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Geneva, July 3rd, 1935.

LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

MINUTES

OF THE

TWENTIETH SESSION

Held at Geneva from May 20th to June 5th, 1935

Series of League of Nations Publications

XI. OPIUM AND OTHER DANGEROUS DRUGS

1935. XI. 6.

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LIST OF MEMBERS.

Dr. CARRIÈRE *(Chairman)*	*Switzerland.*
His Excellency Dr. Witold CHODZKO *(Vice-Chairman)*	*Poland.*
Dr. Bruno SCHULTZ	*Austria.*
His Excellency M. CARNOY *(Rapporteur)*	*Belgium.*
His Excellency COSTA DU RELS (absent)	*Bolivia.*
Mr. S. W. HARRIS, C.B., M.V.O. (absent, replaced by Major W. H. COLES, D.S.O.)	*United Kingdom.*
Colonel C. H. L. SHARMAN, C.M.G., C.B.E.	*Canada.*
His Excellency Dr. Hoo Chi-Tsai (Substitute : M. CHEN TING)	*China.*
T. W. RUSSELL Pasha	*Egypt.*
M. Gaston BOURGOIS (Substitute : M. RAZET)	*France.*
	Germany.
Mr. G. S. HARDY, C.I.E., I.C.S. (absent, replaced by Mr. C. E. WILD, I.C.S.)	*India.*
M. Vram PILOSSIAN	*Iran.*
His Excellency Senator CAVAZZONI	*Italy.*
M. YOKOYAMA (Substitute : M. KUSAMA)	*Japan.*
M. Manuel TELLO	*Mexico.*
M. J. H. DELGORGE	*Netherlands.*
His Excellency Dr. Augusto DE VASCONCELLOS	*Portugal.*
His Excellency Phya Subarn SOMPATI (absent, replaced by Luang BHADRAVADI)	*Siam.*
His Excellency M. Julio CASARES	*Spain.*
Major Hugo VON HEIDENSTAM	*Sweden.*
His Excellency CEMAL HÜSNÜ Bey	*Turkey.*
Mr. Stuart J. FULLER	*United States of America.*
His Excellency M. Alfredo DE CASTRO (absent)	*Uruguay.*
M. Sava OBRADOVITCH (absent, replaced by M. Bogolioub DJORDJEVITCH)	*Yugoslavia.*

Assessors :

Mr. L. A. LYALL.

Dr. F. Y. M. DE MYTTENAERE.

Secretary :

M. Eric Einar EKSTRAND, Director of the Opium Traffic and Social Questions Sections.

FIRST MEETING (PRIVATE, THEN PUBLIC).

Held on Monday, May 20th, 1935, at 11 a.m.

Chairman : First, Dr. SCHULTZ (Austria), then Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Bolivia, Germany, Iran, Italy, Portugal, Turkey and Uruguay.

1028. Election of the Chairman, Vice-Chairman and Rapporteur.

The Committee unanimously appointed Dr. CARRIÈRE (Switzerland) *Chairman*, Dr. CHODZKO (Poland) *Vice-Chairman*, and M. CARNOY (Belgium) *Rapporteur.*

1029. Appointment of Assessors.

The Advisory Committee unanimously decided to request the Council to reappoint Mr. LYALL and M. DE MYTTENAERE *as assessors for a further period of one year.*

The CHAIRMAN congratulated Mr. Lyall on his recovery and welcomed his return.

1030. Question of the Continued Collaboration of Japan in the Work of the Committee.

Major COLES (United Kingdom) said how desirable it was that the Advisory Committee should continue to have the collaboration and assistance of a Japanese representative. He proposed that the Committee should request the League Council to invite the Japanese Government to continue to collaborate in the Advisory Committee's work. Even if this proposal did not produce its full effect during the present session, it would be possible for the Advisory Committee to obtain the assistance of a Japanese representative in all matters affecting Japan, as had been done in the case of other countries not represented on the Committee when affairs of concern to these countries were under consideration.

The representatives of France, Austria, India, Netherlands, Poland, Spain and Sweden supported Major Coles' proposal.

Dr. Hoo Chi-Tsai (China), though agreeing with the proposal to request the Council to issue an invitation to the Japanese Government, must insist that such an invitation, if made, should not be allowed to prejudge the decision of principle to be reached by the Council as to how far countries which had left the League could co-operate in the work of the League itself.

The Committee adopted Major Coles' proposal, subject to the Chinese representative's reservation.

1031. Adoption of the Agenda of the Session.

The agenda of the twentieth session was adopted (Annex 1).

(The Committee went into public session.)

1032. Tribute to M. van Wettum on the Occasion of his Retirement.

Dr. SCHULTZ (Austria), as Chairman of the nineteenth session, at which M. van Wettum had been present, desired, on behalf of the Committee, to pay a tribute to one who had contributed so greatly to the success of its work. M. van Wettum had been engaged on the problem of combating drug addiction even before the present Committee had been created. He had been delegate to the first conference that met at Shanghai in 1909 and to all subsequent conferences. In 1912, he had represented the Netherlands Government at The Hague and had been congratulated by his colleagues on his appointment as Inspector-General of the Opium Régie of the Netherlands Indies. He had been a member of the Advisory Committee from the beginning and had presided over several of its sessions. Finally, he had been elected President of the 1925 Conference. It might be said that M. van Wettum was the embodiment of the Committee's life and progress. It would be impossible to mention all the details of so long and useful a career. Dr. Schultz was sure that all the members of the Committee had shared his own emotion on learning that they were to be deprived in future of M. van Wettum's co-operation.

Dr. Schultz then read the following letter, dated February 25th, 1935, from M. van Wettum to the Chairman of the Opium Advisory Committee :

> " I have the honour to inform you that, my request for permission to resign as adviser in international opium affairs to my Government having been granted recently, I shall no longer represent the Netherlands at the meetings of the Opium Advisory Committee.
>
> " It is, as you will understand, with the greatest regret that I have relinquished my membership, and as a consequence thereof will no more have the pleasure of co-operating with the various members on the Committee, of which co-operation I am keeping the most agreeable memories.

" Closing a period of fourteen years of my life, in which so many important decisions have been taken by the Committee, I feel a kind of sadness which only time will be able to overcome.

" I venture to express the hope that the success of the Committee in the interesting work entrusted to it will be the same in the future as in the past."

To this letter Dr. Schultz had replied as follows :

" I have the honour to acknowledge the receipt of, and to thank you for, your letter of February 25th, 1935.

" I was profoundly affected by the news that you have resigned from the Opium Advisory Committee as the Netherlands representative. Your leaving the Committee means a great loss to myself personally. As you know, I have always esteemed very highly your valuable collaboration as well as the kindness and courtesy which you have never failed to show me. The Committee itself loses one of its most highly qualified members, whose services to it have been so important. They are, however, so well known and generally acknowledged that it is not necessary for me to enumerate them here.

" The Committee will, at its next session, have an opportunity of expressing its appreciation of your work and its regret at your resignation. I am sure I am interpreting the feelings of all my colleagues when I assure you how much we all regret your leaving us and how much we have appreciated the friendship you have given each of us.

" We shall always remember with gratitude, not only you yourself, but also your valuable contribution to the work of the Committee."

Dr. Schultz felt that the Committee would be interested to hear the opinion of Sir John Campbell, who was another who no longer collaborated with the Committee :

" I would be very sorry if M. van Wettum did, in fact, leave ; for he has tremendous experience, a powerful brain and a fundamental honesty which are assets of great value to a Committee such as yours."

Dr. Schultz proposed to send to M. van Wettum, in the name of the Committee and signed by all the members, a letter expressing regret at his departure, a tribute to his qualities, gratitude for the valuable services he had rendered to all his colleagues and to the Committee as a whole and best wishes for his future.

The CHAIRMAN warmly thanked Dr. Schultz for having interpreted so faithfully, in regard to M. van Wettum, what were certainly the feelings of the whole Committee. It was not his intention to weaken, by adding anything thereto, the impression left on the minds of his colleagues by the tribute paid by Dr. Schultz to the work done by M. van Wettum while a member of the Committee. He, nevertheless, wished to express, on his own behalf, the sincere feeling of friendship inspired in him personally by the absolute loyalty and kindly courtesy shown by M. van Wettum ; that friendship the Chairman reciprocated and would always affectionately remember.

He added that M. de Vasconcellos, who was unable to be present at the meeting, had asked to be associated with the tribute paid to M. van Wettum.

M. BOURGOIS (France) gladly associated himself with the tribute paid to M. van Wettum. The loss which the Committee had suffered by his departure, following on that of Sir Malcolm Delevingne and Sir John Campbell, was felt particularly keenly by M. Bourgois. It meant for him the close of a stage in his life. Each article of the three Conventions was associated for him with the memory of the exchanges of views he had had with his colleague. M. van Wettum's knowledge of the drug problem was the result of life-long experience. The Committee knew to what perfection he had, in his capacity as Director-General of the Régie, brought the organisation for the control of opium in the Netherlands Indies. His conscientiousness, his honesty, his loyalty were proverbial in the Committee. The firmness with which he upheld his strong convictions was accompanied by great courtesy. In this way he had not only colleagues but friends. M. Bourgois and M. Razet were very proud to be counted among M. van Wettum's friends. Only one thing could lessen the regret of the members of the Committee at his departure, and that was the Netherlands Government's choice of his successor.

Mr. FULLER (United States of America) said that, though he was a comparatively recent arrival, having only sat for three years on the Committee, and although he was rather a poor hand at bestowing bouquets, he could not let this occasion pass without paying a heartfelt tribute to one with whom he had mostly been in complete disagreement—so much so that the Committee had always been surprised when he had seen eye to eye with M. van Wettum on any point. He had always, however, felt the deepest respect for M. van Wettum's words, because he knew that they invariably expressed his honest convictions. A frank and downright colleague was, after all, the best sort of colleague to have, and he was glad to be able to number M. van Wettum among his friends. He hoped that they would both be spared to enjoy that friendship for many years to come.

Major COLES (United Kingdom), though even more of a newcomer than Mr. Fuller, felt, perhaps for that very reason, that he should add a word. When new to the Committee's work he had always received most courteous help and wise counsel from M. van Wettum, to

whom he had often turned for advice and guidance. Nothing that had been said regarding M. van Wettum's character and work in any way exceeded the truth.

The Committee thanked Dr. Schultz, and decided to send to M. van Wettum a letter, which would be signed by all the members, expressing once again their affection and their regret at his resignation.

SECOND MEETING (PUBLIC).

Held on Tuesday, May 21st, 1935, at 10 a.m.

Chairman: Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Bolivia, Germany, Iran, Italy, Portugal and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1033. **Examination of the Progress Report by the Secretary** (Annex 2).

The progress report was considered section by section and the following observations were made.

II. DESPATCH OF ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS RELATING TO LATIN AMERICA.

The CHAIRMAN noted with regret the absence of reports from the great majority of the Central-American and other Latin American-States. Moreover, it was not the first time that the Committee had had to record that fact and, as the success of the Conventions primarily depended on the universality of their application, he suggested that pressing representations should immediately be made to the defaulting States reminding them of the obligations they had undertaken. It would be advisable to stress this point, possibly in the form of a resolution, in the Committee's report to the Council.

The Chairman's proposal was adopted.

III. QUESTIONS CONCERNING THE 1931 CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS.

1. *Reservation to which the Japanese Government desires to make its Ratification subject.*

M. YOKOYAMA (Japan) stated that arrangements for ratification had been completed on April 13th, on which date he had received a telegram to this effect from his Government. The instruments of ratification were now on their way to Geneva.

The CHAIRMAN thought the Committee would note with keen satisfaction this statement by M. Yokoyama.

2. *Interpretation of Articles* 10, 11 *and* 17 *of the* 1931 *Convention.*

The CHAIRMAN reviewed the decision regarding these articles. He read that part of the Circular Letter relating to Article 17 (C.L.87.1934.XI). The English text, which used the expression " disposed of ", reflected more clearly the intentions of the drafters than the narrower expression " utilisées " employed in the French text.

3. *Interpretation of Article* 13, *Paragraph* 2 (b), *of the* 1931 *Convention.*

The CHAIRMAN recalled that the authors of the 1931 Convention, and with them the Conference, when instituting limited supervision over codeine, had not intended to subject the preparations containing that drug to such supervision. Nevertheless, to prevent any malpractices that such exceptional treatment might involve and, more especially, to prevent the marketing of preparations consisting almost exclusively of codeine associated with a minimum quantity of an inert substance, the Convention provided that only compounds " adapted to a normal therapeutic use " should benefit by such an exception. The League Health Committee had been asked to give an interpretation of what was meant by " normal therapeutic use ", and it was this interpretation which was embodied in the resolution adopted by the Health Committee and communicated to the Governments by the Circular Letter of November 30th, 1934 (C.L.192.1934.XI). So far, only two replies had been received by the Secretariat—from Ecuador and Monaco. The Chairman added that his Government had no objection to adopting the Health Committee's resolution.

Colonel SHARMAN (Canada) said his Government felt very strongly on this subject. The application of the article in question varied considerably in different countries. From one

country Canada obtained tablets consisting almost exclusively of codeine without any export certificates being issued. Other countries demanded certificates for such tablets.

The Canadian authorities were experiencing much trouble with codeine addiction. There were thirty-four cases in the hospitals of one province, and in some cases the doses administered by hypodermic needles amounted to as much as 80 grains per day.

Mr. FULLER (United States of America) pointed out that the introduction into the United States of all derivatives of opium, including codeine and dionine, in any form, was prohibited by law. His Government, therefore, had no direct interest in the question under discussion. It had, however, an indirect interest.

There was a long land frontier between the United States and Canada, and the Narcotics Administration was very much concerned at the apparently increased and increasing smuggling across that boundary of codeine from Canada to be used in the United States for the satisfaction of addiction.

In the opinion of the Surgeon-General of the United States Public Health Service, the phrase " compounds suitable for normal therapeutic use " could reasonably be regarded as referring to those pharmaceutical *compounds* regarded as standard or uniformly accepted through practice or precedent as being applicable and useful in the treatment of disease.

On several occasions in the past, and again to-day, the Canadian representative on the Committee had complained that certain Governments had interpreted this provision of the Narcotics Limitation Convention of 1931 as permitting the export without control and without export or import certificate of codeine tablets consisting of codeine and an inert substance. He had stated that the resulting practice had had the effect of developing a trade in codeine tablets into Canada which entirely lacked effective control. The American Government was in accord with the Canadian view that, under such an interpretation, there would be lacking that degree of control over the international drug traffic which, in its opinion, was contemplated by the Convention as a whole.

To be entitled to exemption from control, a substance containing codeine or dionine must be (1) a compound and (2) adapted to normal therapeutic use. Mr. Fuller thought it would be well for the Committee to give further consideration to the question of what constituted a compound, as that phase of the matter did not appear to have received sufficient consideration in the past.

The term " compound ", when applied to drugs, usually meant a mixture of two or more ingredients, which formed a composite product by combining different ingredients. It was apparent that morphine dissolved in water, the latter acting solely as a vehicle, would not be considered in terms of a composite product or compound even though coming within the scope of normal therapeutic use. By way of further illustration, a codeine tablet containing, for instance, 90% of codeine and 10% of sugar of milk might in such mixture be adapted to normal therapeutic use, but in such combination the sugar of milk acted only as a vehicle for the codeine, and such combination should not be considered a compound in the pharmaceutical sense. The American Government considered that, in order to give effect to the purpose of the Convention, the phrase should be interpreted to refer only to those compounds containing a narcotic drug and one or more substances which, in conjunction with the narcotic drug, gave to the combination a recognised therapeutic value different from that of the narcotic drug alone, whether or not the combination of these two or more substances contained still another substance to serve as a vehicle. Thus, a cough mixture containing an expectorant ingredient combined with codeine and another substance to serve as a vehicle would be regarded as a compound in the pharmaceutical sense and adapted to normal therapeutic uses, under this interpretation.

M. DELGORGE (Netherlands) said the same difficulty had been experienced in connection with Article 4 of the Geneva Convention of 1925 with regard to morphine and cocaine. The only real solution was to bring all these preparations under the Convention.

