE FINAL ACT ADOPTED BY THE BANGKOK CONFERENCE FOR THE SUPPRESSION OF OPIUM-SMOKING, 1931

1. INVESTIGATION INTO THE COMPOSITION OF OPIUM SMOKE

The Bangkok Conference recommended that research of this kind should be carried out to determine the toxic effects of opium smoke.

The Advisory Committee had before it two papers on this question: preliminary report on investigations made by Mr. J. R. Nicholls, B.Sc., F.I.C., and Mr. J. G. A. Griffiths, B.A., Ph.D., F.I.C., in the United Kingdom Government Laboratory (document O.C.1749), and a report entitled: “The Principal Chemical Constituents of Chandu Smoke”, drawn up by Doctor F. E. van Haeften, Chemical Engineer, Inspector of the Opium Regie Department attached to the Government Opium Factory at Batavia (document O.C.1749(b)).

The Advisory Committee noted these papers with interest and thanked their authors for the valuable contribution thus made to its work; it thinks it desirable that they should be sent to the Health Committee and to interested Governments for information.

2. METHODS OF DETERMINING THE CHARACTER OF PREPARED OPIUM DROSS

The Advisory Committee had invited three experts to undertake research in regard to point 4 of recommendation X of the Final Act of the Bangkok Conference — namely, “the provision of a test which can be readily applied for determining the character of the dross brought in — e.g., whether it has already been resmoked, or is adulterated, or is the product of other than Government opium”.

The Committee has received on this subject a report drawn up by two of the three experts: Dr. R. van Bronckhorst (Director of the Opium Factory at Batavia) and Mr. A. C. Brooks (Acting Government Analyst, Straits Settlements).

The Committee has taken note of these interesting reports, thanks their authors for the assistance given to the Committee and recommends that the reports be sent for information to the Far Eastern authorities concerned.

(Signed) W. H. COLES, Chairman.
(Signed) T. W. RUSSELL, Vice-Chairman.
(Signed) S. GAVRILEVITCH, Rapporteur.
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Annex I.

O.C.S.317(1).

Geneva, June 2nd, 1939.

REPORT OF THE SUB-COMMITTEE ON SEIZURES ON THE WORK  
OF ITS ELEVENTH SESSION, MAY 1939

Submitted by the Chairman, Colonel C. H. L. Sharman (Canada).

I. INTRODUCTORY

At this session, the Sub-Committee held seven meetings, during which it passed in review  
the situation in regard to the illicit traffic in 1938 and the first three months of 1939. The  
meetings were attended by the representatives of the United States of America, the United  
Kingdom, Bulgaria, Canada, China, Egypt, France, India, the Netherlands, Siam, Turkey  
and Yugoslavia. The following experts assisted the Sub-Committee in its work: the Inspector  
General of the French Sûreté nationale, the Chief of Police of Rotterdam, the Commissioner of  

The Sub-Committee has the honour to submit to the Opium Advisory Committee the  
following report, which gives a general survey of the illicit traffic in 1938 and the beginning of  
1939 and also contains the Sub-Committee's observations in regard to the general trend and  
the significant features of the illicit traffic, together with the measures designed to combat it.

The report is based on seizures made during 1938 and the first three months of 1939 and  
reported to the Secretariat in accordance with Article 23 of the Limitation Convention of  
1931, on the reviews of illicit traffic in 1938 submitted by various Governments and on other  
information placed at the disposal of the Sub-Committee, which, in addition, had before it a  
confidential report by the Secretariat on the illicit traffic in 1938.

The Sub-Committee again wishes to express its appreciation of the help given to the  
Committee in its work by Governments which have forwarded to the Secretariat either their  
complete annual reports for 1938 or advance reports on the illicit traffic in their countries in  
that year.

Full annual reports for 1938 or advance reports dealing with illicit traffic in that year were  
received from fifty-seven Governments. Statements on the same subject were made orally  
on behalf of two Governments.

In this connection, the Sub-Committee desires to place on record its appreciation of the  
very full, interesting and useful report forwarded by the Shanghai Municipal Council in regard  
to the Shanghai International Settlement. It noted with satisfaction that regular reports on  
cases of illicit traffic were received for the first time in regard to 1938 from Palestine, where  
there apparently was a notable increase in police activities, and that the Siamese Government  
is now transmitting frequent and more complete reports on cases of illicit traffic discovered in  
Siam. The increasing extent to which Governments are sending in advance reports on  
illicit traffic and reports on special cases are indications of the marked improvement in  
international co-operation for the suppression of illicit traffic which has now for some years  
been a significant feature of the campaign against illicit traffic carried on under the auspices  
of the League of Nations.

The survey of the illicit traffic which the Sub-Committee is submitting to the Advisory  
Committee covers the majority of countries and territories in which the illicit traffic is a major  
problem, but the Sub-Committee regrets that it cannot make a complete survey of the situation  
in relation to the whole world in the absence of information concerning the situation in 1938  
in respect of certain countries in which the illicit traffic is a problem particularly  
China, India, Iran, Japan and Macao. China has, however, in spite of a difficult situation,  
furnished statistics of seizures in 1938.
II. General Trend of I illicit Traffic

On the basis of seizures effected during the calendar year 1938, the principal illicit markets appear to have been:

(a) For raw opium: Burma, Indo-China, Hong-Kong, the International Settlement and the French Concession at Shanghai, the Straits Settlements, Siam, the Netherlands Indies, Egypt, Palestine, Syria, France, Italy and the Netherlands;
(b) For prepared opium: Hong-Kong, the International Settlement and the French Concession at Shanghai, the Straits Settlements, Indo-China, the Netherlands Indies, Macao, the United States of America, and Australia;
(c) For morphine: Siam, Turkey and the United States of America;
(d) For heroin: France, Greece, Italy, Turkey, Egypt, Palestine, Shanghai International Settlement, Canada and the United States of America;
(e) For cocaine: Hong-Kong, the Straits Settlements and France;
(f) For Indian hemp (cannabis): Egypt, Tunis, Basutoland, Swaziland, Turkey, Syria, Burma, Canada and the United States of America.

As was the case last year, the information available to the Sub-Committee indicates that smuggling with the connivance of members of ships' crews continues to be one of the most important features of the illicit traffic. The Sub-Committee notes, however, the adoption of certain measures which it is hoped will tend to counteract this form of smuggling. A close and effective co-operation between the police authorities and the owners of certain large steamship companies has been noted. This year, the Committee has had in addition information pointing to the increased activities of ships' officers in detecting smuggling on board ships.

In 1938, as in previous years, it would appear that Marseilles, in spite of the vigilance of the French authorities, has continued to be an important transit centre for the international illicit traffic.

The illicit traffic originating in certain Balkan countries, which was previously noted, appears to have continued in 1938, but the Sub-Committee wishes to pay a tribute particularly to the police authorities in Italy and Yugoslavia, who have spared no effort in trying to suppress illicit trafficking, in close collaboration with the police authorities in the countries affected.

There is evidence that Hong-Kong is an important distributing centre for the smuggling of prepared opium to the North American continent. In 1938, a large proportion of the prepared opium seized in the United States of America and Canada came from, or via, Hong-Kong. In this connection, it is also worthy of note that prepared opium coming from Kwangchow-Wan has been seized. Another feature in 1938 is the use of Australia as a point of transhipment of prepared opium intended for North America, a situation which has arisen doubtless on account of the large disparity in prices between the two continents.

Iranian raw opium continues to be found in the illicit traffic in many parts of the world. The Netherlands Indies report that, of all the raw opium seized, 98.5% was of Iranian origin. The Shanghai Municipal Council notes that, according to reliable reports, large shipments of Iranian opium were brought to Shanghai at frequent intervals from Tientsin and Dairen.

Iranian opium, bearing the official labels of the Iranian opium monopoly, was also seized in both Egypt and India. Part of the opium which enters Egypt through Palestine and Syria is apparently of Turkish origin.

The preliminary report from the United States of America, in which raw opium is linked with prepared opium, states as follows:

"Although the total number of individual seizures of prepared opium fell off from the previous year, several exceptionally large seizures indicate that there is still an ample supply available in China and Hong-Kong. Therefore, the American narcotics administration continues to view the situation with concern and regrets to note the continued smuggling of Iranian opium into China north and south of the Great Wall, and of prepared opium out of China and Hong-Kong."

The United States representative stated that he had information that the Mexican authorities were considering the establishment of morphine shops in Mexico for the supply of morphine to addicts. If established, such shops would undoubtedly encourage smuggling into the United States of America, Canada and other countries.

III. Principal Channels of the Illicit Traffic

1. Raw Opium.

Seizures of raw opium have been reported from the United States of America, the Argentine, the United Kingdom, Barbados, Burma, Cyprus, the Fiji Islands, Hong-Kong, Palestine, the Straits Settlements, Zanzibar, Canada, China, the International Settlement at Shanghai, the French Concession at Shanghai, Egypt, France, Indo-China, Madagascar, Syria and Lebanon, Tunis, Germany, India, Italy, the Netherlands, Curaçao, the Netherlands Indies, Surinam, Portuguese East Africa, Roumania, Siam, Sudan, Turkey, Yugoslavia.
The largest seizures of raw opium were reported in the following countries:

**China:** 19,125 kg. were seized during the year, of which 6,443 kg. were seized by Customs, 156 kg. by Post Offices, 262 kg. by Railway Police, and 12,244 kg. by the Opium Suppression Supervisory Bureau.

**Burma:** 3,090 kg.

**Syria and Lebanon:** The seizures of opium were considerable: 10,863 kg. as compared with 5,591 kg. in 1937. Most of the opium was imported from Malatia (Turkey) by gangs of smugglers from Aleppo.

**Egypt:** The total quantity seized was 10,871 kg. The larger part was of Turkish origin and came through Syria and Palestine.

**Hong-Kong:** 10,230 kg. were seized, of which 9,471 kg. were of Chinese and 760 kg. of Iranian origin.

**Italy:** 9,970 kg. of raw opium were seized at Milan in connection with the closing of a laboratory engaged in manufacturing drugs for the illicit market, and 47 kg. of Yugoslav origin in the Trieste area.

**France:** In 1938, the total seized was 10,371 kg. 40 kg. were seized at Marseilles, consigned from Beirut in cases of provisions.

In 1939, 9,1/2 kg. were seized in Paris and 7,500 kg. at Roquevaire, near Marseilles.

**Indo-China:** 656 kg.

**Turkey:** 445 kg.

**French Concession at Shanghai:** 362 kg.

**International Settlement at Shanghai:** 355 kg.

**Siam:** 222 kg.

**Germany:** 180 kg. were seized at Hamburg. The opium was of Yugoslav origin.

**Palestine:** 12 seizures were reported, with a total amount of 130 kg.; 22 kg. were in transit for Egypt.

**United States of America:** The total quantity seized in 1938 was 42 kg. During the first three months of 1939, the United States reported two cases in which members of the crews of Italian ships were implicated. In the first case, the seizure was made at Hoboken, New Jersey, from the steamship *Ida* and the opium came from Susak in Yugoslavia. In the second case, the seizure was made at Savannah, Georgia, from the steamship *Arsa*. The opium was shipped from Marseilles, the quantity involved in both cases being 85 kg.

**Netherlands Indies:** 90 kg. were seized in 1938; 98 1/2% of the opium was of Iranian origin.

**Indo-China:** 67 kg.

**Netherlands:** 66 kg. were seized during the year. In a seizure made at Hansweerth, the opium (7 kg.) had been obtained from the international trafficker Scordillis at Antwerp.

**Yugoslavia:** 23 kg. were seized in March 1939 in the town of Orehovic by the police of Susak.

**Roumania:** About 2 kg. were seized at Constantza on board a vessel flying the British flag.

2. **Prepared Opium.**

Seizures of prepared opium were reported from the United States of America, Australia, the United Kingdom, North Borneo, Hong-Kong, Kenya, New Hebrides, Palestine, the Straits Settlements, Canada, China, the International Settlement at Shanghai, the French Concession at Shanghai, Indo-China, the Netherlands, Curaçao, the Netherlands Indies, Macao, Siam.

**Straits Settlements:** The total of the quantities seized was 1,851 kg. In many cases, the opium appears to have come from Hong-Kong, and a large majority of the seizures were made at Singapore.

**United States of America:** 603 kg. were seized in 1938. There are indications that, in contrast to previous years, the heaviest arrivals of prepared opium were in the Atlantic coast area. The largest individual seizure was effected there, although considerable quantities were also seized on the Pacific coast and in the Philippine Islands. The seizures amounted to some 258 kg. in excess of the quantity seized in the previous year. Practically all seizures consisted of prepared opium, which was a blend of Chinese and Iranian opium and which came from Hong-Kong.

**Hong-Kong:** 482 kg.

**China:** 312 kg.

**French Concession at Shanghai:** 152 kg.

**Netherlands Indies:** 123 kg. were seized. More than 81% of the seizures were packed in copper boxes bearing the well-known “Lion, Globe and Serpent” mark with Chinese characters. A further 15%, consisted of prepared opium from the Indo-China Monopoly. An analysis of the prepared opium showed that 67 kg., or 50%, had been prepared either fully or in part from Iranian raw opium.

**Indo-China:** The seizures of prepared opium reported during the first three quarters of 1938 amounted to 122 kg.
3. Morphine.

Seizures of morphine were reported in the United States of America, the United Kingdom, Canada, China, the International Settlement at Shanghai, the French Concession at Shanghai, Egypt, France, Germany, Greece, Italy, the Netherlands, the Netherlands Indies, Siam, Turkey.

In general, seizures of morphine were of small quantities, although one case involved 123 kg. of morphine base in the free port of Hamburg, which had been smuggled into Germany from Yugoslavia during the years 1935-1938, and another 59 kg. of morphine base at Cherbourg.

Siam reported 160 cases of morphine peddling involving a little over 16 kg., which equals about half the total morphine (other than morphine base) so far reported seized in 1938.