The CHAIRMAN felt he ought again to point out that codeine was being used more and more widely—the Canadian statistics, *inter alia*, fully proved it—as a substitute for other opium derivatives, more particularly morphine. Hitherto, codeine had been regarded as harmless from the standpoint of drug addiction, and it was for that reason that it had not been desired to bring under the control of the Convention the preparations containing it. But if the facts reported, more particularly by the Canadian representative, were to be finally confirmed, the Committee would be faced with quite a different situation and the question of codeine would have to be reopened on new lines and further studies made. The matter had not escaped the attention of the League Health Committee, which had decided to examine it.

The question before the Committee for the moment, due to a certain confusion between the terms " compounds ", " compositions " and " preparations ", was how they should be interpreted. He himself considered that the term " compound " used in the Convention applied to a pharmaceutical preparation and not, as Mr. Fuller had stated, to any mixture of two or three ingredients forming by their combination a composite product.

Mr. Duncan HALL (Secretariat) pointed out that some eighteen months ago the Opium Section had submitted to the Advisory Committee a document (O.C.1477) dealing with Article 13, paragraph 2, which entered into the meaning of the word " compound ". The Section

took the view that the word " preparations " used in the last sub-paragraph of paragraph (2) had the same meaning as the word " compounds ". He thought the simplest course would be for the Committee to take the word " preparations " as having the same meaning as " compounds ". This coincided with Mr. Fuller's view.

M. DE MYTTENAERE (Assessor) pointed out that the Convention covered the codeine and dionine preparations usually sold by pharmacists. In his country, it would be impossible to sell the quantities mentioned by the Canadian representative. The pharmacopœia specified, in the case of all poisons, and in particular in the case of codeine and dionine, the maximum doses which could not be exceeded without complying with special formalities—80 grains of codeine, which represented more than 25 kilogrammes of codeine syrup.

The Health Committee's definition of preparations " adapted to a normal therapeutic use " laid down for tablets, pastilles, etc., a weight limit of 0.1 gramme per unit, but, in the case of solutions, the Health Committee fixed the limit of concentration—namely 10%—without giving a limit of weight. He feared that such a limit of concentration might tempt traffickers.

Mr. FULLER (United States of America) referred to a discussion at the eighteenth session[1] as to whether the Governments should be asked to send their opinions on this subject. He understood that the Circular Letter had been sent out merely for the information of the Governments, and therefore his Government had not replied.

It was very desirable that this point should be interpreted uniformly in all countries. At the eighteenth session, some members of the Committee had considered that their Governments were entitled to despatch codeine tablets without any control, and that had been the reason for his remarks on the subject. The Health Committee's resolution, excellent as it was, did not go far enough to convince Governments that the compounds in question should not be despatched without being under control. He thought Mr. Lyall had helped to draft this paragraph, and he would ask him what meaning was intended to be placed upon the word " compounds ".

Mr. LYALL (Assessor) replied that he had taken no important part in the drafting of this paragraph, but he thought the expression " compounds adapted to a normal therapeutic use " excluded compounds which were merely mixtures of codeine and inert substances, from which the codeine could be extracted. Such mixtures were not adapted to normal therapeutic use and were intended to circumvent the Convention.

M. CASARES (Spain) said that he had been responsible for the drafting of the article of the Convention in question. At that time it was not thought that codeine could be a habit-forming narcotic. As all pharmacopœias contained formulæ for preparations of codeine, it would be easy to distinguish preparations which were merely intended to circumvent the Convention, such as tablets containing 90% of codeine. Such tablets would not be admitted by any pharmacopœia in the world as adapted to normal therapeutic use.

If it were now found that codeine was really a habit-forming drug, this entirely changed the basis upon which the paragraph had been drafted.

Colonel SHARMAN (Canada) said that the Canadian Government encouraged the use of codeine in the place of morphine, and that the annual imports of morphine had dropped from 30,000 ounces to 5,000 ounces in a period of thirteen years. But a new situation had now arisen. It was not likely that every country would have the same experience as Canada. That position arose out of the fact that addiction existed in the country together with strict control, as a result of which the addicts had taken to the use of codeine instead of the other drugs. His point was that tablets containing only codeine and inert matter must be placed under control. He would like to find a remedy within the sphere of the Advisory Committee, but, whatever view the Committee took, the Canadian authorities would be compelled to deal with the situation which had arisen in Canada.

He added that, in examining a list of shipments to Canada, he had found that one shipment contained 225,000 codeine tablets. The correspondence in respect of this shipment showed that these tablets consisted of compounds of codeine with excipients of 5 to 30%. Such consignments were not sent illicitly, but he would like to stress the point that they could be put to a wrong use.

Mr. LYALL (Assessor) noted that the Health Committee's resolution referred to solutions containing up to 10% of codeine or dionine, and thought that traffickers might take advantage of this definition in order to import the drugs in this form.

The CHAIRMAN thought a passage should be inserted in the Committee's report to the Council summarising the whole discussion ; it might take the form of a resolution amplifying that of the Health Committee and explaining what was meant by " compounds " (the term used in the Convention) and by " preparation " (the term used in the Health Committee's resolution). The resolution might also take account of the remarks made by M. de Myttenaere.

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[1] See Minutes of the Eighteenth Session of the Committee, page 50.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought that, as only two Governments had replied to the Circular Letter, it would be better to await further replies before facing the other Governments with a *fait accompli*. He would suggest that a small Sub-Committee should be appointed to draft a resolution on the subject.

The Committee decided to appoint for this purpose a Sub-Committee consisting of the CHAIRMAN, Colonel SHARMAN, Mr. FULLER, M. DE MYTTENAERE and M. CASARES.

4. *Study of the Methods employed for the Compilation of Consumption Statistics.*

Mr. LYALL (Assessor) referred to the statement in document O.C.1487*(a)* that certain methods of compiling statistics were satisfactory. He thought the Permanent Central Opium Board should have been consulted before such a statement was made. There was one method according to which consumption consisted of imports plus manufactures and less exports. In a country where manufacture was well regulated, this was a satisfactory method of calculating consumption ; but if manufacture was not well regulated, this method would enable large quantities of drugs to escape into the illicit traffic while being considered as legally consumed. Such a method could not be described as satisfactory.

Mr. Duncan HALL (Secretariat) pointed out that this passage in the document merely quoted a passage on page 9 of the Model Code,[1] according to which certain methods of compilation were satisfactory. This statement need not prejudice the view of the Supervisory Body or the Permanent Central Opium Board, to whom the document was submitted for discussion.

Mr. FULLER (United States of America) assumed from the last paragraph on page 1 of document O.C.1487*(a)* that this document would be commented on by the Central Board and the Supervisory Body. In that case he would reserve his remarks until those comments had been received.

The CHAIRMAN drew attention to the statement on page 4 of document O.C.1487*(a)* that the information received from certain Governments was not quite clear. He suggested that the Secretariat be authorised to ask the Governments in question to give further details.

The Chairman's proposal was adopted.

IV. QUESTIONS RELATING TO THE BANGKOK CONFERENCE.

1. *Recommendation X regarding Scientific Research into Drug Addiction : Report of the Bureau of the Health Committee on the Report of the Joint Committee of the Advisory Committee and the Health Committee.*

The CHAIRMAN recalled that this decision of the Bureau of the Health Committee, taken on the basis of the report of a Joint Committee of the Advisory Committee and the Health Committee,[2] dealt with the following points contained in one of the resolutions of the Bangkok Conference :

(1) The effects, physiological and psychological, on the individual of the practice *(a)* of smoking opium, *(b)* of smoking opium dross ;

(2) What are the constituents of opium which produce those effects, and whether and how it is possible to eliminate, replace by some harmless substance, or otherwise render harmless such constituents ;

(3) Methods of cure of addiction to opium-smoking ;

(4) Provision of a test which can be readily applied for determining the character of dross brought in—*e.g.*, whether it has already been re-smoked, or is adulterated, or is the product of other than Government opium.

The Chairman observed, as regards the first point mentioned in the decision of the Bureau of the Health Committee, that, while it was true that the physiological and psychological effects of opium addiction were generally known, the resolution of the Bangkok Conference referred to a particular phase of the question—namely, the influence that could be exercised on the development of drug addiction by a special factor peculiar mainly to the Far East—the economic and social situation of the smoker. That certainly seemed to be an element which, contrary to what seemed to be admitted by the Bureau of the Health Committee, deserved to be specially investigated on the spot by persons conversant with the conditions prevailing in the respective countries.

M. CHENG TING (China) said the Chinese delegation had submitted a memorandum[3] on a method of treating opium addicts which had been found simple and effective. He hoped the Secretariat would distribute this document to the Advisory Committee and to the Health Committee.

Dr. CHODZKO (Poland) also dealt with the first question which had been referred to the Bureau of the Health Committee. The physiological and psychological effects of opium addiction were undoubtedly different in Europe and in the Far East. In Europe, opium-smoking was exceptional, whereas in the Far East it was a mass phenomenon. The Committee was unaware whether any study had been made of this subject, and he therefore thought the

[1] Document C.774.M.365.1932.XI.
[2] See document C.256.M.105.1934.XI, Annex 6.
[3] Document O.C.1602.

reply from the Bureau of the Health Committee could not be accepted. If the Bureau were unwilling to study this question itself, the Committee might apply to some other competent body.

Dr. SCHULTZ (Austria) agreed.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought it advisable to ask the Bureau of the Health Committee for the names of the technical publications on the subject to which it had referred. The Committee could then reconsider its attitude towards the Bureau's reply on this point.

Dr. CHODZKO (Poland) agreed, provided the Health Committee's reply on Point 1 was not regarded as accepted.

M. Ekstrand's proposal was adopted, subject to the reservation made by Dr. Chodzko.

The CHAIRMAN thought the Committee might accept the decision of the Bureau of the Health Committee regarding the second question, which could be examined by certain Far-Eastern institutes.

As regards the third question, the Health Organisation possessed much documentary material from which a general report might be prepared. The Committee could also accept this part of the decision of the Bureau of the Health Committee.

With regard to the fourth question, which was not regarded as within the province of the Health Organisation, the Chairman thought that, in some of the countries represented on the Advisory Committee, there might be specialists who could institute an enquiry into the subject. He suggested, for instance, the Governments of the Netherlands, Siam, China, Japan or Indo-China.

He proposed that this question should be further considered by the Bureau of the Advisory Committee.

The Chairman's proposal was adopted.

THIRD MEETING (PUBLIC).

Held on Tuesday, May 21st, 1935, at 3.30 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Belgium, Bolivia, Germany, Iran, Italy and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1034. Absence of M. de Castro (Uruguay) from the Session.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) informed the Committee that M. de Castro (Uruguay), having been appointed delegate to the Air Navigation Congress which was to meet at Brussels in the following week, regretted that he would be unable to attend the present session of the Advisory Committee.

1035. Examination of the Progress Report by the Secretary (continuation). [1]

IV. QUESTIONS RELATING TO THE BANGKOK CONFERENCE *(continuation)*.

1. *Recommendation X regarding Scientific Research into Drug Addiction : General Enquiry into Drug Addiction.*

The CHAIRMAN asked the Secretariat whether it had received any further information since the distribution of the report.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) replied in the negative. He desired to emphasise the great importance of this question. Even approximate figures would make it possible to assess the enemy's strength through knowledge of the number of addicts and the quantity of drugs consumed. There was at present no indication available of the monetary value represented by illicit consumption. He felt sure the Committee would agree that the matter could not possibly be left where it stood.

M. KUSAMA (Japan) said that he had just received information from the Japanese authorities concerning new regulations that had been brought into force on January 1st, 1935. These regulations had been promulgated in view of the impending ratification by Japan of the 1931 Convention. They laid down that all doctors treating addicts must inform the authorities of the names of their patients. In addition, doctors were also required to report to the authorities all prescriptions containing narcotic drugs issued by them for the treatment of addicts. Thus, the whole problem of drug addiction had been brought under the control of

[1] Annex 2.

the authorities. As these regulations had only been in force for a few months, statistics would not be available until the end of the year. By this method the authorities hoped to obtain data concerning the nature of the treatment applied, the quantity of drugs consumed and all other details necessary for the control of addiction. The authorities had taken a great deal of trouble in formulating this new method.

Dr. CHODZKO (Poland) was sure that the Committee would wish to express its keen satisfaction that this new method should have been adopted in Japan ; it would, no doubt, prove highly effective. In his view, this was the only method which would demonstrate conclusively the extent of the evil. After all, in all civilised countries doctors were now obliged to notify the authorities of cases of epidemic disease, and drug addiction should, in fact, be considered as such. Could M. Kusama give any further details concerning these regulations, which were of very great interest ?

M. KUSAMA (Japan) said that, as soon as the text had been received, he would be glad to communicate it to the Committee.

The CHAIRMAN thought there might be some difficulty in persuading doctors to notify the authorities of the cases they were treating. Experience gained, in certain countries at any rate, in the matter of compulsory notification of transmissible diseases showed that many doctors were still in favour of the principle of professional secrecy. He felt, however, that it would be well worth while to bring this Japanese initiative to the attention of all Governments.

M. KUSAMA (Japan) said that he did not think much difficulty would be experienced in this direction. The new regulations had only been promulgated after some years of investigation and discussion.

Dr. CHODZKO (Poland) considered that the laws regarding compulsory notification were a reminder to doctors living in civilised States that they had certain social duties to fulfil. In the matter of epidemics, statistics were becoming more and more complete. Doctors who failed to comply with the law could, like other persons, be punished. He was convinced that the Advisory Committee should persevere courageously in its efforts.

The CHAIRMAN agreed, in principle, with Dr. Chodzko, and thought that the Committee should persevere in its efforts. He had merely wished to draw attention to the difficulties to which a procedure such as that adopted by Japan might give rise in certain countries. He thought that the Secretariat should address a further communication to Governments in the light of such information as might be obtained in the course of the present session.

Dr. CHODZKO (Poland) said that, as a rule, doctors were insufficiently acquainted with the dangers of drug addiction. Lectures on this subject in Warsaw, organised for the medical faculty, had aroused great interest and had shown that many doctors were not in possession of sufficient information on the subject, particularly the physiological and psychological effects of addiction.

Colonel SHARMAN (Canada) said that under the Canadian Narcotics Law, which had now been in force for ten years, the authorities were entitled to obtain any information they desired from doctors in connection with the use of narcotics. They had not experienced any difficulty in obtaining such information. Some 9,000 doctors had been consulted, and at any one date his office was in relations with some 150 medical practitioners.

On the suggestion of the CHAIRMAN, *the Committee agreed that this point should remain on the agenda ; that all new facts, such as those supplied by M. Kusama, Dr. Chodzko and Colonel Sharman, should be communicated to the Governments ; and that at the same time the Secretariat should endeavour to obtain further information from the Governments themselves.*

The CHAIRMAN informed the Committee that the Swiss law on narcotic drugs was being revised, and he hoped that the new text would come into force in the near future. He thought the Committee would be interested to know that, under one clause of the new text, the illicit consumption of narcotic drugs ranked as an offence, thus becoming punishable. It should, however, be added that this provision had given rise to considerable opposition, mainly on grounds of personal liberty, and that it was impossible to say at present whether it would actually be adopted.

2. *Recommendation XI relating to the Despatch of an Annual Report on Prepared Opium.*

M. DE VASCONCELLOS (Portugal) regretted that his presence at the Council meeting had prevented him from attending the first meeting of the Advisory Committee, otherwise he would have voted in favour of the Committee's decisions with regard to the appointment of its officers, which he entirely approved.

Referring to the statement in the progress report that no reply had been received regarding Macao, he explained that, if there had been no report up to date, it was because of the difficulty of reconciling a policy of economies at home and in the colonies with an extension of the obligations of the officials concerned. The Central Government had, however, made it clear to the Macao authorities that their duties in this respect must be fulfilled.

V. Illicit Traffic in Opium and Other Dangerous Drugs.

1. *Recommendations of the Sub-Committee on Seizures.*

Mr. Fuller (United States of America), with regard to the reply of his country to point 4 of Circular Letter 105.1932.XI, of July 27th, 1932, said that the United States gave a tabulation of expulsions in its annual report. He noted that, by inadvertence, Canada had been omitted from the list of countries with which the American Government had concluded arrangements for direct informal exchange of information.