3. Morphine.

3. Morphine.

4. Heroin.

Heroin seizures were reported from the United States of America, the United Kingdom, Palestine, the Straits Settlements, Hong-Kong, Canada, China, the International Settlement at Shanghai, the French Concession at Shanghai, Egypt, France, Tunis, Germany, Greece, Italy, the Netherlands Indies, Poland, Spain, Turkey, Yugoslavia.

United States of America: Heroin continued to be found in the illicit traffic in all parts of the United States. The total quantity of heroin seized during the calendar year 1938 — i.e., 92 kg. — showed a decrease in comparison with the total seized during 1937 (118 kg.). Circumstances in connection with the heroin seized in the United States, particularly in the Atlantic coast area, pointed to the continued use of Europe as the base from which heroin is smuggled.

A seizure of over 1 kg. in 1939 (in the case of the Italian ship Arsa) was reported.

France: 104 kg., of which 60 1/2 kg. were seized in connection with the Leifer case, which involved the smuggling of large quantities concealed in religious books and consigned both to Palestine and the United States, and 12 kg. at the clandestine laboratory discovered at Roquevaire, near Marseilles.

China: 68 kg.

Italy: Over 20 kg. were seized at Genoa and Milan.

Egypt: 14 kg.

Palestine: 12 kg. in connection with the Leifer case.

Yugoslavia: 10 kg.

International Settlement at Shanghai: 5 kg.

Tunis: 3 kg. (approximately).

Turkey: Approximately 3 kg.

1 kg. 310 grm. were of Bulgarian origin. 1 kg. 500 grm. were also seized in connection with the discovery of a clandestine factory on the Bosporus.

Greece: 3 kg. 300 grm. of heroin were seized in connection with the discovery of two clandestine laboratories.

Germany: 3 kg. of heroin at Vienna, which came from Skoplje (Yugoslavia).

5. Cocaine.

Cocaine seizures were reported from the United States of America, the Argentine, Brazil, the United Kingdom, Hong-Kong, Palestine, the Straits Settlements, Canada, China, Egypt, France, Syria and Lebanon, Tunis, Germany, India, Italy, the Netherlands Indies, Siam, Spain, Yugoslavia.

Although seizures were reported from a number of countries, the quantities involved were small.

India, where, in the past, frequent seizures of cocaine had been made, reported in 1938 a single case of 310 grammes at Calcutta.
The largest quantities were seized at Hong-Kong (5 kg.), France (4 kg.), Straits Settlements (2 kg.).

Colombia and Uruguay reported cases of pilferage of legitimate shipments of cocaine discovered on the arrival of ships. The quantities involved, in the case of Uruguay, amounted to almost 2 kg. and, in the case of Colombia, to 1 kg.

6. **Indian Hemp.**

Seizures of Indian hemp and Indian-hemp drugs were reported from the United States of America, Brazil, the United Kingdom, Basutoland, Burma, Palestine, Sierra Leone, Swaziland, Zanzibar, Canada, Egypt, France, Syria and Lebanon, Tunis, Germany, Greece, India, the Netherlands Indies, Portuguese India, Sweden and Turkey.

The largest seizures of Indian-hemp drugs were reported from Burma (3627 kg.).

Basutoland: 2410 kg.

Swaziland: 705 kg.

Syria and Lebanon: 549 kg.

Egypt: 460 kg.

Tunis: 159 kg.

Palestine: 146 kg.

Turkey: 38 kg.

Greece: 6 kg.

The total number of seizures of cannabis reported in the United States during the year amounted to 1088. These involved 17160 marihuana cigarettes, 569 kg. of dried bulk marihuana, 148 kg. of seeds, and about 39973 growing plants. 26668 kg. of marihuana, covering 13346 acres of land, were destroyed.

The origin of the hashish seized in Egypt was Syria, Palestine or India, but the quantities coming from India were small.

The hashish seized in Syria and Lebanon was a local product considerably adulterated and almost entirely intended for export, chiefly to Egypt.

7. **Narcotic Drug Pills.**

Seizures occurred in the United States of America, Canada, Hong-Kong, Macao, China and the International Settlement at Shanghai.

The Sub-Committee noted that a distinction should be made between heroin pills intended purely for addiction purposes and the so-called Chinese medicinal pills, which may contain narcotic drugs and are intended primarily for medicinal use.

Large seizures of heroin pills were again recorded in Hong-Kong, Macao and China, but, according to the report of the Shanghai Municipal Council, the traffic in 1938 in heroin pills in the Settlement was purely sporadic and promptly suppressed. This traffic in the Settlement no longer constituted the serious problem which it had previously presented, a result which is attributed to the severe penalties imposed by the Chinese courts. These penalties included the imposition of the death sentence, or life imprisonment, for manufacture, while sentences of imprisonment ranging from twelve to fifteen years were imposed on traffickers.

8. **Clandestine Manufacture.**

Clandestine manufacture of heroin was reported from Greece, France and Turkey.

Two pill-factories were found in the International Settlement at Shanghai.

**France:** On March 24th, 1939, a clandestine laboratory for the manufacture of heroin was discovered at Roquevaire, near Marseilles. 750 kg. of opium, approximately 2 kg. of heroin powder and 20 tins of refined opium were seized, together with various chemicals and a complete laboratory equipment for the manufacture of narcotic drugs.

**Greece:** 3 kg. of heroin were seized in a laboratory in a private house.

In another case, 400 grammes of heroin, 490 grammes of morphine and 6 kg. of Indian hemp were seized.

**Turkey:** A laboratory for the manufacture of drugs was discovered in June 1938. 2 kg. of morphine base, 5 kg. of hashish and quantities of acid acetic anhydride, benzol and other drugs were seized.

On March 7th, 1938, a case of clandestine manufacture was discovered at Istanbul, organised by an international trafficker of Italian nationality. A laboratory was to be erected and equipped at an isolated farm in a lonely part of the Upper Bosphorus. The police discovered the activities and seized 36 cases containing 1715 kg. of opium.

* * *

**Prices of Drugs in Illicit Traffic.**

As in previous years, Governments in their reports on illicit traffic for 1938 have, in many cases, included information concerning prices of drugs in the illicit traffic, and some Governments have given interesting comments on these prices.
In the United States of America, raw opium prices remained practically stationary in the South Central area, but rose steadily throughout the year in New York City, which is considered the most important illicit market in the North Central area. Addicts and peddlers in this area complained of an acute shortage of raw opium. Prepared opium prices increased steadily in the Atlantic coast and Pacific coast areas and in Hawaii, reaching the highest levels ever noted ($400 per 5-tael tin). The price of morphine remained about the same as in 1937 in the South Central and Atlantic coast areas, but underwent a slight increase in the North Central area and a decided rise in the Pacific coast area. The heroin price was fairly constant in all areas but showed a slight increase in some.

In Canada, on the Pacific coast, prices for prepared opium in 5-tael tins decreased between January and July, but increased again towards the end of the year.

In the Netherlands, opium became scarce in the maritime ports and the price rose in consequence.

In the Netherlands Indies, prices of raw opium and prepared opium stand in close relation to the prices fixed by the Monopoly for its products in each area. In regard to illicit prepared opium, prices were from 20% to 50% lower than the local prices of Monopoly opium.