2. *Extension of the System of affixing Serial Numbers to Packages of Drugs despatched by Wholesalers.*

The Chairman informed the Committee that, since the communication of the report, replies to Circular Letter 190.1934.XI, of November 12th, 1934, had been received from Sweden, Denmark, Germany, New Zealand, Danzig and Canada. The result of the enquiry was that some countries admitted the desirability of the proposed arrangement, some made its acceptance conditional on administrative possibilities, while others were unable to accept the suggestion for practical reasons. Possibly, the representatives of those countries which were not in favour of the suggestion might be able to give further particulars.

M. Delgorge (Netherlands) had nothing to add to the reasons set out in the report. He would ask the Committee to note, however, that, in the Netherlands, packets from factories were numbered.

Dr. Chodzko (Poland) said that the Head of the Pharmaceutical Department and Social Service had advanced exactly the same reasons as those put forward by the Netherlands Government in its reply, as set out in the progress report. He felt that the proposed system would afford no guarantee, because numbers might be effaced and thus all possibility of control would disappear.

Major Coles (United Kingdom) said that, although there had been no reply from the United Kingdom, the matter had not been overlooked. On the whole, the authorities were favourably disposed to the proposal. It had been necessary, however, to conduct negotiations with wholesalers, and these negotiations were not yet complete. He hoped that they would shortly be completed and that it might be possible to put the system into force in the near future.

Colonel Sharman (Canada) said that the statements of the Polish and Netherlands representatives had confirmed the objections to this proposal which he had stated in the previous spring. Canada had only agreed to the proposal, subject to the United States reservation limiting the minimum weight to 1 oz., on account of her desire to co-operate. Canada had previously essayed this system, and had been obliged to give it up. It had caused a great deal of trouble to wholesalers, and no concrete results had accrued from the standpoint of repressing illicit traffic. It was quite easy to rub off these labels, and experience had shown that this type of illegal traffic was carried on principally in small quantities by the falsification of doctors' prescriptions, theft, etc. As from June 1st, however, the wholesalers in Canada would organise a system of marking packets of over 1 oz. ; but he adhered to his point that, for the purpose of domestic control, no such system was necessary.

Mr. Fuller (United States of America) said that the vast majority of the drugs seized in the United States came from abroad. Consequently, American manufacturers and wholesalers had themselves concluded that the fixing of serial numbers was necessary for their own protection. With regard to the 1 oz. reservation, the tendency was to go further and put a serial number on all packages, even on those under 1 oz. Though labels could, of course, be removed, there had been a considerable number of cases in which the presence of a serial number had enabled the authorities to detect the point at which drugs had entered into the illicit traffic. Further, though the labels could be removed, smugglers had not always removed them, and there were ways of affixing serial numbers so that they could not be taken off.

Colonel Sharman (Canada) observed that, the United States being a manufacturing country, manufacturers and wholesalers looked at the problem largely from the angle of export. Canada, however, was an importing country, so that the authorities were more concerned with the problem of distribution within the home territory. Had Canada been an exporting country, his remarks would not have applied with the same force.

Dr. Schultz (Austria) said that the Austrian Government had decided against the system of affixing serial numbers, on the ground that such numbers could readily be effaced. It was now reconsidering the question, but he believed that opinion was still not favourable, for the following reasons : (1) labels could easily be effaced ; (2) even if there were some

advantages in affixing them, the process would involve increased costs for their industrialists, which Austrians could ill afford to incur, and (3) the system also implied the necessity for control, which meant expense for the Government.

The CHAIRMAN thought that the apprehensions expressed with regard to the possible costs of introducting a system of numbering were somewhat exaggerated. This step could, he thought, be taken without much difficulty as part of the general supervision over manufacturers and wholesale dealers. It would suffice to check the serial numbers on the packages with the numbers entered in the books, and that was already done in some countries. Proof of the value of this measure was to be found in Mr. Fuller's statement that, in some cases, serial numbering had enabled offenders to be discovered and charged. There was no question, moreover, of compelling Governments to introduce the system of numbering. A recommendation only had been formulated. This recommendation had been communicated to the Governments and most of them had already replied. As some of them had expressed their intention of adopting the system of serial numbers, it would seem that all that was necessary was to await the results of this experiment, which would bring out the advantages and disadvantages, if any, of the system. The course of events should therefore be followed and the question retained on the agenda of the Committee.

The Chairman's suggestion was adopted.

4. *Draft International Convention for the Suppression of Illicit Traffic in Dangerous Drugs.*

Mr. Duncan HALL (Secretariat) observed that a large number of Governments had replied to the Secretary-General; the Advisory Committee need only take note of these replies.

Mr. FULLER (United States of America) said that the wording of the sixth paragraph of this section was unfortunate. It was stated that the United States of America was " not interested " in the question. That was incorrect; the United States was extremely interested in the problem of the suppression of the illicit traffic. The trouble was that the provisions of the draft submitted could not possibly be harmonised with the existing legal framework of the United States of America. At the eighteenth session of the Committee,[1] it had been apparent that the statement submitted by the United States Government on March 23rd, 1933, in regard to the proposal to make the procurement and supply of narcotic drugs outside of the United States, without specific authorisation of the American Government, an offence under American law, had not made clear to some members of the Committee the reasons why that proposal was regarded as impracticable of application in the United States.

Members of the Committee would remember that the Convention contained, *inter alia*, provisions for a multilateral extradition treaty and the penalising of persons concerned as accomplices in drug offences committed abroad.

The United States Government had been asked, on several occasions, to consider the possibility of making it an offence against the United States for a person within its jurisdiction to procure or to take part, as an intermediary or otherwise, in procuring dangerous drugs to be supplied in any other country unless authorised by the Government of the United States to do so. The proposals in question had all contemplated the prosecution in the United States of all persons subject to its jurisdiction who participated, without due authorisation from the Government of the United States, in supplying dangerous drugs in any other country whether the drugs were obtained in the United States or elsewhere.

The shipment of narcotic drugs from the United States to any foreign country without due authorisation from the American Government was already prohibited under penalty of a fine not exceeding $5,000 or less than $50, or imprisonment not exceeding two years, or both such fine and imprisonment.

On the other hand, the proposal to make it an offence against the United States for any person subject to its jurisdiction to participate, without authorisation from the Government of the United States, in supplying in one foreign country narcotic drugs from another foreign country involved practical difficulties which were apparently insuperable. The principal difficulties went back to the basic principles of the American system of criminal law. Perhaps, if they were explained in greater detail, the situation might become clear to the Committee.

The Constitution of the United States of America provided that, in all criminal prosecutions, the accused should enjoy the right to be confronted with the witnesses against him and that he should be entitled also to have compulsory process for obtaining witnesses in his favour. This provision had also been substantially incorporated in the constitutions of practically all of the States. Affidavits and sworn statements would not suffice. The witness had to be present in person and available for cross-examination. Accordingly, no prosecution could be maintained in any court in the United States, Federal or State, without the personal attendance of the witnesses for the prosecution and the provision of compulsory service to ensure the personal attendance of witnesses for the defence. How would this work

[1] See Minutes of the Eighteenth Session of the Committee, page 78.

in the case of a person within the jurisdiction of the United States accused of procuring narcotic drugs in, say, Bulgaria and supplying them to persons in, say, China, contrary to the laws of those countries ?

The Department of State considered that, as between the United States and European or Asiatic countries, for example, the successful prosecution in the United States of cases under a law such as was contemplated by this Convention would not be practicable.

If prosecutions were to be undertaken in the United States, it would be necessary to bring all material witnesses from foreign countries to the United States to testify before the Grand Jury and to keep them in the United States or to have them return thither at a later date for the trial. The period of time between Grand Jury hearings and trial before a court would vary in length according to the condition of the court's docket and the ability of the defendant by technical pleas to defer the court hearing.

In the hypothetical case mentioned above, witnesses for both prosecution and defence would have to be brought from Bulgaria and from China to the United States. Transit time alone would be from thirty to sixty days. It was conceivable that the crowded condition of a court docket and the added complication of delays and adjournments on technical pleas might keep a witness away from his home and his business for six months or more.

Obviously, few persons, if any, would voluntarily submit to the personal sacrifice, inconvenience and possible loss of business interests which would be involved in this situation.

The attendance of such witnesses could, in actual practice, be effected only through compulsory process and it was open to doubt whether such process could legally be made effective so as to compel private persons in foreign countries to proceed to the United States to testify. Even if it were assumed that some Governments could and would enforce attendance of such witnesses, the Department of State considered that it would be unfair and unreasonable to make such a request, and it was extremely doubtful whether Congress would enact legislation to sanction requests of this character.

Furthermore, there was grave doubt whether an American citizen or other person resident in the United States could legally be compelled to go to a foreign country as a witness, and it was practically certain that Congress would not enact legislation that would authorise such compulsion.

It would be seen that, in the absence of power to compel the attendance in the United States of witnesses from abroad, it would be impossible to enforce a law penalising the offence under discussion. Were the proposed measure to be embodied in an international Convention, it was also evident that the Government of the United States, being unable to reciprocate by compelling its citizens to go abroad to testify, could hardly become party to such a Convention.

It was hardly necessary to add that a legislative body was not likely to enact into law a measure which was so obviously impossible of enforcement.

It was therefore considered that it was not feasible to give effect in the United States to the Opium Advisory Committee's recommendation that the procurement and supply of narcotic drugs outside the United States without specific authorisation of the Government be made an offence under the law of the United States.

The CHAIRMAN thanked Mr. Fuller for his very complete statement of this legal situation, which would be a point for the Conference itself to consider.

M. CASARES (Spain) observed that Mr. Fuller's statement was of extreme importance. The Committee earnestly desired that the Conference should take place, and that the United States of America should participate in its work. If that country did not do so, the Conference as a whole would be greatly weakened. Did Mr. Fuller's statement mean, in fact, that the United States did not at present intend to be represented at the Conference ? He hoped that was not the case, because it might be possible in the Conference itself to discover a formula that would enable the United States to become a contracting party.

Mr. FULLER (United States of America), while unable to commit his Government, stated his personal view that the United States would be glad to attend the Conference and consult with the other countries. His remarks were based on the text of the draft as submitted. He had stated his Government's objections to certain parts of that draft, but it might be possible to devise a Convention so worded that the United States would be able to become a contracting party. He would not wish his statement to be taken to mean that the United States had categorically decided not to be represented. He hoped and believed they would be so represented, but he could not, of course, commit his Government.

M. DE VASCONCELLOS (Portugal), as Rapporteur to the Council on opium questions, was very glad to hear Mr. Fuller's explanations. After all, the Conference would only take the present draft as a basis for its discussion ; it would be quite free to make such modifications as it thought fit, or even to decide upon an entirely different text. As Mr. Fuller was aware, a country attending a Conference was not in any way bound by the text submitted as a draft. M. de Vasconcellos could say this in all good faith, as he had made far more drastic proposals than those contained in the text.

M. BOURGOIS (France) had intended to make the same observations as M. Casares. Though agreeing with M. de Vasconcellos' remarks, he would point out that, in this particular case, countries would be coming to the Conference knowing that the very basis of the draft Convention was not accepted by certain countries. The essential aim of the future Convention was to punish complicity in offences the constituent elements of which had been committed in various countries. It was disquieting to learn that the principal point upon which agreement was required could not be accepted in the United States of America. There was, however, one reassuring point : the future Convention would be very different from the Convention on the Limitation of Manufacture in that, if certain great manufacturing or consuming countries had not signed the Limitation Convention, that Convention would have lost all its force. In the present case, on the contrary, a Convention for the suppression of illicit traffic, even if not signed by all countries, might prove effective. Personally, he thought the clauses providing that complicity in offences committed abroad should be punished was an essential point which must be maintained, precisely because there existed a gap in this respect in most legislations. A similar provision had been included in the 1921 Convention on Traffic in Women, on the basis of the principle that the traffic was an international offence. Traffic in drugs also was essentially international in character, as the raw materials and factories were only found in a limited number of countries. In practice, most countries would neeh to alter their laws ; but that was precisely why this Convention was being prepared, in order to provide for such a modification, rendered necessary by the international character of the traffic in drugs.

M. CASARES (Spain) was glad that he had spoken on the subject, because Mr. Fuller's reply gave grounds for hope. M. Casares did not claim to be a jurist, but it seemed to him that the fundamental idea—namely, that it was a crime to be implicated in drug offences committed abroad—did not conflict with the United States legislation. The whole difficulty lay in the matter of procedure. The most important point, however, was to qualify as offences the acts in question. Once that were done, the jurists at the Conference could be left to devise some method for rendering that crime punishable.

M. CHEN TING (China) said that the Chinese Government agreed in principle with the draft Convention. At the same time, it foresaw difficulties in fulfilling the obligations concerning extradition and prosecution of persons implicated in offences committed abroad, owing to the existence of foreign consular jurisdiction in Chinese territory. That was why the Chinese Government would have to make a reservation.

The CHAIRMAN considered that the discussion had served a useful purpose. As the Committee was not a judicial court, it could not, of course, express an opinion on the legal points raised during the discussion. It would be the Conference's business to settle such points. He firmly hoped, however, that the United States of America would take part in the Conference since it could be agreed that the draft prepared by the Sub-Committe should not be regarded as final, but rather as a basis for discussion.

He added that the principles laid down in the draft Convention had been embodied to some extent in the proposed revised text of the Swiss law on narcotic drugs, to which he had already referred.[1] For instance, among other provisions, the fact of having participated on Swiss territory in an offence or an attempted offence committed abroad was regarded as an offence against the law, and the perpetrator of an offence committed abroad was also punished if the offence were covered by the law of the country in which it was committed. The proposed revised text was only a draft, however, and it was impossible to say for the moment whether it would be applied in its present form.

M. CASARES (Spain) agreed with M. Bourgois that, to a certain extent, the present situation was not the same as in the case of the Limitation Convention. If, however, a great country, with immense communications extending to every part of the world, remained outside the Convention, that country would be in danger of becoming the paradise of traffickers, who might even organise themselves into limited companies for the purpose of exploiting the drug traffic abroad, because they would be assured in advance that they could act with absolute impunity.

5. *Illicit Traffic by Aircraft.*

Mr. Tombs (representing the Communications and Transit Section of the Secretariat) came to the table.

Mr. TOMBS, on the invitation of the Chairman, explained that pages 1 and 16 of Document O.C.1588 showed the part which the Transit Organisation had taken in the preliminary study of the problem. That Organisation had now taken its investigations as far as it could. In fact, the question no longer figured on the agenda of the Advisory and Technical Committee for Communications and Transit. It could now only act as potential intermediary by keeping in touch with the International Commission for Air Navigation (C.I.N.A.) in Paris, which had already (through the Transit Organisation) given technical advice to the Council on two other questions. The International Commission would be meeting next week at Brussels, so that it was not too late for a letter to be received and considered by that body. The Advisory

[1] See page 14.

Committee might, however, think it preferable not to recommend the taking of any hasty action, but rather the initiation of careful study. He felt bound to point out that the new text of Annex H (Customs) was now complete, and the Protocol of Signature would probably be opened at the next session. He did not believe that the C.I.N.A. would, at this late stage, decide to incorporate any new matter in that text, because the proceedings for the amendment of the Convention were rather complex. The C.I.N.A. could, however, be asked to give an opinion on the question as a whole.

The Committee agreed that a letter should be addressed to the International Air Navigation Commission, pointing out that drugs were undoubtedly substances requiring special control, and asking that Commission to consider what steps could be taken as soon as possible.

After discussion, *the Committee decided that the question of prohibitton mentioned on page 41 of document O.C. 1588 should not be raised,* as it would not strengthen the hands of the authorities in repressing the illicit traffic and might prove a hindrance to the provision of urgent medical aid, etc.

FOURTH MEETING (PUBLIC).

Held on Wednesday 22nd, 1935, at 10 a.m.

Chairman: Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany, Iran, Italy, Portugal and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1036. **Examination of the Progress Report by the Secretary** (continuation).[1]

V. ILLICIT TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS (*continuation*).

5. *Illicit Traffic by Aircraft* (continuation).

Mr. FULLER (United States of America) desired to supplement the report [2] on smuggling by air submitted by the American Government under date of October 8th, 1934. The organisation of the American Aerial Border Patrol, under the coast guard, had now been effected and the patrol was functioning with increasing efficiency. The old equipment, made up of a motley collection of planes which had been confiscated for smuggling, had been replaced by armed land planes, sea planes and amphibians designed to meet the conditions of patrol service and equipped with radio apparatus. These planes were not only available but were operating. It was now proposed to organise the patrol by units, each unit to consist of two radio-equipped and armed aeroplanes, one radio-equipped motor truck and one motor truck to carry supplies and a complete camping outfit.

Air smuggling activities across the Canadian-American border were believed to have diminished in 1934. The past few months, however, had seen a marked increase in clandestine flights across the Mexican-American border, though it was not believed that the planes carried drugs in large quantities. Preventive work on these two borders, so far as air smuggling was concerned, had been greatly facilitated by the fact that aeroplanes which came down at Canadian and Mexican airports were required to show clearance from the port of departure.

There was good ground for the belief that narcotics continued to be smuggled into the United States by air from West End and from Bimini in the Bahamas. While the number of planes engaged in this traffic was reported to have decreased, the activity of those which continued to bring contraband to Florida was reported to have increased. In other words, an equally great traffic seemed to be limited to fewer transporting agents. It was known that there were at present at least seven aeroplanes basing on West End which made frequent trips of a suspicious nature to Florida. It was understood that these planes entered and cleared at West End, the local circumstances being such as to preclude the possibility of surreptitious landing at that place. They did not enter or clear in the United States. Any landing there was surreptitious and was not effected at a designated airport as required by law. At times they did not land at all, but dropped their contraband upon signal from accomplices on the ground. In efforts to prevent this smuggling from West End and Bimini, the American Government had received very little co-operation from the Government of the Bahamas.

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[1] Annex 2.
[2] See Document O.C. 1588.

Aircraft arriving at West End and Bimini were not required, on making entry, to show any clearance from their last port of departure. If the Colonial Government would enforce a requirement of this kind, as the Canadian and Mexican Governments did, it would be a great help in efforts to break up this illicit traffic.

The number of aeroplanes seized in the United States for smuggling of all kinds had been as follows since July 1st, 1932 :

Fiscal year ended June 30th, 1933	13
Fiscal year ended June 30th, 1934	6
Current fiscal year up to May 1st	1
Total for two years and ten months	20

These were seized in the following areas :

Atlantic Coast (Florida)	12
South Central	3
North Central	1
Pacific Coast	4
Total for two years and ten months	20

All of the above were caught smuggling liquor or alcohol, except one smuggling furs and one smuggling aliens.

In addition to the above seizures for smuggling, aeroplanes suspected of smuggling activities had been seized for technical violations of the laws controlling air commerce, the evidence of smuggling being regarded as insufficient to secure conviction for smuggling :

Fiscal year ended June 30th, 1933	16
Fiscal year ended June 30th, 1934	8
Current fiscal year to May 1st.	4
Total	28

Mr. Fuller desired to ask the Chinese representative whether he had any information on the organisation of the transport of narcotics from Yunnan to the Yangtse Valley and Canton by air.

Major COLES (United Kingdom) said the attention of the Governor of the Bahamas had already been called to the situation described by Mr. Fuller, and he had been requested to co-operate with the United States to the fullest extent. Major Coles thought he could say that a further communication would now be sent to the Governor of the Bahamas in view of Mr. Fuller's statement.

M. CHEN TING (China) regretted that he had no information regarding the case referred to by Mr. Fuller ; he would refer the matter to the authorities and give a reply later.

M. TELLO (Mexico) understood that the smuggling between Mexico and the United States did not refer to narcotic drugs.

Mr. FULLER (United States of America) replied that this was true. The smuggling consisted of alcohol from Mexico to the United States and arms from the United States to Mexico. He added that the Mexican Government had an air patrol on the frontier.

Colonel SHARMAN (Canada) referred to Mr. Fuller's remarks regarding the advantage of clearance at each end of the aeroplane trip. There were, however, cases where co-operation between the Governments in this respect did not frustrate the attempts of smugglers. He mentioned a case where two brothers residing in New York had smuggled contraband other than drugs to Montreal. One brother proceeded to Canada by motor-car while the other went by aeroplane and landed on a pretext of engine trouble at a place near the motor-car. The goods were transferred to the car and the aeroplane continued its journey to Ottawa. It reported a forced landing of five minutes and obtained clearance on arriving at Ottawa.

The CHAIRMAN recalled that the suggestion had already been made[1] that document O.C.1588, which dealt with the smuggling of narcotic drugs by air, should be transmitted to the International Commission on Aerial Navigation (C.I.N.A.), with a suggestion that Annex H of the Air Convention should be revised in order to meet the views expressed in the document.

Mr. TOMBS (Transit Section) thought it better not to ask the C.I.N.A. to consider inserting any regulations regarding narcotics in the Convention. He did not think the C.I.N.A. would be willing to hold up the revision of Annex H for a further period, and he would suggest that that Commission should be merely requested to consider in due course what steps could be taken to make the control more effective. He was attending the next meeting of the C.I.N.A. and would report to that Commission.

Mr. Tombs' suggestions were approved.

[1] See page 18.

6. *Use by Narcotic Drug Traffickers of International Sleeping-Car and Dining-Car Services.*

The CHAIRMAN pointed out that this matter concerned particularly the Sub-Committee on Seizures which, in his opinion, should first discuss the matter.

The Chairman's suggestion was approved.

VI. SITUATION IN THE FAR EAST.

The CHAIRMAN recalled that this question appeared in the agenda under a special heading and proposed, therefore, that the Committee should not discuss it for the moment.

The Chairman's suggestion was approved.

VII. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

Mr. Duncan HALL (Secretariat) pointed out that the progress report contained no reference to India. A letter had been received from the Government of India to the effect that it was collecting data.

No information had been received from any important opium-producing countries, but replies had been received from most of the coca-producing countries.

M. DJORDJEVITCH (Yugoslavia) said the Yugoslav reply regarding opium would be handed to the Secretariat during the present session.

VIII. PROCESS EMPLOYED BY THE ALKALOIDA COMPANY S.A. AT BÜDSZENTMIHÄLY TO EXTRACT MORPHINE AND OTHER OPIUM ALKALOIDS DIRECT FROM THE DRY POPPY PLANT (POPPY STRAW).

Document O.C.1546(1)*(c)*, concerning the legal and practical aspects of the application to poppy straw of the existing opium Conventions, was read.

The CHAIRMAN pointed out that, so far as the 1925 Convention was concerned, only Article 22 relating to statistics would apply in the present case. On the other hand, Articles 16, 17 and 20 of the 1931 Convention, which covered raw materials, should be applicable to poppy straw, in view of the wide scope of these articles, which covered even synthetic raw materials. The question had, moreover, been raised at the previous session[1] as to whether poppy straw was a raw material within the meaning of the Convention, and the present document gave an affirmative reply to this question.

The only issue before the Committee at the present moment was whether it agreed with the conclusions reached in the document in question.

Mr. FULLER (United States of America) was glad to note the conclusions reached by the Secretariat. His Government considered that raw materials should be construed as including all materials from which the drugs were extracted or synthesised, but not the materials which figured in the manufacturing process merely as reagents.

He noted the statement on page 3 of document O.C.1546(1)*(c)* that " it does not appear likely that the absence of statistical data other than provided under Article 22, paragraph 1*(b)*, will present a serious danger from the point of view of control over the drug traffic ". If the Opium Board had not already done so, he thought it should discuss this point and give its opinion.

Mr. LYALL (Assessor) replied that the Opium Board had not considered this question, but he would ask it to do so at the next session.

M. DELGORGE (Netherlands) thought it advisable that the Hungarian representative should be invited to attend the present discussion.

The CHAIRMAN recalled that the Hungarian representative had been present at the previous session, when the details of the manufacturing process had been discussed. It had not been thought necessary to call in the Hungarian representative on the present occasion, when the discussion related merely to the legal aspects of the problem.

M. DELGORGE (Netherlands) pointed out that, as the use of poppy straw was now an established fact, some solution must be found with regard to the statistics. In his opinion, there had never been any intention of including poppy straw among raw materials. In this connection, he referred to the Model Code,[2] page 8, in relation to Article 16, paragraph 2, of the 1931 Convention.

He considered that the first sentence of Article 22 *(b)* of the Geneva Convention of 1925 could be applied to the raw material in question. The second sentence ran: " The amount of such substances used for the manufacture of other derivatives not covered by the Convention shall be separately stated ". In most cases it would be impossible to give statistics of poppy

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[1] See Minutes of the Nineteenth Session of the Committee, page 45.

[2] Document C.774.M.365.1932.XI.

straw, large quantities of which existed in many countries and were used, not for the extraction of morphine, but for other purposes, such as litter for cattle.

The CHAIRMAN pointed out that the Netherlands representative had raised the question whether statistics should be given for all and any quantities of poppy straw or only for those used for the extraction of morphine.

Mr. LYALL (Assessor) said that the same question arose in regard to coca leaves. Statistics were never requested for leaves which lay rotting in the woods but only for leaves which were intended to be used for manufacture.

Mr. Duncan HALL (Secretariat) was glad that the Netherlands representative had drawn attention to the interpretation of Article 16, paragraph 2, of the 1931 Convention contained in the Model Code, which stated that this provision applied to raw materials—namely, raw opium and the coca leaf. These two substances were merely given as illustrations, and there was no intention to exclude other raw materials.

Mr. FULLER (United States of America) thought the Committee was confusing the question of supervision with that of statistics. Under Article 16 of the 1931 Convention, only materials in the possession of manufacturers were to be supervised, whether they were intended for manufacture or not. The United States exercised control over coca leaves intended, not only for the manufacture of cocaine and ecgonine, but also for flavouring extracts.

With regard to the question of statistics, he thought the matter should first be considered by the Central Board before it was discussed by the Advisory Committee.

Mr. LYALL (Assessor) stated that the Central Board had asked the Hungarian Government for statistics with regard to poppy straw and those statistics had been willingly given.

The CHAIRMAN pointed out that, when the matter had first been discussed with the Hungarian representative, at a previous session, it had been made clear that the statistics would only refer to the poppy straw which entered the factory ; a general control of poppy straw seemed, in fact, to be impracticable. There was in this connection, perhaps, an omission, but it did not for the moment seem to be very dangerous, since, at the present time, only one country was concerned, and since the Government of that country appeared to be exercising strict supervision. All the Advisory Committee could do, therefore, was to take note of the provisional solution reached ; but the matter should not be forgotten, and it was important that the Committee should be informed of any further developments.

He emphasised once more the fact that the Alkaloida factory appeared to have found a method of determining the alkaloid content of the new raw material. Since a further communication would be made on the subject ; it would, no doubt, be advisable to submit it to the Committee of Experts of the Health Committee dealing with the standardisation of the methods of dosage of opium alkaloids.

IX. DANGERS OF WIRELESS PROPAGANDA REGARDING DRUG ADDICTION.

The CHAIRMAN noted that the Governments consulted were practically unanimous that only wireless propaganda by competent persons should be allowed. Some countries even thought that such propaganda should be entirely prohibited. In his view, this proposal went too far, but the attention of Governments might be drawn to the necessity of strict regulations.

Dr. CHODZKO (Poland) thanked the Secretariat for having carried out this study, which was due to his initiative.

X. CAMPAIGN AGAINST THE SPREAD OF DRUG ADDICTION AND THE ILLICIT TRAFFIC IN NARCOTIC DRUGS.

The CHAIRMAN noted that the Secretariat proposed to analyse the replies from the Governments. The matter could, therefore, be reconsidered at a later session.

XI. LIST OF LAWS AND REGULATIONS IN FORCE AND PREPARATION OF A SCHEME FOR THE STUDY OF EXISTING LEGISLATION WITH A VIEW TO ENSURING THE APPLICATION OF THE CONVENTIONS AND AGREEMENTS CONCERNING THE TRAFFIC IN DANGEROUS DRUGS.

The CHAIRMAN noted that a report was being prepared by the Secretariat on this subject.

Mr. Duncan HALL (Secretariat) said that the Secretariat, in studying the application of Article 15 of the 1931 Convention and the recommendation in the Final Act regarding a unified administration, had reached the conclusion that the Governments experienced difficulty in interpreting the article and recommendation in question. This showed the necessity for the study undertaken.

XII. Distribution of Documents relating to Narcotic Drugs.

Mr. Duncan Hall (Secretariat) gave the following additional information. The Chinese Government had written to the Secretariat on April 25th, 1935, giving a list of Government departments and public and private institutions to which League documents relating to drugs might be sent direct, but this fact was omitted from the progress report. The name of the Chinese Government should therefore be included under paragraph 2 of the chapter under discussion.

XIII. Questions which concern both the Advisory Committee and the Health Committee.

1. *Standardisation of Methods for determining the Morphine Content of Raw Opium.*

The Chairman stated that the Committee of Experts of the Health Committee had established a method for determining the morphine content of opium, reference to which was made in document O.C.1512*(a)*.

Mr. Fuller (United States of America) said that experiments by chemists in the United States regarding the presence of narcotics in the saliva of horses and the analysis of heroin and morphine pills, etc., had produced surprising scientific developments. They had concluded that all the methods used left something to be desired. Dr. Wollner, consulting chemist of the Treasury, whose staff was making a special study of assays, would, with the permission of the Committee, speak on the subject.

He thought it would be very useful if the Committee of Experts dealing with opium assays would submit to the Governments the results of this research. This was a very important question, as it enabled effective methods of drug detection to be established.

The Chairman pointed out, as he had already done at the eighteenth session,[1] that the method proposed by the Committee of Experts was not in any way final ; it was a method in which there was no appreciable margin of error which might falsify the results obtained and was one which administrations could use for controlling drugs. Nevertheless, it was, of course, subject to revision.

Dr. Wollner (United States of America) made the following statement :

In considering the problem of establishing standard international methods for the assay of opium and the coca leaf, it may be advisable to recall the ultimate purpose for which this work is undertaken. Police control, internationally, of habit-forming drugs, carries with it the acceptance of a number of essential considerations. Of these, not the least important is that the various Governments shall at all times be in a position to account for all the raw materials from which the drugs entering into the international traffic are produced. That this should have been recognised at an early stage in this activity is an excellent testimonial for what has already been done. That considerable progress has already been made in the direction of establishing standard international methods for the assay of opium and the coca leaf augurs well for the entire programme.

Whatever other objects are to be accomplished by the establishment of a uniform method of assay of the raw materials, particularly opium and the coca leaf and now poppy straw, the principal object appears to my Government to be that for which the Narcotics Limitation Convention of 1931 was adopted—namely, limitation of the quantities produced of derivatives of opium and of the coca leaf and control of the distribution of those derivatives.

While considering this situation, it may be well to draw attention to the fact that this particular activity nevertheless represents only a small portion of the unexplored field of chemical technology with which drug traffic control is inextricably tied.

It is in the supervision of extensive police laboratory activities that one is continually confronted with new angles and new technical versions of the old problems. These are varied in character and usually quite involved.

Derivatives are being produced and prepared in more and more deceptive form to facilitate smuggling and illicit use. It is quite reasonable to assume that, as the effect of this Committee's programme is more widely felt, greater and greater efforts and more and more ingenuity will be brought to bear by those in illicit circles in an effort to evade the restrictions imposed.

The past already has taught us that the simpler chemical techniques may not always suffice in the detection of contraband drugs, and it has been only as a result of the determined effort of Government laboratories that police activities in a number of cases have been in a position to keep abreast of the illicit traffickers.

We in the United States, for example, are at the present time conducting extensive experiments which are sharpening the tools and have resulted in the development of improved methods for the detection of drugs in racehorse saliva, the determination of heroin in pills, drugs in cigarettes, etc.

When, however, we approach the subject of the cannabis drugs, such as hashish, charas and marihuana, we find a very deplorable lack of information. The chemical technology

[1] See Minutes of the Eighteenth Session of the Committee, page 14.

as applied to the detection of active extracts and compounds of *Cannabis sativa* appears to be practically non-existent, though the need therefor may greatly exist. Recognising that the members of this Committee have undoubtedly been deeply interested and active in the development of improved methods for the laboratory detection and control of drugs, the point arises that there is much advantage possibly to accrue to this Committee were an interchange of technology made available. This point is especially of importance, inasmuch as by the very nature of the problem involved the technical experts engaged in this field naturally find it inadvisable, for obvious reasons, to publish the results of their studies.