In the International Settlement at Shanghai, the price of heroin remained the same as at the end of 1937, whereas Chinese raw opium showed some increase in price.

IV. Particulars about the Situation in Specific Countries

As in previous years, the Sub-Committee desires to include in its report a short survey of the situation in a number of countries where the illicit traffic is a serious problem. These surveys are based on the reports submitted by the Governments concerned or on other information available to the Sub-Committee.

United States of America.

All available information indicates that illicit traffickers continue to rely on the Far East for supplies of prepared opium, while France, Yugoslavia and Italy were used as bases or places of transit for smuggling of raw opium, morphine and heroin into the United States. In a number of instances, prepared opium seized on the Atlantic and Pacific coasts and in the Philippine Islands appeared to have been smuggled from Hong-Kong. It was likewise evident that Australia was, for a time at least, the base for smuggling of prepared opium into the Hawaiian Islands. Both morphine and heroin coming from Italian ports were seized in the Atlantic coast area. In the South Central and South Pacific coast areas a number of seizures were made of raw opium and prepared opium, apparently of Mexican origin. There were several seizures in the continental United States of prepared opium in 1-tael tins of the "Red Lion" brand, this being a type of tin more frequently encountered in the Philippine Islands and the Far East.

Traffickers still appear to be despatching their drugs in smaller lots than was their custom about seven years ago. False compartments in trunks and hand-baggage have been employed in the effort to smuggle into the United States narcotic drugs in commercial quantities.

The heavy adulteration of heroin continues, and the price of that drug varies greatly, according to its purity. In the illicit traffic, unadulterated heroin was seldom encountered, except in cases of seizures effected directly from vessels.

A considerable traffic in cannabis is indicated by the fact that 1088 persons were arrested for violations of the Marihuana Tax Act during 1938. Most of the drug was supplied from domestic sources. There was some petty smuggling of marihuana into the United States by seamen on vessels touching at Central and South American ports.

Canada.

There were decreases in the amounts of prepared opium, raw opium, morphine, heroin, cocaine and Chinese pills seized during the year, while increased quantities were involved in relation to opium dross, cannabis and poppy-heads.

There were 162 convictions under the Narcotic Act, as compared with 161 in 1937. More than half the convictions obtained were in British Columbia and Ontario.

The habit of injecting smoking-opium hypodermically among both Occidentals and Orientals on the Pacific coast has continued, and numerous arrests have been made of both Chinese and white traffickers who cater to this vice. Heavy sentences have been imposed in that regard. This habit has also been encountered to a small extent in Ontario. In both Manitoba and Ontario, there was a recrudescence of heroin trafficking, which was effectively combated.

A case involving international traffic from abroad was that of Stanley Zlateff, a Bulgarian, in Montreal, who offered to supply large quantities of opium from Bulgaria. He was arrested while in possession of a sample of opium just received from Bulgaria, and correspondence...
seized indicated the development of a scheme to dispose of large quantities on the American continent.

On August 1st, 1938, amendments to the Narcotic Act made it illegal to produce or cultivate cannabis without a licence. Cases of illicit trafficking in cannabis or possession of same for smoking were encountered.

Dilaudide has been discovered in the illicit traffic, its popularity being doubtless due to the fact that it is many times stronger than morphine. Three arrests were made in relation to its illegal possession.

One veterinary surgeon was sentenced to imprisonment for fifteen months for illegally supplying heroin under conditions which prompted the belief that it was for use on race tracks.

Only one case of a theft from narcotic wholesalers occurred during the year, a successful burglary having resulted in the theft of a considerable quantity of narcotics.

France.

The number of individuals arrested or prosecuted in 1938 for illicit traffic in narcotic drugs rose to 432, a fairly considerable increase over 1937, when the figure was 390.

The number of arrests, which has been steadily increasing for several years, and the importance of the seizures carried out bear witness to the energetic steps that are being taken to suppress all branches of the illicit traffic.

No fewer than 384 of the total number of arrests or prosecutions in 1938 occurred in Paris. The quantities of drugs seized were considerably more than in 1937, especially as regards raw opium and heroin, and several international traffickers have been arrested.

The consumption of heroin appears to be steadily increasing.

The Netherlands.

As in previous years, a decrease was observed in the illicit traffic. There was a decline, not only in the number of reports on illicit traffic, but also in the number of seizures; in 1938, only sixteen seizures were effected. In particular, reports revealed the existence of traffic in morphine, heroin and cocaine with France and Belgium.

Large quantities of opium were seized, although the total amount was smaller than for 1937. Opium continues to be conveyed across the southern frontier, as was proved by the seizure at Hansweert. This seizure also showed that the Peroulis-Scordillis gang is still taking an active part in the traffic. Judging by the details of various seizures, it would appear that Marseilles continues to be the source of opium smuggled into the Netherlands.

Yugoslavia.

Last year, the Advisory Committee drew attention to information which indicated a disconcerting and apparently continuing increase in the movement of raw opium, morphine base, morphine and heroin from Yugoslavia to France and to Italy. This year, the Sub-Committee again had information that this traffic was continuing. It was therefore with satisfaction that the Sub-Committee heard a statement from the representative of Yugoslavia that the situation in 1938 was characterised by an increased vigilance of the police authorities in that country and by still closer international co-operation. As a result of very severe measures taken by the authorities, a number of traffickers had completely ceased to engage in illicit traffic; unfortunately, others had taken their place. The centre of the illicit activities was found in the opium-producing districts in the south of the country, from which the traffic was directed northwards towards Belgrade and, even more, towards Zagreb. The traffic was partly in raw opium and partly in alkaloids. It was not intended for Yugoslav consumption, but passed over the Yugoslav border towards both European countries and America.

The representative of Yugoslavia added that, in addition to increased police activities, Yugoslavia had taken an important step forward by introducing very severe legislation against the illicit traffic, which had come into force in January 1939 and would be communicated to the Committee and to Governments through the Secretariat. The old law did not enable the courts to inflict penalties on traffickers beyond 50000 dinars and imprisonment for thirty days. The new law contained very severe penalties extending, in regard to illicit traffic, to 150000 dinars fine and imprisonment for five years, and for clandestine manufacture, which was now considered as a crime, to 100000 dinars fine and imprisonment for ten years with hard labour. If clandestine manufacture were carried on by an authorised factory, the law provided that the authorisation should be cancelled and the factory closed. The representative of Yugoslavia expressed the firm conviction that the illicit traffic which in the last few years had developed in certain regions of Yugoslavia would soon be considerably reduced. He added that his Government, in view of the wish expressed by the Sub-Committee last year, had decided to submit in future individual reports on cases of illicit traffic.

Turkey.

The illicit traffic continued to decline in the past year. The quantity of drugs seized diminished, and, with the exception of three cases of illegal exportation, nearly all the seizures
took place in the interior of the country, and consisted of small quantities discovered in the possession of drug addicts or retail traffickers. Clandestine manufacture, which, despite energetic action, has not yet been entirely stamped out, seems to be the chief source of supply of the illicit market.