In co-operating to devise methods by which accurately to determine the morphine content of opium and the cocaine and ecgonine content of coca leaves, I venture to suggest that the Governments participating in the campaign against the abuse of narcotic drugs have only *begun* to develop the possibilities in the field of co-operation along the lines of what may be termed police chemistry. I venture to suggest that the field might well include exchange of information concerning improved and possibly simplified tests both for detecting the presence of the various drugs and then estimating the quantity involved. In the instance of cannabis, new, now non-existent, methods will probably have to be developed, and much more progress may be anticipated were this subject investigated on a programised basis than if the work were not co-ordinated between the different laboratories.

The CHAIRMAN pointed out that the technical collaboration between States, to which Dr. Wollner had referred, already existed to some extent in the Committee of Experts of the Health Committee. The Committee would meet shortly to continue its examination of the methods of assay, and on that occasion the American methods would be very fully considered.

It was true, as Dr. Wollner had said, that there did not exist for the moment any method of assaying Indian hemp extract and tincture and for determining the content of these products in specific substances—those, in particular, conducive to drug addiction. This question should be considered by the Committee of Expets or some other body.

M. CASARES (Spain) noted that Dr. Wollner had referred to the question of practical police methods of detecting the existence of drugs, as distinguished from the question of establishing the alkaloid content. With regard to the presence of drugs in the saliva of horses, for instance, he thought some method was required to determine whether the horse had been doped, and not to establish the alkaloid content. The same remarks applied to the existence of drugs in cigarettes. If such methods existed, it was important that information on the subject should be exchanged between the different countries.

Mr. FULLER (United States of America) agreed with M. Casares. Dr. Wollner had referred to methods of proving to a law court, for instance, that cannabis was present in cigarettes, etc. The presence of morphine could be ascertained by analysis. The position was, however, quite different in the case of cannabis, for which, apparently, no simple, practical tests were yet available.

Colonel SHARMAN (Canada) thought Dr. Wollner's suggestion was very valuable. Anything that assisted police proceedings in respect of drug identification would be of great use.

RUSSELL Pasha (Egypt) confirmed Mr. Fuller's remarks regarding the difficulty of testing hashish. He was willing to supply samples of hashish for experimental purposes to laboratories in any country. He pointed out that traders in hashish had no difficulty in distinguishing different qualities of hashish and of fixing the price.

The CHAIRMAN, in summing up the discussion, thanked Dr. Wollner for his suggestion, which, he thought, should be specially mentioned in the report to the Council. The report should, at the same time, urge the necessity for collaboration between the police and the laboratories in connection with this matter.

In any case, he presumed the Sub-Committee on Seizures would also deal with this question.

FIFTH MEETING (PUBLIC, THEN PRIVATE).

Held on Thursday, May 23rd, 1935, *at 10 a.m.*

Chairman: Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany, Iran, Portugal, Turkey and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1037. **Examination of the Progress Report by the Secretary** (continuation).[1]

XIII. Questions which concern both the Advisory Committee and the Health Committee *(continuation)*.

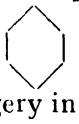
2. *Research Work with a View to the Discovery of Non-Habit-Forming Medicaments: Use of Cobra Venom.*

Mr. Fuller (United States of America) said that experiments had been carried out for some years in the United States with a view to obtaining substitutes for morphine, heroin and cocaine which were not habit-forming. He referred, in particular, to dihydrodisoxymorphine. The experiments with this drug had not yet been concluded and it was not yet certain that it was not habit-forming.

Mr. Fuller then made the following statement :

In view of the interest which the Committee takes in the search for non-habit-forming substitutes for the derivatives of opium and of the coca leaf, I am handing over to the Secretariat a reprint of an article by Dr. David J. Macht (M.D., F.A.C.P.) and Dr. Fitzgerald Dunning (Ph.D.,), both of Baltimore, which appeared in November 1934 in the *Journal of Laboratory and Clinical Medicine* and which is entitled " A Pharmacologic and Therapeutic Study of Bromsalizol or Monobrom Saligenin ". I am also handing over to the Secretariat an abstract of a paper on the action of cobra venom on the nervous system which was read by Dr. David J. Macht at a meeting of the American Physiological Society held at Detroit on April 12th, 1935.

It should be understood that I personally can take no responsibility for the statements made in these articles. They are understood to present the views of well-known and responsible scientific investigators and are presented to the Committee as illustrative of the paths which are being followed in the United States in searching for non-habit-forming medicaments to replace the dangerous derivatives of opium and of the coca leaf.

Dr. Macht informs me that his earlier work on opium alkaloids led to the discovery by him of the therapeutic properties of two important drugs now used extensively in medicine. One of these is the ester benzyl benzoate,[2] which because of its pharmacological properties, he states can take the place of the opium alkaloid papaverine in relaxing spasm and excessive tonus of smooth muscle viscera ; in other words, can be used for the relief of colics. This ester, administered by mouth, has been and is still used in place of opium for relief of pain due to spastic conditions of smooth muscle organs—namely, colics of the uterus, gall bladder, urinary bladder, ureter and other organs. He adds that he also discovered, as the result of his studies on the opium alkaloids, the local anæsthetic effect of benzyl alcohol,  which, in aqueous solution, can be used for infiltration anæsthesia in general surgery in place of cocaine and other local anæsthetics.

During the last few years, as a continuation of his work on benzyl alcohol and benzyl esters, Dr. Macht has been studying the pharmacological properties of new compounds related to these agents, and particularly the pharmacological properties of mono-brom saligenin, or mono-brom-hydroxy-benzyl-alcohol, to which has been given the name of " bromsalizol ",  This interesting synthetic organic chemical combines the anti-spasmodic properties of papaverine or benzyl benzoate and the local anæsthetic properties of benzyl alcohol. It is, however, reported to be much more potent than either the benzyl ester or the benzyl alcohol. It is claimed that this new compound can also take the place of the opiates to some extent. It is reported to have been used therapeutically by a considerable number of physicians both as a local anæsthetic in place of novocaine and cocaine and as an antispasmodic drug in place of the isoquinoline members of the opium series.

Dr. Macht also informs me that, during the last two years, he has been making extensive pharmacological and toxicological studies on cobra venom, a quantity of which he had received from a friend in India. After careful experimentation, he obtained so much scientific information on the subject that he felt warranted in carrying on some very cautious clinical tests in collaboration with two eminent Baltimore surgeons, who are among the leaders in cancer work in the United States. On April 12th, 1935, he reported the results of his laboratory researches at the convention of the American Physiological Society in Detroit.

The Committee will be interested to learn, from the abstract of the paper which Dr. Match presented at that time, that a very careful pharmacodynamic analysis of the action

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[1] Annex 2.

[2] The chemical formula of the benzyl benzoate, is 

of cobra venom indicates that the relief in pain which it achieves is not due to any local anæsthetic effect which the drugs exerts on nerve endings or nerve trunks, but to its direct action on the cortical cerebral areas which have to do with pain. It is Dr. Macht's opinion, based on his experimental results, that the action of this drug is not unlike that of morphine as far as analgesia is concerned, but that cobra venom does not produce the narcotic and untoward effect produced by morphine.

I quote a further statement which Dr. Macht made to me just before I left the United States to attend this meeting :

> " In addition, I may state, in collaboration with my colleagues the surgeons, I have obtained up to the present time records of twenty-six patients, suffering from inoperable malignant growths, who have received subcutaneous or intramuscular injections of cobra venom in very small doses ; that is, doses much smaller than those which have been employed by French investigators at the Pasteur Institute and elsewhere. The results obtained in this series of patients were very remarkable. At least 75% of the cases showed definite relief of pain and improvement with regard to their general symptomatology. The relief of pain was so definite that, those who had been receiving morphine or any other of the opium derivatives could get along with much smaller doses of the opiate or dispense with it altogether. "

I am also informed that a paper was published in the April 1935 issue of the *American Journal of Medical Sciences* dealing with some of the pharmacological and physical properties of snake venoms, including that of the cobra.

If the Committee so desires, either one or both of the papers which I am handing over to the Secretariat may be circulated as Committee documentation.

The CHAIRMAN noted this statement. Personally, he would be very glad of an opportunity to peruse the documents in question.

3. *Application of Article* 10 *of the Geneva Opium Convention of February* 19*th*, 1925, *and of Article* 14 (d) *of the Hague Convention of* 1912.

Mr. Duncan HALL (Secretariat) said there had been in the past some confusion as to the willingness of countries to accept recommendations under Article 10 of the Geneva Convention. It was now clear that all parties to the Limitation Convention accepted the obligation to control drugs covered by a recommendation under Article 10.

Document O.C.1411(3) dealt with the fifteen or twenty countries not parties to the Limitation Convention, and cleared up the matter as far as they were concerned.

The Secretariat merely proposed to approach the Governments on this subject in accordance with the proposals it had made in the document in question.

The Committee decided to revert to this matter at a later meeting.

The Committee adopted the progress report as a whole subject to reconsideration of the sections dealt with under separate items of the agenda.

1038. **Situation in the Far East : Statistics of Mortality and Criminality among Opium-Smokers in Formosa** (document O.C.1408(1)(*b*)).

Mr. LYALL (Assessor) related an anecdote which showed the common belief in the Far East that opium-smoking was a preventive or remedy for fever. This was a belief to which frequent reference had been made.

With regard to document O.C.1408(1)*(b)*, the interesting part, as far as he was concerned, began on page 9 with Chapter VII, entitled " Deaths among Smokers ". This chapter was illustrated by various tables.

He would deal first with Table XII, which gave a comparison between the deaths of smokers and of non-smokers, classified according to age, in periods of ten years. A similar table might be drawn up showing the mortality among bishops and laymen in similar periods of ten years. Such a table would show remarkably little mortality among bishops of 20 or 30 years of age, because there were no bishops of that age. The same remark applied to opium-smokers. He therefore thought this table, and the accompanying remarks in the report, could be left out of account.

Table X compared the percentage of deaths among smokers and the total inhabitants. The death rate per thousand inhabitants was 28.1, while the rate among smokers was 64.07. He did not think this table could be accepted, as the non-smokers included children. Moreover, as the Japanese Government had not for many years allowed the registration of smokers, the number of old men among smokers had gradually increased. This made the comparison unfair to the opium-smokers.

Table XI, which compared the number of deaths and the death rate among smokers and non-smokers, classified by age, in periods of ten years, at first sight appeared to be fair. On examination, however, it would be found that the table relating to smokers covered the years from 1909 to 1926, while the table for non-smokers only covered the years from 1921 to 1926. Table X had already shown that health conditions were steadily improving, so that the

mortality would have been higher in the earlier years. He had calculated the average deaths among smokers for these six years and had reached the following figures :

Deaths per Thousand.

Among non-smokers	Among smokers
From 30 to 39 years : 15.9	From 30 to 39 years : 23.1
From 40 to 49 years : 21.7	From 40 to 49 years : 36.6
From 50 to 59 years : 30.38	From 50 to 59 years : 54.26
From 60 to 69 years : 55.1	From 60 to 69 years : 91.5
Over 70 years : 113	Over 70 years : 168.

Roughly speaking, the mortality among smokers was 50% higher than among non-smokers. The total figures given in the last column of Table X were, for this purpose, inaccurate and must be disregarded.

Table XIV recorded the number of crimes committed by smokers and non-smokers. The total result was 1.02% for smokers and 0.38% for non-smokers. He had no remarks to make on these figures.

Mr. Lyall thought this was the only document which gave really valuable information on the subject, since it was not based on the opinion of various people, but upon actual figures, relating to the lives of over 150,000 opium-smokers. In view of the great of this report, he would suggest that the portion dealing with these tables, together with Tables X, XI and XIV, should be given wide publicity.

In reply to a remark by the Chairman, Mr. Lyall said he had not desired to criticise the figures, but had merely examined them from the point of view which interested him. No doubt the figures were drawn up for other purposes besides those with which he was concerned.

M. YOKOYAMA (Japan) thanked Mr. Lyall for his remarks regarding this report, which had been drawn up by a Formosan scientist, Dr. To. It was, he thought, the first time that an attempt had been made to compile statistics on the effect of opium-smoking. Naturally, in such a first attempt, some defects were bound to make themselves apparent. Mr. Lyall's remarks would serve to encourage the authorities responsible for preparing these statistics. He would be glad to bring Mr. Lyall's remarks to the notice of his Government.

Colonel SHARMAN (Canada) was particularly interested in Table XIV, relating to criminality. There had been many reports in newspapers in various countries regarding the increase in crime. On studying the statistics on this subject it was found that the increase in convictions was, to a great extent, due to minor offences, such as exceeding the speed-limit in motorcars, etc. He observed that the table in question included crimes connected with flooding and irrigation. There was also an item entitled " Gaming and taking part in lotteries ". This item accounted for 30,785 offences out of a total of 57,073 among non-smokers and 7,439 out of a total of 11,322 among smokers. If such items were omitted from the table, the figures would be reduced to their proper proportions in respect of actual crime.

Dr. Hoo Chi-Tsai (China), referring to the widespread belief mentioned by Mr. Lyall that opium-smoking was a cure for fever, stated that this view had never been shared by the Chinese Government. If the use of prepared opium were authorised, it was always for other reasons, above all, with a view to avoiding the use of other drugs.

He was glad the Japanese Government had submitted the report under consideration, and supported Mr. Lyall's view that it should be given wide publicity.

Mr. LYALL (Assessor) pointed out that his suggestion regarding publicity only referred to Chapter VII, with the exception of the remarks regarding Table XII, and also to Tables X, XI and XIV.

Mr. Duncan HALL (Secretariat) suggested that the question of publicity might be postponed until further information was received from the Japanese authority and the document was reissued in a revised form. It could then be distributed to the opium-smoking countries.

M. Duncan Hall's suggestion was approved.

1039. Illicit Traffic : Use of Postal Facilities in the Illicit Traffic.

Mr. FULLER (United States of America) read the following statement :

While cases of illicit traffic by post have been discovered from time to time in the United States in the past, more cases of this form of traffic came to light in 1934 and 1935 than in any previous year. The American Government's advance statement in regard to illicit traffic in 1934 describes two cases, both of which involved raw opium. In one of these cases the opium had been sent through the domestic mails as an ordinary parcel. In the other case a hollowed-out book containing opium was found in transit to the West Indies in the foreign mails.

Information tending to show that A. M. Capen's Sons, Inc., of New York, N.Y., had a quantity of coca leaves, which had been apparently brought into the United States in violation of the law, a narcotic officer, on August 27th, 1934, visited this firm and interviewed one of its representatives. He then learned that on or about August 1st, 1934, the firm had received, by first-class mail, from José Frolitz, of Lima, Peru, two paper envelopes, each 4 inches by 6 inches, one containing 70 grains of " first quality " coca leaves and the other containing 55 grains of " second quality " coca leaves. The firm's representative stated that he had communicated with Frolitz, a commission agent, requesting to be furnished with samples of coca leaves, for the purpose of securing orders from domestic manufacturers of narcotics drugs. This importation was made without first obtaining import permits, as required by law, but as there was apparently no intent on the part of the importer to contravene the law, no criminal action was taken. The drugs, however, were forfeited to the Government.

It was learned that Ernest Salomone, medical student at Loyola University, Chicago, Illinois, was in possession of a quantity of crude cocaine, whereupon he was visited and questioned by narcotic officers. It developed that, during April 1934, he received by mail from his father, Rinaldo Salomone, of Lima, Peru, a parcel in which was contained a quantity of crude cocaine, as a sample, and he surrendered to the officers a total of 122 grains of this drug. The father advised that the sample was forwarded through the mail by the s.s. *Santa Olivia*, which left Callao on April 3rd, 1934, and due to arrive at New York City on or about April 18th, 1934. The son stated that the cocaine in question was in a round tin container, approximately 4 inches long and an inch and a half in diameter, wrapped in paper and on the outside with cloth, which was sewn, with a paper label for the address pasted on the outside. As there was apparently no criminal intent unlawfully to import this cocaine, no criminal prosecution was instituted, but the drug was forfeited to the Government.

A new development, discovered in 1935, was the despatch of prepared opium concealed in magazines and newspapers coming from China and from Hong-Kong.