The total number of prosecutions was 441, of which 169 were pending. There were 958 persons involved, of whom 158 were acquitted.

**Egypt.**

Convicted traffickers have increased by 229, convicted addicts by 19, the total of cases of seizures by 177, and the total of persons accused by 188.

The seizures of opium were as follows: 1935, 247 kg.; 1936, 500 kg.; 1937, 1006 kg.; and 1938, 1037 kg. The opinion expressed in previous reports was that the very great reduction in addiction to manufactured drugs in Egypt was due more to the people's inability to pay for the drugs than to any cessation of desire for drugs on their part.

Opium injected subcutaneously is now a favourite drug of addiction in the place of heroin.

The year 1938 has been notable for the first trials and convictions for foreign subjects in the mixed courts under the Egyptian Narcotic Law. Of such foreign subjects, 45 have been convicted and sentenced to imprisonment totalling fifty-five years and fines of £E7710.

Of the contraband opium entering Egypt, 75% comes from the Suez Canal front, being brought ashore in canal ports, thrown overboard in canal transit, or smuggled from Palestine across Sinai to the canal. The remaining 25% is either landed on the Damietta-Rosetta coast or smuggled through the port of Alexandria.

**Siam.**

A very large illicit traffic in opium, chiefly prepared opium, continued to take place over the northern frontiers into the interior of Siam. There were 8859 convictions for offences against the opium law, most of them in respect of the illicit importations or possession of opium. Raw opium confiscated during the year amounted to 222 kg. The total seizures of morphine in 1938 amounted to about 16 kg., which is a large increase as compared with previous years.

The Siamese authorities have explained that the reason for this large increase is that, in the year 1938, a number of important traffickers were active. The greater part of the morphine was thought to have come from British territory to the north of Siam.

**Netherlands Indies.**

The illicit traffic in heroin appears to have decreased in 1938, 54 seizures being reported as against 118 in 1937. The illicit traffic in opium is supplied exclusively from abroad, more than 65% of the amount seized being confiscated in circumstances which enabled the authorities to ascertain by what vessel the drug had been imported. Nearly all the vessels upon which opium was smuggled came from Chinese ports. Of the raw opium seized, 98.5% was Iranian opium which was contained in packages wrapped in red paper but unmarked. There were no instances in 1938 of the “ A and B ” or “ A and B Monopoly ” marks with other characters. In two cases, the raw opium was wrapped in packets bearing a new mark—namely, “ Two cocks with Chinese characters ” and “ Globe ”.

Analyses of seized prepared opium showed that 59% had been prepared wholly or in part from Iranian raw opium. More than 81% bore the “ Lion, Globe and Serpent ” mark. 0.7% was Straits Settlement Monopoly opium and 16.5% was from the Indo-China Monopoly. In one case, the opium was packed in a box bearing the mark of an “ Eagle in Flight with Chinese characters ”.

The morphine and heroin seized were believed to be of Japanese origin.

**International Settlement of Shanghai.**

There was a considerable growth of opium traffic in the Settlement during the year, following the cessation of the so-called anti-opium plan. Although this plan did not extend into the Settlement, it nevertheless had the effect unwittingly of eliminating the large-scale traffic in opium in this area because, under its provisions, opium-hongs were legalised in Chinese territory and keepers of clandestine dens and addicts in the Settlement could obtain their supplies from these sources. In order to avoid detection, their policy was to purchase only small quantities of opium—sufficient to meet their daily requirements—at one time. When the Japanese forces advanced on Shanghai in September 1937, the legalised hongs were forced to suspend their operations in Chinese territory and the smuggling of opium into Shanghai from coastal ports started on an unprecedented scale. It appears, however, that the syndicates which were formed to import opium through the medium of ostensibly legitimate shipment of goods suffered serious financial losses towards the middle of the year by reason of several of their larger shipments having been seized and confiscated by the Chinese Maritime Customs. As a consequence, many of them were dissolved. Reliable sources state that the
information which led to these seizures being effected originated from Japanese interests which were anxious to stamp out the activities of Chinese competitors, as they themselves had entered the trade in a big way and had perfected smuggling lines with Tientsin and Dairen. There were also reliable reports to the effect that large shipments of Iranian and Jehol opium were brought to Shanghai at frequent intervals from Tientsin and Dairen.

In addition to this development, opium-hongs were established in the Japanese-occupied areas, and, in particular, at Jessfield, beyond the western boundary of the Settlement. Some of these were obliged to close down during the year through their inability to pay the protection fees imposed upon them. The opening of these hongs followed as a natural development from attempts made by their owners to carry on business in the Settlement and the French Concession. It appears that these hongs obtain their stocks of opium through a syndicate composed of the owners of twenty hongs which formerly carried on business in Nantao. The opium is of Jehol or Formosan origin and is brought to Shanghai from Dairen by a Japanese organisation. The circumstance that the opium situation in the Settlement was appreciably worse during 1938 than before the outbreak of hostilities in August 1937 should not be construed to mean that larger shipments of opium were arriving in Shanghai for local consumption than was the case under the Chinese Government’s so-called anti-opium plan. A more correct assessment is that larger quantities of opium are entering the Settlement and the French Concession than before the hostilities because the bulk of Shanghai’s population is now concentrated in these areas. Several attempts appear to have been made by the owners of defunct hongs to obtain opium monopoly rights in the Province of Kiangsu, but these attempts seem to have been unsuccessful.

Reports current in the early part of the year were to the effect that there was an abundance of high-grade heroin of Tientsin origin in Hongkew, which groups of Japanese and Koreans hoped to introduce into the local illicit traffic. These groups, however, did little or no business in the sale of heroin and, not having the proper connections, it is doubtful if they succeeded in selling the drug into the international traffic. Consequently, most of these firms either had to close down after a brief existence or turn their attention entirely to dealing in other drugs of Japanese origin. The peddling of heroin by Chinese was fairly prevalent at the beginning of the year, but the long sentences passed on peddlers who were caught appear to have acted as an deterrent to others. On the other hand, there was increasing evidence that foreigners resident in the Settlement were obtaining consignments of heroin from Japanese sources for the purpose of feeding international traffic. Close surveillance is now being kept on these foreigners. In many cases, their sources of supply are centred at Tientsin, to which they travel by the sea route. It is rather an interesting fact that the illicit drugs originating in Tientsin seldom, if ever, proceed to foreign countries via Japan, though this is undoubtedly the shortest route to America. For this reason, the lines of communication converge on Shanghai or Hong-Kong, particularly the former port.

409 Chinese, 5 Japanese, 8 Koreans and 2 Formosans were arrested for being concerned in the sale of opium and narcotic drugs. 294 were convicted, 73 were discharged, 45 were released and 13 were still on remand at the close of 1938. Penalties imposed by the Chinese court varied from a suspended sentence of imprisonment for three months to life imprisonment (reduced on appeal to imprisonment for sixteen years). The sentences imposed by the Japanese consular court varied between fines of 20 yen and 100 yen (18 and 80 Swiss gold francs). The total amount of the fines inflicted in connection with opium and other narcotic offences during the year was 20748 Chinese dollars (18673.20 Swiss gold francs) and 340 yen (306 Swiss gold francs), as compared with 4845 Chinese dollars (3690.50 Swiss gold francs) and 2810 yen (2529 Swiss gold francs) during 1937.