Information was received by cable from the authorities at Hong-Kong on February 20th, 1935, that they had seized at Hong-Kong a newspaper containing opium, addressed to L. W. Lim, at Omaha, Nebraska. Acting on this information, the mail of Lim was watched, and on February 23rd, 1935, a roll of newspapers addressed to Lim arrived at the Omaha post office from Hong-Kong. Customs and narcotic officers were immediately notified and a narcotic officer donned a mail-carrier's uniform and delivered the newspapers to Lee Chin, wife of Chin Gin Fook, alias L. W. Lim, the latter not being at home when the package was delivered. The wife was arrested immediately after taking delivery of the package and that night her husband was taken into custody by Customs officers. Concealed within the roll of newspapers was a section of rubber hose, tied at both ends, containing approximately 2 ounces of smoking opium in liquid form. The roll of newspapers bore Hong-Kong postage stamps. That this method had been affording a regular source of supply is indicated by the fact that the Hong-Kong authorities had seized at Hong-Kong a newspaper containing opium which was addressed to Lim at Omaha. Upon arraignment, the man was discharged from custody, but his wife was held for criminal prosecution.

In March 1935, there were found in each of twenty-six magazines arriving at Boston from Canton, China, two ounces of smoking opium. This case is still under investigation and further particulars are not yet available.

On February 2nd, 1935, information was received from the Hong-Kong authorities that newspapers in which opium was concealed were being sent through the mails from Hong-Kong to Stockton, California. This case is still under investigation.

On February 26th, 1935, it was reported that a Chinese newspaper containing opium and addressed to a Chinese in Hawaii had been seized in Hong-Kong. This case is still under investigation in Hawaii and Hong-Kong.

There is ground for apprehension that opium and other drugs, similarly concealed, are being regularly sent through the mails to the United States, not only from Hong-Kong and Canton, but also from other places in China. The co-operation which has been extended in these cases by the Hong-Kong authorities is greatly appreciated. It is hoped that similar co-operation will be extended by the Chinese authorities, especially as it appears to be so easy to obtain opium, morphine and heroin in China at the present time.

On March 16th, 1935, Customs officers seized four packages at Chicago, Illinois. These packages contained 21,000 medicated cigarettes, labelled " Anti-Asthmatic ", the filler of the cigarettes containing, among other ingredients, 20% of dried poppy heads. The filler analysed 0.137% of anhydrous morphine and it was suspected that the crushed poppy heads had been fortified with morphine. These cigarettes had been shipped parcel post by Hugo Schrader, of Feuerbach-Stuttgart, Germany, to Dandy Broiler Company at Chicago. This shipment was made about October 1st, 1934, and was detained at the point of destination until the importer should furnish an invoice. As the invoice, when received, showed the true nature of the filler, the shipment was provisionally seized, pending analysis. In the meantime, the exporter submitted a sample of the raw material from which the cigarettes were alleged to have been made, in an effort to show that the cigarettes contained no prohibited narcotic drug. A chemical analysis of this raw material, however, disclosed that it contained 0.45% of anhydrous morphine and apparently consisted of nothing except the crushed or granulated poppy heads. No evidence was found that this sample of raw material had been fortified or

apparently with no intent to violate the law, no criminal proceedings are contemplated, but the shipment was forfeited to the Government.

Attention has been called, in the Sub-Committee on Seizures and Illicit Traffic, to a case in which samples of dried poppy heads and dried poppy stalks had been imported by post.

While parcels entering the United States are all opened and their contents usually examined, newspapers and magazines have not hitherto been subjected to an equally thorough examination. It may prove necessary to give the latter a more detailed examination in the future.

Mr. Fuller added that he had some additional data on the use of postal facilities which he could submit to the Secretariat as a confidential document, or on which he could make a statement in private session.

Colonel SHARMAN (Canada) said this question was one which greatly concerned the Canadian authorities. Not only had individual packets been addressed from China to Canada containing large quantities of drugs hidden in rubber containers in newspapers, but there were cases where newspapers, sent regularly, apparently from the publishers' office in China, contained drugs.

This question had been referred to in the Sub-Committee on Seizures, but had not been discussed in detail, since it was on the agenda of the Advisory Committee.

It had been stated in the provisional agenda distributed in February that a note would be prepared on the subject by the Secretariat.

The CHAIRMAN observed that the note in question was not yet ready.

RUSSELL Pasha (Egypt) stated that letter-boxes formerly existed in the port of Alexandria within the Customs area and had been used by the personnel of ships for sending letters containing drugs to persons in the town. Since this practice had given rise to abuse, the letter-boxes had been abolished.

Dr. HOO Chi-Tsai (China), in reply to Mr. Fuller's appeal for Chinese co-operation, said that he would get into touch with Mr. Fuller in order to obtain practical suggestions which he would communicate to his Government.

Dr. SCHULTZ (Austria) referred to two cases of smuggling by post which had been discovered at Vienna. In one of these cases, a postal packet containing heroin had been received from Shanghai. In the second case, a number of newspaper packets containing heroin had been received from Istanbul. In the latter case, the guilty party had been arrested.

He agreed that close attention should be devoted to this method of smuggling, with a view to finding a remedy.

The CHAIRMAN recalled that a case of smuggling by post had occurred in Switzerland some years ago, and that he had had occasion to mention it to the Committee. The Postal Administration had been requested to pay particular attention to this possible form of smuggling. No further cases had been reported.

(The Committee went into private session.)

Mr. FULLER (United States of America) made a confidential statement on the subject of postal facilities for illicit traffic.

SIXTH MEETING (PRIVATE, THEN PUBLIC).

Held on Thursday, May 23rd, 1935, at 3.30 p.m.

Chairman: Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and Dr. de Myttenaere (assessor), except the representatives of Bolivia, Germany, Siam and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1040. **Illicit Traffic: Use of Postal Facilities in the Illicit Traffic** (continuation).

Colonel SHARMAN (Canada) described in detail the difficulties experienced by the Canadian police in dealing with smuggling by post.

The CHAIRMAN suggested that, as the Advisory Committee possessed as yet little information on the subject, the Secretariat should be asked to continue to collect documentary material and submit the results at a later session.

The Chairman's proposal was adopted.

(The Committee went into public session.)

1041. Application of Article 10 of the 1931 Convention concerning Diacetylmorphine.

The CHAIRMAN said that, with regard to the application of Article 10, which, as was known, governed the conditions under which exports of diacetylmorphine could be authorised, the Secretariat had received replies from a number of countries which showed that they were willing to comply with the provisions of Article 10. It was natural that these provisions should have caused a certain amount of difficulty at the outset. He, personally, would have been inclined to agree that the written request required, under the terms of Article 10, from the Government of the importing country was to all intents and purposes superfluous, and a were duplication of the import authorisation, since the latter had to be drawn up by the Government in question. It now seemed, however, that certain countries desired to conform to these rules. He therefore asked the Committee first to take a decision as to the interpretation to be given to Article 10. If it accepted the strict interpretation thereof, it might adopt a recommendation to be addressed in the first place to countries which had not yet applied Article 10.

Major COLES (United Kingdom) could not possibly support a recommendation on these lines unless the experience of other exporting countries was vastly different from that of the United Kingdom. While the United Kingdom had succeeded in persuading the dominions and colonies—with the possible exception of Newfoundland, which was a special case—to observe the provisions of Article 10, of other importing countiies only two fully observed the regulations, in sending an import certificate accompanied by a letter of request and the address of the Government Department to which the drugs should be sent direct. He did not feel that the situation provided much matter for congratulation.

Dr. CHODZKO (Poland) referred to the letter from the German Consul in Geneva in document O.C.1596, and, in particular to the sentence " even this method, however, proved unsuccessful as, according to trustworthy statements of exporters, it has not in several countries been possible to obtain the proper import certificates ". First, he asked whether this phrase had been correctly translated from the German.

On consulting the German text, it was seen that possibly the word " corresponding " or " relevant " would have been a better translation of the German original than " proper ". He hoped that this wording did not mean that the Health Bureau of the Reich intended to authorise exportation without import certificates. He felt that this statement required further explanation.

Major VON HEIDENSTAM (Sweden) said that, for Sweden, the difficulty with regard to Article 10 was not concerned with the interpretation or application of the stipulations regarding the formalities pertaining to import. He hoped to hear that Sweden was one of the two countries which had been referred to by Major Coles as fully observing the import regulations. The difficulties experienced by Sweden were due to the fact that the manufacture of heroin had been started in the country, and were fully explained in the extract of the letter from M. Matern quoted in document O.C.1596. He was glad to be able to state that the steps reported in his letter as " now being taken " in order to discontinue—in accordance with Article 10—the importation of diacetylmorphine had now been completed, so that the importation of diacetylmorphine into Sweden would have completely ceased by the end of the present year.

M. RAZET (France) said that he was unable to note any improvement with regard to the application of Article 10. France's exports of diacetylmorphine had diminished—they had fallen to 13 kilogrammes—but requests made for exports were scarcely ever in conformity with the text of Article 10. Did the Committee consider it would suffice if the Government of the importing country sent to manufacturers in the exporting country an import authorisation, or should the importing Government also address a special request direct to the exporting Government ? The wording of the article seemed to imply that the import certificate sent by the Government of a non-manufacturing country to the Government of the exporting country should be accompanied by a special request. If this were the correct interpretation of Article 10, he thought that the system would be very difficult to apply.

Colonel SHARMAN (Canada) referred to a later sentence in the letter from the German Consul to which Dr. Chodzko had alluded. This sentence read as follows: " the strict application of Article 10 . . . has thus proved impossible to carry out in the case of exports to most countries ". Canada imported diacetylmorphine from three countries—from the United Kingdom, from Switzerland and from Germany. She had experienced no difficulty as far as the first two countries were concerned. She had, however, experienced difficulty with Germany, in that the manufacturers had on one occasion not consigned the diacetylmorphine to the Government Department mentioned in the import certificate, but direct to a wholesale firm.

Canada was perhaps partly responsible for any difficulties the United Kingdom Government might experience with Newfoundland. Previous to the coming into force of the Limitation Convention, Newfoundland had obtained her supplies of diacetylmorphine from Canada. Since the coming into force of that Convention, Canada had decided not to allow the re-export of diacetylmorphine to Newfoundland, so that that country now had to obtain its supplies from the United Kingdom.

Major COLES (United Kingdom), in answer to Major von Heidenstam, said that Sweden was one of the two countries that were completely in order. The United Kingdom interpretation of the article was that, in addition to an import certificate, there should be another document—namely, a letter of request from the importing Government to the exporting Government.

Dr. CHODZKO (Poland) observed that the letter from the German Consul, and, in particular, the two sentences quoted by himself and by Colonel Sharman, seemed to imply that difficulties were being experienced because importing countries did not comply with the regulations. He suggested that the Committee should instruct the Secretariat to seek further explanations from the German authorities.

Dr. Chodzko's proposal was adopted.

Dr. CHODZKO (Poland), referring to M. Razet's question, thought that the position was made abundantly clear by the text of the Model Code—namely, that a special letter of request from Government to Government was necessary. Did M. Razet really think that such a system was impossible ?

M. RAZET (France) explained that all the import certificates received by his department came through exporting firms. France had many customers scattered throughout the world. Difficulty was already being experienced in obtaining proper import certificates from various Governments concerned. It would be still more difficult to secure from them letters of request.

M. CASARES (Spain) observed that the Model Code gave an authentic interpretation of the text. That interpretation clearly showed that an import certificate was required and, in addition, an official letter of request. The Committee would remember that this system had only been adopted as a compromise. The majority of the countries present at the Conference had desired the complete suppression of the use of diacetylmorphine. One or two countries, however, had insisted on the maintenance of its use by the medical faculty. The Conference had therefore reluctantly given up the idea of suppressing the use of diacetylmorphine entirely and had laid down the present rules in order to make the exportation and importation of this product as difficult as possible.

M. PILOSSIAN (Iran) said that in his country the Department of Public Health was the only body entitled to receive and distribute drugs. That department both issued the import certificate and received the drugs imported.

Dr. SCHULTZ (Austria) entirely supported M. Casares' remarks. The present regulations, which were a compromise, were intended to make the trade in diacetylmorphine as difficult as possible. There was no doubt in his mind that a special letter of request from the importing Government to the exporting Government was required, in addition to an import certificate. If the Committee were to allow any different interpretation it would be acting contrary to the meaning of the Convention.

Dr. HOO Chi-Tsai (China) also supported M. Casares' view, the more so since the Chinese Government considered the use of diacetylmorphine unnecessary. The Government hospitals did not use it, and the Chinese Government was in favour of placing all possible restrictions on this drug.

Dr. CHODZKO (Poland), while fully agreeing with the views expressed by M. Casares, Dr. Schultz and Dr. Hoo, said that the correspondence received proved that the correct interpretation of Article 10 had not yet been assimilated by all Governments. He suggested, therefore, that the Secretariat should be authorised to send a circular letter to those Governments which had not yet applied in full the provisions of Article 10, reminding them of the existence of this article and of its interpretation as set out in the Model Code. He felt that the Model Code ought to be consulted by Governments more frequently.

The CHAIRMAN noted that the Advisory Committee upheld the strict interpretation of Article 10 as set out in the Model Code—namely, that a special letter of request must be sent by the Government of the importing country, at the same time as an import authorisation, to the Government of the exporting country.

The Committee agreed that a circular letter drafted on these lines should be sent to the Governments concerned.

M. DELGORGE (Netherlands) asked whether all Governments had replied concerning the error that had slipped into the text of Article 10.

Mr. Duncan HALL (Secretariat) said that not all had replied. In the circular letter, however, a time-limit had been mentioned and it had been stated that, if no reply were received before this time-limit had expired, silence would be regarded as acceptance.

The CHAIRMAN desired to ask the Committee yet another question in connection with a case with which he had had recently to deal. The authorities of an importing country had given what might be called "full powers" to a firm to receive, in the name of the former, consignments of diacetylmorphine the importation of which had been duly authorised by the authority in question, by means of a regular authorisation. Did the Committee think such a substitution possible ?

The majority of the members of the Committee expressed themselves as being unable to accept this interpretation of the provisions of Article 10.

Mr. Duncan HALL (Secretariat) said that Article 10 and the Model Code both stated explicitly that the substance must be sent to a Government department.

Dr. SCHULTZ (Austria) said he wished it to be understood that the Austrian Government should be regarded as having accepted the proposed interpretation of Article 10. The circular letter had been sent to his Government on June 14th, 1934. On that date, the Austrian Government had not yet ratified the Convention. It had, however, ratified it on June 18th, so that, although it had received the letter by way of information—as addressed to a country that had not yet ratified—it felt that, having ratified four days later, the situation had changed and that its silence should be regarded as approval. In order to dispel all doubt on the subject, he wished to state this fact formally to the Committee.

Major COLES (United Kingdom) submitted a draft recommendation on this subject for consideration at a later meeting.[1]

1042. **Report of the Rapporteur to the Council on Opium Questions.**

M. DE VASCONCELLOS (Portugal), Rapporteur, said that this was the first time that a member of the Council had also been Rapporteur, as a member of the Opium Committee, for opium questions.

He had submitted the Committee's recommendation with regard to the renewal of the term of office of the Assessors, adding a few words concerning the great services rendered by these two gentlemen. The renewal of their term of office had, of course, been approved. The Council had further accepted with pleasure the suggestion that Japan should be asked to delegate a representative to the Committee.

With regard to the draft Convention for the Suppression of the Illicit Traffic, the United States representative having explained the exact situation to the Committee, the Rapporteur had taken the opportunity, when presenting his report to the Council, to inform the latter of the statement made by the representative of the United States.

The CHAIRMAN thanked M. de Vasconcellos for the very able manner in which he had represented the Committee before the Council.

SEVENTH MEETING (PUBLIC).

Held on Friday, May 24th, 1935, at 3.30 p.m.

Chairman: Dr. CARRIÈRE (Switzerland).

Present: The members of the Committee and the assessors, except the representatives of Bolivia, Germany, Portugal and Uruguay.

Representative of Japan: M. Yokoyama and M. Kusama.

1043. **Examination of the Analytical Study of the Forms in use by Governments in application of the Import Certificate and Export Authorisation System** (documents O.C.1535, 1535 *(a)*, *(b)*, *(c)* and *(d)*).

1. LACK OF UNIFORMITY IN THE FORMS: CONTENTS OF THE FORMS.

M. DELGORGE (Netherlands) congratulated the Secretariat on the excellent way in which this documentary material had been prepared. He thought that most of the suggestions made in document O.C.1535*(d)* could be accepted by Governments. He desired himself to propose that, on each copy of an import or export certificate, there should be printed diagonally across the page a mention of its purpose so that it could only be used for that purpose. In this way, all misuse would be impossible and Governments could supply to their departments as many copies as they wished. He suggested that different colours should be used for different copies. It would be sufficient to supply a model for import and export certificates. Practically the same models as these could be used for the other three purposes mentioned.