General Situation in the Far East.

There was nothing in the information available to the Sub-Committee which pointed to any improvement as regards clandestine manufacture and drug traffic in the Far East, particularly in those areas of China under Japanese control, Hong-Kong and Macao. The important problem of the situation in the Far East will, however, be discussed by the Advisory Committee itself during the present session.

V. SIGNIFICANT FEATURES PRESENTED BY THE ILICIT TRAFFIC

The Sub-Committee decided to draw attention to the following significant features of the illicit traffic during the period under review.

The habit of hypodermic injections of prepared opium, which for some time has been a serious problem in certain parts of Canada, particularly in the Pacific coast area, appears to be spreading to other countries. The Netherlands report cases encountered in Rotterdam, and the Egyptian report states that whereas opium, up to a year or two ago, was taken by chewing, it is now boiled in water and the liquid injected with the hypodermic syringe in Egypt; however, it is raw opium and not prepared opium which is used in this manner.

The Sub-Committee was struck by the number of cases of seizures of prepared opium in large quantities in the Far East and on the North American continent. The opium was of
well-known brands which have for many years been found in the illicit traffic without it being possible to ascertain definitely the places and countries from which they came. Mention may be made of the following brands:

- Lam Kee, Eagle
- Lam Kee, Macao
- Lam Kee Cheong
- Red Lion, Lion and Globe
- Lo Fook Kee
- Eagle
- Double Cash
- Cock and Elephant
- Lion, Globe and Serpent
- Lion and Globe
- Lion
- Yick Kee.

The Sub-Committee considered it of vital importance that these brands of prepared opium should be traced to their origin, and hopes that Governments will do everything in their power to that end. Once the origin is established, there may be hopes of closing these sources of supply for the illicit traffic in prepared opium.

In this connection, it is interesting to note that prepared opium reaching the United States and Canada in large quantities is of a type which is not marketed in China itself, is usually packed in 5-tael tins and more seldom in 1-tael tins, whereas seizures in the Philippine Islands are generally of 1-tael tins.

Another significant feature which was brought to the Sub-Committee’s attention was the fact that drug traffickers are often in possession of several passports. There was a case in point of a trafficker in the United States of America who had four American passports and one Canadian passport, all in different names. The Sub-Committee discussed the existing methods of identification in connection with passports, and expressed the opinion that it was desirable that steps should be taken to prevent persons from being in possession of more than one passport.

The Canadian Government had forwarded a report of the arrest at Montreal at the beginning of this year of a Canadian national of Bulgarian origin who offered large quantities of raw opium from Bulgaria and who was found in possession of samples thereof. The Turkish Government also reported a seizure at Istanbul in November 1938 of 1 kg. 310 grm. of heroin of Bulgarian origin, stating in connection therewith: “A very thorough investigation convinced the police authorities at Istanbul that most of the heroin which was flooding the illicit market in that city was of Bulgarian origin.”

The representative of Bulgaria stated that his Government had probably not yet received information about the Montreal case, but that he had asked it to take immediate action, and he hoped to be able to inform the Committee of the action taken before the end of the present session. The Sub-Committee, which has not forgotten the quick and decisive action taken by the Bulgarian Government a few years ago when Bulgaria suddenly became a centre of manufacture of drugs for the illicit market, felt sure that the Bulgarian Government would again take immediate measures to stamp out any illicit traffic which might originate in its territory.

The German Government transmitted a report of an important case of illicit traffic in raw opium and morphine base from Yugoslavia, concealed in consignments of camomile tea despatched by rail from Yugoslavia to the free port of Hamburg. This illicit traffic had been going on since 1935 and the seizures were made in July and August 1938. The amount seized approximated 180 kg. of opium and 123 kg. of morphine base, part of which apparently came from a chemical laboratory at Zagreb.

Information was furnished to the Sub-Committee concerning the situation in Italy, which gave evidence of the activity of the Italian police authorities in collaboration with the police of other countries, particularly with those in Yugoslavia and the United States of America. A number of cases of illicit traffic were discovered in 1938 and at the beginning of 1939, particularly at Milan, Genoa and Trieste. A licensed manufacturer at Milan was discovered to have manufactured large quantities of narcotic drugs for the illicit traffic. Important seizures were made and the investigation disclosed a connection with the clandestine installation subsequently discovered by the French authorities at Roquevaire, near Marseilles. The traffic discovered at Trieste appeared to have had its origin in Yugoslavia.

The Sub-Committee noted, in connection with seizures of morphine, heroin and cocaine, that labels of Japanese drug manufacturers continued to be encountered.

An examination of the information contained in the preliminary reports from Governments regarding the illicit traffic in 1938, in the annual reports already received for the
same year and in the special reports communicated for this period in accordance with Article 23 of the 1931 Convention, seems to lead to certain general observations.

A number of Governments report a reduction in the illicit traffic (or at any rate in the number of prosecutions for illicit trafficking)—for instance, the Netherlands and Turkey. In the United States of America, the trend of prices in the wholesale illicit traffic and other circumstances indicated that the demand of the traffic continued to be met, with the possible exception of raw opium and prepared opium. During the later months of 1938 there were many indications in several areas of an appreciable curtailment of the supply of narcotics available for the illicit traffic. The total seizures of drugs showed a considerable increase in 1938 over 1937. The increases were noted in respect of prepared opium and medicinal opium, whereas seizures of raw opium, morphine, heroin and cocaine decreased. In Canada, the number of convictions remained stationary.

In France, the number of arrests had been steadily increasing for several years, and, as pointed out in the French Government's report, this fact, coupled with the importance of the seizures effected, indicates the energetic steps that are being taken to suppress the illicit traffic, wherever encountered.

Co-operation between national police forces yields very valuable results, a point emphasised in several of the reports which the Committee examined. Collaboration by Governments with the Advisory Committee in matters affecting the illicit drug traffic continues.

The tendencies noted last year as regards sources of supply in the illicit traffic have, in general, been maintained. Thus, the preliminary report from the United States of America notes that: "All available information indicates that illicit traffickers continue to rely on the Far East for supplies of prepared opium, while France, Yugoslavia and Italy were used as bases or places of transit for smuggling of raw opium, morphine and heroin into the United States."

In the Balkans, cases of clandestine manufacture continued to be reported. Palestine, one of the channels for the illicit traffic into Germany, has also been used—as in one case—as a transit point for drugs destined for the United States.

There is still a lack of precise and complete data as to the position in China. The Shanghai Municipal Council reports that Shanghai has become a distributing rather than a manufacturing centre. Foreigners engaged in the international traffic in Shanghai are closely watched by the authorities of the Settlement. In many cases, their source of supply appears to be Tientsin.

The situation in Hong-Kong remains serious and that city appears to be a point where the lines of communication of the illicit traffic in the direction of the United States and of Europe converge.