Dr. SCHULTZ (Austria) proposed that the Committee should take no decisions on the subject with which this document dealt and should submit it, with the result of the discussion, to Governments with the request that the latter should subsequently make their opinion known.

M. RAZET (France), referring to the summary of annual reports (document O.C.1585), said that France was the only country which used bonding and de-bonding certificates. The reason for this was that there was a considerable opium transit trade at Marseilles. All opium not immediately required was therefore passed into a bonded warehouse, whether intended for internal consumption or for re-export. The certificate authorising the

[1] See page 36.

deposition of the goods in a bonded warehouse replaced the import certificate and the quantities thus put in bond were included in the import statistics provided for in the 1925 Convention.

He recalled, nevertheless, that goods put into bond were not considered by the Customs authorities as " imports ". When the opium was to leave the bonded warehouse for the interior, an authorisation was issued stating that it had been released for internal use. When opium was released for abroad, it was handed over on presentation of an import permit from the country of destination, a certificate authorising its release being delivered in conformity with the 1925 Convention.

The CHAIRMAN said that, in its broad lines, the same system was followed in Switzerland. Authorisations to put into bond—in this case, in Custom and free port warehouses only—were only granted for opium and the coca leaf. As long as the goods were in the warehouse, they were considered as not having been imported, but were under the supervision of the Customs. They could only be imported or despatched abroad if provided with an import, export or transit authorisation granted by the competent authority, under whose control the consignment must remain.

Dr. CHODZKO (Poland) asked whether when drugs were placed in bonded warehouses in free ports, their supervision was wholly in the hands of the Customs authorities or whether the health or special narcotics authorities shared in the control.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that provision was made for the bonding of drugs, at the bottom of page 22 of the Model Code[1]—namely :

" *Prohibition of placing in Bond or in Free Ports.*

" 20. In general, narcotics may not be placed in a private warehouse. Narcotics stored in a free port or in a Government warehouse shall be subject to the supervision exercised in the country itself and may not be exported without an export permit."

M. RAZET (France) said that it was because he had foreseen the difficulty mentioned by Dr. Chodzko that he had wished to explain the procedure followed by the French authorities. The goods in a bonded warehouse were under Customs supervision, but they could not leave the warehouse for the interior of the country or for re-export without the permission of the Narcotics Bureau in Paris, so that the authorities in charge of the control of narcotic drugs were at all times exactly aware of the situation.

Dr. CHODZKO (Poland) said he had asked the question because he did not think the Model Code was very clear on the point. M. Razet's explanations satisfied him entirely.

The Committee agreed that it would be desirable to attain as great a degree of uniformity as possible in the matter of export authorisations.

M. LYALL (Assessor) suggested that the form drawn up by M. Razet for France should be examined to see whether it might not be recommended for general use (document O.C.1535, Annex 7).

Colonel SHARMAN (Canada) observed that the various countries had received document O.C.1535 twelve months previously and had therefore had plenty of time to study it. He suggested that further study was redundant. With regard to the special questions mentioned in document O.C.1535*(d)*, he had no objection to the suggestion contained in Section (1), paragraph *(b)* (1), concerning the mention of the Customs office through which the goods are to be imported ; but he could not agree to point 2 in the same paragraph because, owing to Canadian climatic conditions, it was impossible to foresee three months in advance the route by which goods would enter the country. As a practical suggestion, he strongly urged that steps should be taken to ensure the despatch of copies of the export authorisation at the same time as the authorisation itself was issued.

The CHAIRMAN was of the opinion that a model import authorisation should also be drafted for guidance.

The Chairman thought that Colonel Sharman's wishes might be met by inserting the words " at the same time " after the words " . . . shall accompany the goods, and shall . . . " A recommendation to this effect might also be communicated to Governments.

Mr. Lyall's and the Chairman's proposals were adopted.

The CHAIRMAN said, with regard to the three extra items proposed for inclusion in the model certificate (document O.C.1535 *(d)* Section 1, paragraph *(b)*), the first—Customs office of entry—was always indicated on Swiss certificates ; the second, indication of route, was certainly useful, but it must be recognised that, under certain circumstances, this information could not be given ; the third, period of validity of the certificate, was very important and almost essential, but provision should be made for a possible extension of the time allowed, in case the exporting firm might be unable to keep within the time-limit.

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[1] Document C.774.M.365.1932.XI.

M. DELGORGE (Netherlands) said that the Netherlands could not provide for the indication of the Customs office of entry, or for that of the route followed. The Customs office of entry could not always be accurately foretold, especially in the case of small quantities, nor was it necessary to do so, since the import certificate was handed to the Customs at the moment when the goods arrived.

The CHAIRMAN agreed that these indications must remain optional, but it would be advisable to recommend Governments to give them whenever possible.

Colonel SHARMAN (Canada) pointed out that it was impossible to give effect to an export authorisation unless the port of exportation were mentioned.

M. RAZET (France) pointed out that the French authorities considered it essential to state on the certificate the Customs office by which the goods were to be supervised.

The CHAIRMAN proposed that a small Sub-Committee should be appointed to draft the model certificates and the recommendations.

The Chairman's proposal was adopted.

2. LANGUAGES IN WHICH THE FORMS ARE DRAWN UP.

Major COLES (United Kingdom) said that it was most important that, in addition to the language of the issuing country, certificates should be printed in one of the two official languages of the League.

The Committee agreed with Major Coles.

The CHAIRMAN suggested that the Sub-Committee could deal with this point also, by drafting an appropriate recommendation.

The Chairman's proposal was adopted.

3. NUMBER OF ORIGINAL CERTIFICATES.

The CHAIRMAN said that, in Switzerland, five originals of export certificates were made. One was sent to the exporting firm and must accompany the goods, the second to the Customs office through which the goods would be despatched, the third to the Government of the importing country, while the fourth and fifth remained in the department.

Colonel SHARMAN (Canada) and Major COLES (United Kingdom) said that the same system was followed in their countries.

M. DELGORGE (Netherlands) said that, if the purpose of the certificate were mentioned on it, the number of originals was immaterial.

Mr. FULLER (United States of America) agreed that there should be indicated on each copy the particular use for which it was intended, with a statement to the effect that it could not be used for any other purpose.

M. DJORDJEVITCH (Yugoslavia) said that the same system was followed in Yugoslavia as in Switzerland.

The Committee adopted the proposal of M. Delgorge that the purpose of the certificate should be mentioned on it.

4. PERSONS AUTHORISED TO FILL IN THE VARIOUS CERTIFICATE FORMS.

M. RAZET (France) said that, formerly, the French authorities had endeavoured to secure that the forms should be filled up by the interested parties. This had not led to any malpractices, but had resulted in errors. Consequently, the department now filled in the forms itself, on the basis, of course, of full particulars supplied by the applicants.

Colonel SHARMAN (Canada) said that, in Canada, applicants had to supply complete information and swear to the correctness of that information. Then, if the application were approved, the department would sign it and issue the licence.

Major COLES (United Kingdom) said that the same system was followed in the United Kingdom, except that applicants were not required to swear an affidavit. The application, when filled up, was sent to the department, and the actual certificate was typed in the department. Blank forms never left the department.

The CHAIRMAN said that, in Switzerland, there were only a few exporters who were all manufacturers. In order to facilitate the work, these firms were supplied with a certain number of blank certificate forms ; they were, however, obliged to keep an exact account of them, and were only supplied with others when it had been noted that those in their possession had been properly used. No case of falsification had occurred in the application of this system. Moreover, as the Customs office always received a duplicate of the export certificate and as the latter had to be returned to the competent service as soon as the goods had been exported, all falsification thereby became impossible.

He realised, however, that in countries where a large number of firms, both manufacturers and others, were concerned in the trade, it might be necessary for the Government to adopt other measures.

5. Forgery of Certificates.

M. Tello (Mexico) said that in Mexico the following measure had been adopted to prevent the forgery of medical prescriptions. Doctors were obliged to buy at cost price special numbered forms printed on special " anti-forgery " paper. The case was not quite analogous, but he thought it might be of interest to the Committee.

M. Razet (France) said that in France only one certificate was signed, because that certificate was used as an authorisation and the copies only circulated between administrations.

The Chairman said that the same system was followed in Switzerland.

Colonel Sharman (Canada) stated that some eight years previously the United States authorities had asked for specimens of his signature and of that of his assistants. He supposed that facsimilies of these signatures had been supplied to American Customs offices.

Major Coles (United Kingdom) said that, in the United Kingdom, there was one original only, and the copies bore the word " COPY " printed in hollow letters across the page. The United Kingdom would be very loth to change this system, which worked well.

The Chairman suggested that these various possibilities should be indicated to Governments, who should be left free to choose. Mention should also be made of the information communicated by M. Tello.

6. Mechanism of the Certificate System.

The Chairman pointed out that the question was whether the Model Code needed revision in any respect.

Mr. Duncan Hall (Secretariat) pointed out that the Convention proposed two different documents, an import authorisation (for internal use), and an import certificate (the document to be sent abroad). One or two countries did make this distinction, but the great majority followed the simpler course of issuing duplicates. This was in conformity with the spirit if not with the letter of the Convention. From an administrative point of view, this system appeared to work well, so that it might be undesirable to insist on a change.

Mr. Fuller (United States of America) said he felt that the United States complied both with the spirit and letter of the Convention. The American import authorisation, however, read the same as the import certificate, except in one particular—namely, that on the authorisation was printed an indication to the effect that it was a copy for the collector of Customs, and not valid to effect entry of the goods. If the Committee considered that in this way the United States authorities were not strictly complying with the requirements of the Convention, the United States Government would be ready to consider suggestions.

Mr. Duncan Hall (Secretariat) assured Mr. Fuller that, in his opinion, the system followed by the United States authorities was in conformity both with the letter and spirit of the Convention.

7. Differences between Countries which do not always subject the same Drugs to the Certificate System.

On the suggestion of the Chairman, *the Committee decided that this point required further study.*

Appointment of a Sub-Committee.

On the proposal of the Chairman, *the Committee decided to appoint the following members to serve on the Sub-Committee instructed to prepare recommendations relating to certificates:* Dr. Carrière, M. Razet, Major Coles, M. Delgorge and M. de Myttenaere.

M. Casares (Spain) reminded the Committee that, at the outset, Dr. Schultz had suggested that the document should not be discussed but merely submitted to Governments for their observations. The Advisory Committee had, however, discussed it, so he would be glad if the Chairman would explain what action it was now proposed to take

The Chairman noted that, in fact, the document had been discussed, and that, as a result of that discussion, several recommendations had been formulated. Those recommendations, together with the document, might be communicated to the Governments, which should be invited to indicate the attitude they proposed to adopt in regard to the Committee's recommendations.

1044. **Application of Article 10 of the 1931 Convention concerning Diacetylmorphine : Draft Resolution proposed by Major Coles.**

The Committee examined the following draft resolution, tabled by Major Coles at the last meeting :[1]

" The Advisory Committee,

" Notes the efforts made by the countries which export diacetylmorphine to apply the provisions of Article 10 of the Limitation Convention of 1931 ;

" Observes that an exporting country cannot carry out the provisions of paragraph 2 of Article 10 of the Convention unless the Government of the importing country carries out its obligation under that article of making a formal request asking that the export should be permitted, and of forwarding to the Government of the exporting country this request, together with an import certificate in which the Government department to which the drugs should be consigned is clearly designated ;

" Requests the Secretariat to write to the Governments of importing countries which have not yet applied this part of the article drawing their attention to its terms. "

M. CAVAZZONI (Italy) strongly urged that mention should be made in the last paragraph of exporting as well as of importing countries. Under the Convention, exporting countries had equal obligations with importing countries. If exporting countries refused to export whenever the import requests were not in order, there would be no difficulty whatever in obtaining the strict application of the Convention.

After an exchange of views, the *draft resolution was adopted*, with the following wording for the last paragraph thereof :

" Requests the Secretariat to write to the Governments of all countries importing or exporting diacetylmorphine, drawing their attention to the terms of the above-mentioned article. "

EIGHTH MEETING (PUBLIC).

Held on Saturday, May 25th, 1935, at 10 a.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany, Portugal, Turkey and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1045. **Examination of the Report of the Sub-Committee on Seizures on the Work of its Seventh Session** (documents O.C.S.242 and 242 *(a)*).

Colonel SHARMAN (Canada), Chairman of the Sub-Committee on Seizures, said that the report might contain errors of omission, but great care had been taken that all the statements made in the report should be substantiated by ample documentary evidence.

The Committee proceeded to examine the report chapter by chapter.

III. PRINCIPAL CHANNELS OF THE ILLICIT TRAFFIC.

Cocaine.

M. KUSAMA (Japan) explained that the word " Fujitsuru " was made up of two words, " fuji " meaning mountain and " tsuru " meaning a crane. The label in question bore no indication of the name of the manufacturer or of the printer. Extensive investigations had been conducted by the Japanese authorities, but no information had been discovered.

M. CASARES (Spain) referred to a contradiction in the wording of this section of the report. It was stated in the third paragraph that there was no positive information regarding the origin of the cocaine found in India and in the Straits Settlements. It referred, however, to the Japanese drug inspection seal, to cocaine found at Bombay packed in ice-bags with words in Japanese characters and to a seizure of 21 kilogrammes of cocaine on a Japanese ship coming from Japan.

M. KUSAMA (Japan) replied that the cases mentioned in the report were under examination in Japan, but that no information had as yet come to hand.

M. CASARES (Spain) suggested that the sentence to which he had referred should read " although there is no positive information, etc., it is interesting to note . . . ".

M. Casares' proposal was adopted.

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[1] See page 32.

Cannabis (Indian Hemp).

M. CARNOY (Belgium) thanked Russell Pasha for drawing attention to the case of hashish traffic in Antwerp. The fact that this case had not been detected was not due to lack of organisation in Belgium, for there was a special police force dealing particularly with such malpractices in connection with goods in transit and also a central office in touch with central offices in other countries. The Belgium Central Office had 1,545 cards and 320 photographs.

IV. CLANDESTINE MANUFACTURE.

M. CAVAZZONI (Italy) thought that clandestine manufacture deserved special attention on the part of the Advisory Committee. For the last ten years, the Committee had made great efforts to suppress the illicit traffic in drugs supplied by manufacturers legally and its efforts had to a great extent been successful as a result of the certificate system and the application of the 1931 Convention. It could now be said that the legal manufacture was in accordance with legal requirements. In view of the results obtained, the traffickers had naturally sought for other sources of supply and had found such sources in the clandestine factories which existed in large numbers, especially in the Far East, but also in Europe and America. At the last session, he had drawn attention to the increased danger involved by these factories. He was of opinion that the only way to obtain successful results was not so much to take action against illicit traffic as to prevent illicit manufacture, in the same way as steps had been taken to restrict licit manufacture.

While not wishing to discuss this question in full at the present meeting, he would suggest that the Committee should place the question of the suppression of illicit manufacture on the agenda of its next session, and that the Secretariat should be requested to produce the necessary documentary material. It was certain that illicit manufacture would increase in proportion as the 1931 Convention was strictly applied. This raised the question of the special police measures which each Government should take in order to deal with this difficulty.

Dr. CHODZKO (Poland) had been struck by the remark on page 2 of the report that, in spite of the efforts made, the illicit traffic had not decreased. This was a very disappointing state of affairs and might lead to the conclusion that the methods hitherto applied would not bring about any appreciable result in the near future. He agreed with M. Cavazzoni that the question of clandestine manufacture should be placed on the agenda of the next session. This question had, however, already been discussed at various sessions for several years past. M. Cavazonni had spoken of the necessity of appointing special police to suppress the drug traffic. Such police already existed in the United States, but the reports showed that the traffic was not decreasing in that country. He thought that, useful as the police were, they were not in a position to deal with all the social problems involved by the drug traffic.