Heroin seizures in the United States, particularly in the Atlantic coast area, show that Europe continues to be the base for the introduction of contraband heroin. Large seizures in France indicate that that drug maintains its popularity with addicts. Generally speaking, the figures supplied to the Sub-Committee show that there has been no reduction in the quantity of heroin seized, whereas there was a decline in the amount of morphine and cocaine found in the illicit traffic.

VII. Measures designed to combat the illicit traffic

The Sub-Committee noted that the 1936 Convention for the Suppression of Illicit Traffic in Narcotic Drugs had not yet come into force, but that the ratification or accession of one additional Government would be sufficient for this purpose. It expressed the earnest hope that the Convention would become internationally effective with the least possible delay, and that a number of Governments in whose territories illicit traffic was a serious problem would rapidly complete the formalities necessary for ratification or accession. The widest possible application of the Convention is necessary to supply the competent authorities with adequate machinery for combating illicit traffic.

The legislation of a number of countries has provided increased penalties for illicit trafficking. This is encouraging, because severe penalties provide an adequate deterrent. Of particular interest are the more severe penalties recently introduced in Yugoslavia and Siam.

Particularly significant was the disparity in sentences imposed by Chinese and Japanese courts respectively in connection with three seizures of heroin in the Shanghai International Settlement. All reported by the Municipal Council on July 26th, 1938, each case involving 25 ounces (710 grammes). In all three instances, labels of Japanese drug manufacturers were found. In the first case, a Japanese was found guilty and was sentenced to a fine of 30 yen-from twelve to fifteen years, while the Japanese were fined 100 yen each. In the second, a Chinese was sentenced to imprisonment for life. In the third, both Chinese and Japanese were involved. The Chinese were sentenced to imprisonment for periods varying from twelve to fifteen years, while the Japanese were fined 100 yen each.

It was noted that a trafficker in Belgium, who was involved in the smuggling of heroin on board a Belgian ship into the United States of America, was sentenced at Antwerp to imprisonment for six months and to a fine equal to the penalty imposed by the United States upon the vessel concerned.
With reference to a number of cases of seizures made on board ships on the high seas, the Sub-Committee suggested that such cases should be reported to the consul of the country to which the ship belongs at the first port of call.

The Sub-Committee was informed that the French authorities had taken appropriate steps, which were giving satisfactory results at Havre, to prevent ships' crews from engaging in smuggling drugs.

It was noted that the illicit traffic in opium and other narcotic drugs continued in those territories where smoking-opium monopolies are maintained.

Annex II.

O.C.1763(2).

Geneva, May 19th, 1939.

REPORT OF THE SUB-COMMITTEE ON CANNABIS ON THE WORK OF ITS FIFTH SESSION

Presented by the Chairman, Mr. W. W. NIND (India).

The Sub-Committee on Cannabis met on May 8th, 9th, 10th and 13th, under the chairmanship of Mr. W. W. Nind, representative of India.

The representatives of the following countries were present: United States of America, United Kingdom, Canada, Egypt, France, Greece, Netherlands, Poland, Siam and Turkey, assisted by Dr. de Myttenaere, Assessor to the Opium Advisory Committee, and Dr. J. Bouquet, Inspector of Pharmacies, Tunis, expert to the Sub-Committee.

The Sub-Committee was also fortunate this year in enjoying the assistance, in the form of written communications, of its two new experts, Professor Porot, Professor of Psychiatry in the Faculty of Medicine, Algiers, and Professor Mazhar-Osman-Uzman, Director and Physician-in-Chief of the Neuro-Psychiatric Asylum, Istanbul.

The Sub-Committee took note of a series of documents concerning cannabis communicated to the Advisory Committee since its twenty-third session, either by Governments or by the experts.

These documents are the following:

O.C./Cannabis 1: Treatise by the United States Treasury Department on Marihuana Identification.

O.C./Cannabis 2: Method of identifying Cannabis: Duquenois and Hassan Negm Reaction.


O.C./Cannabis 4: Enquiry regarding the Determination of the Resin Content of Indian Hemp grown in Different Countries; note by Dr. J. Bouquet.

O.C./Cannabis 5: Review of Progress on the Marihuana Investigation during the year 1938; communicated by the Representative of the United States of America.

O.C./Cannabis 6: Fifth Note on Cannabis, by Dr. F. de Myttenaere, Assessor.

O.C./Cannabis 8: Cannabis Addiction in Turkey — Physiological and Psychological Effects of Intoxication: report by Professor Mazhar-Osman-Uzman (Expert of the Sub-Committee).

O.C./Cannabis 9: Active Principles of Cannabis indica Resin, by Thomas Spence Work, Franz Bergel and Alexander Robertus Todd, from the Biochemical Department, Lister Institute, London; communicated by the Representative of the United Kingdom.

O.C./Cannabis 10: Chronic Cannabis Intoxication: draft questionnaire submitted by Professor A. Porot and Dr. J. Bouquet (Experts of the Sub-Committee).

O.C./Cannabis 11: Aberrant Variety of Cannabis (results of the second year of cultivation); (see document O.C.1724.IV): report by Dr. J. Bouquet.

O.C./Cannabis 12: Cannabis Addiction in Algeria, considered in its Relationship to Mental Pathology and Criminality; communication from Dr. A. Porot (Expert of the Sub-Committee).

The Sub-Committee paid a special tribute to the noteworthy report submitted by Dr. Bouquet (document O.C./Cannabis 3), which constitutes a general exposition of the Sub-Committee's work, an inventory of existing documentation, a statement of the results already obtained and of the gaps remaining to be filled, as well as a valuable guide for its future work in its endeavours to achieve practical results.

The Sub-Committee also had before it a note drawn up by the Secretariat.
PRESENT POSITION IN REGARD TO CANNABIS: RESULTS OBTAINED AND PROBLEMS TO BE SOLVED

(Document O.C./Cannabis 7.)

This note was drawn up in order to define the present position regarding the Sub-Committee's work and to bring out the essential features of the general report on the subject prepared by Dr. J. Bouquet: the Sub-Committee therefore adopted this document of the Secretariat's as a basis for discussion.

The Sub-Committee directed its examination to the following points:

1. Which are the Parts of the Hemp Plant which produce Intoxicating Resin?

The Sub-Committee regards it as an established fact that the resin is secreted by the glandulose hairs found both on the leaves and on the flowering or fruiting tops, and, in a lesser degree, in the male plant as well as the female.

On the other hand, in regard to seeds, the Sub-Committee decided that it was not in a position to pronounce whether they are intoxicating or non-intoxicating. In the opinion of the experts, the seed is only toxic if enclosed in its bracts [husks]. But, since it is reported that, in certain countries, hemp-seeds are crushed and smoked to obtain intoxicating effects, the Sub-Committee decided to have a study of seeds made, through the intermediary of the Secretariat, by the Advisory Committee's experts, Dr. Bouquet and Dr. de Myttenaere, and by the special Institute for the Study of Cannabis, in the United States. The Secretariat will supply the investigators with samples of flowering tops from various countries, all in perfect ripe condition and not stripped of their seeds.

2. Determination of the Resin Content of Various Kinds of Hemp.

The Sub-Committee is of opinion that, before recommending supervisory measures in regard to hemp growing wild in a given country or cultivated for the production of textile fibre or oil-bearing seeds, it is essential to determine whether such hemp contains resin and whether its resin content is sufficient for the drug to be regarded as capable of causing the symptoms of intoxication and as likely to be sought after by drug addicts. In view of the influence which climate seems to exert on the production of resin, the Sub-Committee came to the conclusion that it would be necessary, for the effective continuance of its work, to proceed as soon as possible to investigate the resin content of samples of cannabis from the different parts of the world where the plant is cultivated, irrespective of the purpose for which it is grown. The Sub-Committee, having before it document O.C./Cannabis 4 on this subject, approved the methods therein described, and asked that the investigation of resin content should be entrusted, like that regarding hemp-seeds, to the two experts of the Sub-Committee, Dr. de Myttenaere and Dr. Bouquet, and to the special Institute for the Study of Cannabis, in the United States.


The methods by which it may be established whether or not a drug seized in illicit traffic contains resin have been the subject of numerous discussions at previous sessions of the Sub-Committee; the work performed by the latter and by its experts has thrown light on this subject and made it possible to reach certain definite conclusions.

The Sub-Committee is now in a position to state that the Beam test, the value of which was disputed some years ago, has won great support as a result of recent investigations, and especially as modified by Dr. de Myttenaere and Dr. Bouquet and by the United States experts, Mr. H. J. Wollner and Mr. Munch. Certain modifications in method have tended greatly to improve the technique adopted. Tests other than Beam's, like the latter, have their advantages and drawbacks. The most important conclusion reached is that these tests serve as mutual controls, while taken together they provide the expert who has to decide whether or not a drug contains cannabis with adequate facilities for solving his problem. While it is for each chemist to select the method he deems most appropriate, he should always check his results by means of other tests. The Sub-Committee will continue to follow closely the work accomplished by specialists in this sphere.

4. Determination of the Active Principle of Cannabis.

The Sub-Committee took note with keen interest of the results of Dr. de Myttenaere's recent work, described in document O.C./Cannabis 6, on the specific and characteristic cannabis reactions, on the great instability of cannabis and its preparations and on light petroleum as the best solvent for use in the Beam test.

The Sub-Committee also took note of the work on the active principles of Cannabis indica resin recently performed by Thomas Spence Work, Franz Bergel and Alexander Robertus Todd, of the Biochemical Department of the Lister Institute, London (document O.C./Cannabis 9).

The Sub-Committee was glad to learn that American chemists are actively continuing their investigations in this sphere, and noted with interest the information supplied about the technique followed in their experiments.

The Sub-Committee considers that it can do no more in this connection than look forward to the successful outcome of the research work being performed by scientists in different countries, encourage it, and disseminate knowledge concerning it, while concentrating, for its own part, on the practical aspects of its task.

The Sub-Committee’s fundamental task is still the study of cannabis addiction. While it does not propose to go into details concerning the causes of such addiction, which are as yet uncertain, the Sub-Committee thinks it essential to amplify its data on the effects of addiction, and considers that an enquiry on concerted lines should be undertaken in the various consuming countries.

A draft questionnaire submitted by Professor Porot and Dr. Bouquet (document O.C./Cannabis 10) was considered in detail by the Sub-Committee, which made certain modifications and additions. The Sub-Committee requests the Advisory Committee to ask the Secretariat to communicate the above questionnaire to the various experts who have already promised to co-operate with the Sub-Committee, to Dr. Walter Bromberg, senior psychiatrist, Department of Hospitals, New York City, to a new expert whose name will be communicated by the representative of India, and to Dr. Stingaris, a Greek specialist on hashish. The Egyptian medical institutes should also be consulted through the representative of Egypt.

The Sub-Committee was interested to learn that the United States authorities would be in a position to make a valuable contribution to this investigation.

The Sub-Committee hopes that, should the experts not possess the information necessary for answering certain items in the questionnaire, they will receive from the Governments concerned facilities for access to such information.

The question of the connection between cannabis and insanity and cannabis and crime were specially considered by the Sub-Committee, which took note of the report on the physiological and psychical effects of intoxication submitted by Professor Mazhar-Osman-Üzman of Istanbul (document O.C./Cannabis 8). The Sub-Committee noted certain points of interest which it considered in the light of other concordant information, without, however, coming to any decision as to the above specialist’s conclusions.

In regard to cannabis and crime, the Sub-Committee noted with interest the communication from Professor A. Porot on cannabis addiction in Algeria considered in its relation to psychopathology and criminality (document O.C./Cannabis 12). The Sub-Committee compared the facts observed by Dr. Porot in Algeria with those noted in the United States.

The question of cannabis addiction and other forms of drug addiction — i.e., the substitution of one form of drug addiction for another, was considered at length by the Sub-Committee. It was noted that the substitution of heroin for cannabis had been reported from various sources in North Africa, Egypt, and Turkey. Heroin, and even opium, appear to have partly ousted hashish in the Mediterranean area, and this process seems to be continuing to an alarming extent. The Sub-Committee lacks precise information, however, as to whether the substitution is due to an inadequate supply of cannabis or whether heroin addiction is gaining ground as a result of the ready supply of the drug and the intensive propaganda put out by traffickers, the two phenomena not being directly connected. Though there may be a danger of another and perhaps a worse drug being substituted for cannabis, the Sub-Committee does not consider that this constitutes any reason for relaxing the campaign against cannabis: rather, it constitutes a potent reason for combating all forms of drug addictions.


In consequence of the request made last year by the representative of Poland concerning the feasibility of discovering the presence of cannabis in the blood by serum tests, Dr. Bouquet undertook an investigation in the Pasteur Institutes of North Africa. This investigation and the tests performed at Tunis showed that no chemical process has so far revealed a product in the blood serum pointing to the active principle of cannabis. The Pasteur Institute at Algiers stated that no assays had yet been carried out in its establishments, but it was willing to perform them later on the Sub-Committee’s behalf. Professor Burnet, Director of the Pasteur Institute of Tunis, has kindly offered his co-operation, and will come to an arrangement with the Director of the Pasteur Institute of Algiers with a view to effecting new assays, in particular as regards the serological reactions.

The Sub-Committee was interested to learn that the United States authorities would be in a position to make a valuable contribution to this investigation.

The Sub-Committee did not consider the present a favourable moment to discuss the tightening-up of measures for suppression or supervision which might be recommended to Governments with a view to making the Conventions more effective on this subject. It was decided to await the result of the investigations suggested during this session, in order that the essential data should first be available. For the same reason, the Sub-Committee thought it inadvisable to postpone a decision as to the modification of the definition in the 1925 Geneva Convention — which must now be regarded as incomplete, since it covers neither male plants nor resin-bearing leaves — until the experts have furnished exact data as to the toxic or non-toxic character of the various parts of the hemp-plant, especially the seeds.

In conclusion, the Sub-Committee expressed the wish, which it transmits to the Advisory Committee, that the report submitted by Dr. Bouquet (document O.C./Cannabis 3) should, in view of its importance from the standpoint of the Sub-Committee’s past and future work, be printed as a separate document published by the League of Nations.