In Dr. Chodzko's opinion, the cause of the traffic lay in the existence of addicts, and he desired to raise the question of the registration of addicts in various countries. If the number of addicts was known in any particular country, it would be possible to ascertain the exact quantity of drugs which they required. They could then be kept under control and supplied with drugs legally by the Government so that the need for illicit traffic would disappear. At present, drug addiction was practised clandestinely and such a system as he had just suggested would put an end to the systematic persecution of addicts. This idea had already been applied by the Chinese Government and also by the Japanese Government in certain provinces. Dr. Chodzko wished to stress particularly the social aspect of the question as opposed to the police aspect.

M. BOURGOIS (France) supported M. Cavazzoni's proposal. All the documents at the Committee's disposal showed that the leakage of drugs from licensed factories into the illicit traffic was insignificant and that smuggling originated from clandestine factories. M. Bourgois did not share Dr. Chodzko's pessimism. The present position proved that the League had succeeded in its task of controlling the trade in drugs. The question now was one which mainly concerned the police, and he considered that the problem of clandestine manufacture would be comparatively easy to solve. Manufacture required premises, material, staff, and could not remain secret for long. He was convinced that the Committee would succeed in this new task. He therefore entirely approved M. Cavazzoni's proposal to place this subject on the agenda of the next session.

M. CAVAZZONI (Italy) said he had merely put forward his proposal without submitting any details. He had mentioned the police because the discussion which had taken place at the last session had emphasised the necessity for a special police force for suppressing the illicit traffic.

In order that a discussion on this subject might be initiated at the next session, information of various kinds would have to be collected. For instance, the Committee must be informed, as far as possible, as to the extent of the illicit traffic and the number of addicts. Naturally, the police could not do everything, but their services could be of great value, as had been shown in the case of Egypt.

With regard to clandestine manufacture, strict rules should be imposed ; for instance, houseowners should be punished if illicit factories were found in their houses, even if they

were not themselves in any way responsible. Moreover, neighbours who were aware of the existence of illicit factories should be punished if they did not denounce them.

The profits on illicit factories were very considerable, and the penalties imposed should be commensurate with the gravity of the danger to society which those factories constituted. The penalties should consist of severe terms of imprisonment and, in particular, of very heavy fines.

The question of instituting measures for the supervision of traffickers after their term of imprisonment should also be considered, and steps should be taken to prevent them from recommencing their nefarious business.

There should also be strict supervision within the prisons, since evidence had been produced to show that in some cases supplies of drugs were even obtainable in prisons.

The collection of documentary evidence on the above subjects would be of assistance to the Conference which would examine the draft Convention for the suppression of the illicit traffic and which, he understood, was to be convened in 1936.

Dr. Chodzko had affirmed that, if there were no addicts, there would be no traffic. M. Cavazzoni did not agree. It was well known that traffickers constantly endeavoured to make fresh victims. This point was connected with the general question of education. It was essential that the people should be properly informed on the subject, so that they might not fall an easy prey to the machinations of drug traffickers. The Governments must do everything in their power to strengthen the moral sense of the people. He refered to a recent sensational article in the French periodical *Gringoire* on the subject of "Marihuana". At the last session,[1] reference had also been made to a song on the same subject in an American film. He asked what steps the American Government was taking to deal with this aspect of the question.

Finally, he requested the Secretariat to prepare documents on the various points to which he had referred.

M. CASARES (Spain) agreed with Dr. Chodzko upon the value of registering addicts, since this would give statistical evidence as to the volume of the traffic. He could not, however, accept the further conclusions reached by Dr. Chodzko. Traffickers were not passive agents, who waited for addicts to come to them ; they tried to make fresh victims. They were themselves addicts and formed, as it were, centres of infection. He agreed with M. Cavazzoni as to the importance of police inspection of laboratories. There had been recent cases where clandestine factories had been discovered as the result of fires breaking out ; but it was impossible to count on such factories being always discovered in this manner. He approved M. Cavazzoni's proposal that houseowners must be made liable for factories found within their premises. As regards Dr. Chodzko's view that addicts should obtain their supplies from the State, he did not agree that this would put an end to the activities of the drug traffickers, since the addicts would in many cases refuse to register and would prefer to obtain their supplies secretly, even at greater expense.

M. Casares agreed that the information regarding the possibility of obtaining supplies of drugs, even in prisons, should be brought to the attention of the Governments.

The supervision of traffickers after they had served their term of imprisonment was a most important matter, which should be dealt with at the Conference on the suppression of the illicit traffic.

Luang BHADRAVADI (Siam) agreed with Dr. Chodzko that attention should be devoted to the addicts. If they could be cured, the illicit traffic would be greatly diminished, and it would be unnecessary to resort to police methods. This idea was in accordance with the recommendations of the Bangkok Conference. If opium addiction were cured in Siam, the Government would close the opium dens which were temporarily permitted.

M. TELLO (Mexico) warmly supported M. Cavazzoni's proposal. The present source of the evil lay in the clandestine manufacture. The Committee, in recently discussing the question of postal traffic in drugs,[2] had observed the ease with which drugs could be distributed.

Dr. SCHULTZ (Austria) thought the Committee was confusing two problems which called for two different solutions that were independent of each other.

He had been pleased to hear M. Cavazzoni's proposal, which he heartily supported. It was evident that clandestine manufacture existed on a large scale, and that it could only be suppressed with the assistance of the police.

Moreover, Dr. Chodzko's ideas were of great interest, and opened up new prospects. He thought, however, that these ideas required further study.

Colonel SHARMAN (Canada) said that the Sub-Committee on Seizures had merely expressed the opinion that no decrease in the illicit traffic was apparent, and had then gone on to give particulars regarding clandestine manufacture so that this subject might be discussed by the Advisory Committee.

In his country, the contact of his department with the medical profession was very close, and they were greatly indebted to that profession for valuable assistance in dealing with cases

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[1] See Minutes of the Nineteenth Session of the Committee, page 29.

[2] See page 27.

of addiction which by no means came within the category of hopeless addicts. Experience in Canada had been such as to confirm the following statement made in the Canadian report for 1930, which had since been extensively quoted :

" There are certain unfortunate people who, by reason of a medical condition which absolutely requires narcotics to be administered by a medical man, eventually develop an addiction which requires increasing quantities of narcotics to cope with such medical condition and addiction. In such instances, there can be nothing but sympathy for the persons concerned, and usually the medical condition itself terminates the case. Then there is the person who, occupying a decent position in the community, becomes an addict from a variety of causes, such as overwork, nervous strain, dissipation, or the appetite remaining after receiving narcotics for a medical condition which no longer exists. In such cases, it has been found that, where the person concerned has *something to lose,* such as family ties or the right to practise a profession, much can be done *after* the withdrawal of the drug has been effected, and the opportunity exists to weigh carefully against the remaining appetite the serious consequences which will inevitably accrue if reversion again occurs. Cases such as these, and they are unfortunately only too frequent, are naturally dealt with in the strictest confidence, but I am glad to be able to report that so far definite success has been achieved in a number of cases. . . . The greatest credit belongs to the medical profession, many members of which, when given opportunities along the lines mentioned above, co-operate to a remarkable degree, and in a surprisingly large number of cases, with little or no prospect of material reward. This department is quite prepared definitely to state that, in cases where there is no underworld association, and the person involved is in a position where the continuance of the narcotic habit will involve serious social professional or pecuniary consequences, there is every reason to hope that a proportion of cures can be effected, although naturally a number will revert. Some of the cases initiated by and known to us have been completely free from addiction for over two years, although it is considered that a period of five years should elapse before any definite claim to permanent cure is made.

" Then there is the underworld type of criminal addict, who spends a considerable proportion of his life in gaol, either on narcotic charges or for other crimes usually committed in an endeavour to maintain a supply of the drug of addiction. For these cases, there would appear to be no present solution, as the social environment occasioned by association with other addicts, both in gaol and after the sentence is served, affords an opportunity of continuance in addiction which is taken full advantage of and our efforts would apparently be best directed in preventing, so far as is possible, addicts who are now respectable members of society from descending, as is so often the case, into the category of criminal addicts. "

With regard to drug addiction in prisons, Colonel Sharman was in a position to make an authoritative statement as regards Canada, and to assure the Advisory Committee that not one-tenth of one per cent of the addicts in gaols in Canada received narcotic drugs.

He was averse to the proposal to supply addicts legally with drugs, since addicts always tended to become centres of infection.

He had pleasure in approving M. Cavazzoni's proposal to place the subject of clandestine manufacture on the agenda of the next session.

Dr. Hoo Chi-Tsai (China) also approved M. Cavazzoni's proposal.

He did not agree with M. Bourgois' statement that the problem of clandestine manufacture would be relatively easy to solve, and would be less fraught with difficulties than the problem of the flight of drugs coming from recognised factories. Clandestine factories were very difficult to discover, as was shown by the documents at the disposal of the Committee.

It had appeared at the previous session that some members considered illicit manufacture to be the privilege of certain countries. It was now evident that such manufacture was not confined to one or two countries, and certainly not to the countries of the Far East. The difference was that the illicit factories in Europe were manufacturing on a larger scale. In China, many illicit factories had been discovered by the police, whereas in other countries they had apparently been accidentally discovered as a result of fires. He mentioned this in order to show that the problem was more difficult of solution than M. Bourgois appeared to think.

With regard to M. Cavazzoni's detailed suggestions, he would point out that owners of property in Peiping were punished when traffickers were found in their buildings and that a new regulation had been promulgated in China providing for the confiscation of buildings which had been used for the illicit factories in those cases where the owners were aware of this manufacture and had not notified it to the authorities. Moreover, the Chinese Government attached the greatest importance to the work of education and propaganda. Some members had referred to songs inciting to the use of narcotic drugs. In China, an anti-narcotic song had been composed in the hope that it would become popular. At Nanking and Shanghai, the schools had instituted competitions of anti-narcotic drawings.

Mr. FULLER (United States of America) would welcome a discussion on the lines suggested by M. Cavazzoni. At a later meeting, he would submit a statement by Dr. Treadway on means of assisting addicts.[1] The plan of having the Government supply addicts with their needs at a low price had been tried in various places in the United States. It had been found that, as a result, addiction spread like wildfire, and the illicit traffic grew to alarming proportions. The American Government was rather sceptical as to figures of registered narcotic addicts. It considered that the worst addicts refused to register.

If he had had notice that the American cinema would be discussed, he would have prepared a statement on the subject. He would, however, make a statement at the next session, which, he hoped, would satisfy all the members.

M. KUSAMA (Japan) welcomed M. Cavazzoni's suggestions, and would be glad to provide any possible information at the next session.

Dr. Chodzko's proposals opened up a new aspect of a very wide question. For a number of year, sthe Japanese authorities had proceeded on the lines of Dr. Chodzko's ideas and exercised strict control over addicts. After the experience gained in Korea, a similar system had been started in Japan proper. The Japanese authorities had on this subject considerable documentary material, which they could submit to the Advisory Committee in due course.

Dr. CHODZKO (Poland) agreed that addicts might easily become centres of infection. It was, nevertheless, advisable to have information as to the numbers of addicts in a particular country.

With regard to the supervision of addicts and traffickers after their discharge from prison, he had raised this question at the previous session[2] in connection with the discussion on the proposed Convention for the Suppression of Illicit Traffic. He had suggested that addicts should be treated as anti-social elements, and subjected to the same penalties as *souteneurs* in Belgium. His views were, however, opposed by the jurists.

He thanked Dr. Schultz for his remarks, and explained that he had no desire to exclude the police from the anti-narcotic campaign, since their work was of the highest importance.

He also agreed that the campaign against clandestine manufacture was much more difficult than any problem which the Committee had faced in the past.

He thanked Colonel Sharman for his reference to the assistance rendered by the medical profession.

With regard to Mr. Fuller's remarks, he was surprised to hear that any system of officially supplying drugs to addicts had been tried in the United States, and he would be very pleased to learn details of the system applied in the United States.

M. CAVAZZONI (Italy) pointed out that his proposal was merely to place on the agenda of the next session measures to be taken by the Governments to prevent clandestine manufacture.

The registration of addicts was not connected with that subject, and it was inadvisable to combine these questions in one resolution.

The Committee decided to include this item on the agenda of the next session.

Dr. Hoo Chi-Tsai (China), referring to Dr. Chodzko's proposal, wished to warn the Advisory Committee against the system of supplying addicts legally with drugs. This system would be closely akin to the opium monopoly system, to which he understood Dr. Chodzko was opposed, unless special provisions not yet specified by Dr. Chodzko were adopted.

M. CASARES (Spain) thought the Secretariat had certain data regarding the number of addicts in various countries which it could collate for discussion at the next session.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) understood this proposal to refer merely to the information already in the possession of the Secretariat. He presumed the Committee did not desire the Secretariat to apply to Governments for further information.

The Committee agreed that the Secretariat should prepare a document on the basis of the information in its possession.

NINTH MEETING (PUBLIC).

Held on Saturday, May 25th, 1935, at 3.30 p.m.

In the Chair: Dr. CHODZKO (*Vice-Chairman*).

Present: The members of the Committee and Dr. de Myttenaere (assessor) except the representatives of Bolivia, Germany, Portugal, Siam, Switzerland, Uruguay and Yugoslavia.

Representatives of Japan: M. Yokoyama and M. Kusama.

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[1] See page 45.

[2] See Minutes of the Nineteenth Session of the Committee, page 12.

1046. **Examination of the Report by the Sub-Committee on Seizures on the Work of its Seventh Session** (documents O.C.S.242 and 242(*a*)) (continuation).

IV. CLANDESTINE MANUFACTURE *(continuation)*.

Acid Acetic Anhydride and Caffeine.

M. DE MYTTENAERE (Assessor) said that, while acid acetic anhydride was used for the production of diacetylmorphine, acetic acid, whether glacial (*i.e.*, concentrated) or ordinary (*i.e.*, dilute), as far as he was aware, formed with morphine only morphine acetate, and it would therefore appear that it could not be used for the manufacture of diacetylmorphine. In reply to a question by the Vice-Chairman, he added that acid acetic anhydride was ordinarily used to carry out diacetylisation.

Mr. FULLER (United States of America) said that there had come to his knowledge, as a result of an examination of the papers of a clandestine manufacture, at least one description of a process for the production of diacetylmorphine employed in an illicit factory in China which did not involve the use of acid acetic anhydride but did involve in some way the use of acetic acid. The recipe was that of an operating chemist, who was a man of high attainments and possessed German degrees. Furthermore, the seizures made in Shanghai indicated that ordinary acetic acid had been found, to an increasing extent, in the illicit factories.

M. DE MYTTENAERE (Assessor) suggested that in some cases there might be confusion between acid acetic anhydride and anhydrous acetic acid.

Major COLES (United Kingdom) asked whether the Committee still thought it desirable for countries to continue to make annual returns of imports and exports of acid acetic anhydride in view of the fact, shown by the tables given in document O.C.1593, that many countries were unable to furnish such statistics so that no very definite conclusions could be drawn from those available. The United Kingdom Customs authorities reported that the preparation of these statistics took up much time, and, unless the Committee felt that they were of real value, the Customs authorities would be glad to be relieved of this obligation.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the annual statistics requested in the Committee's resolution[1] of the previous year could not give any conclusive results until they had been received over a period of three, four or even five years. The Committee was still at the outset of its enquiry. This year, for the first time, a few, and in some cases rather vague, communications had been received. He was of opinion that the investigation should be continued for a number of years. One fact was certain—namely, that there had been heavy imports from certain countries which had given no information as regards its exports of this product. It might perhaps be possible to glean this information from the statistics of importing countries. The special document on the subject had shown the Committee that several countries had stated that they were willing to obtain these statistics even at some sacrifice. Poland, for instance, had stated that she would be prepared to give monthly information. He was therefore convinced that it would be premature to discontinue the enquiry at this juncture.

The VICE-CHAIRMAN asked Major Coles whether this reply satisfied him.

Major COLES (United Kingdom) replied in the affirmative. The United Kingdom authorities were not unwilling to supply this information, but they wanted to be sure, in view of the amount of work involved, that these annual statistics were of real utility.

Dr. Hoo Chi-Tsai (China) said that he had spoken at the last session of the question of the possible restriction of imports of caffeine and acid acetic anhydride. He had duly reported to his Government the suggestions made on this subject. The Chinese Government had given careful consideration to the matter, but had reached the conclusion that such restrictions would be ineffective for the following reasons :

(1) Caffeine and acid acetic anhydride could be manufactured locally ;
(2) If their importation were prohibited, other substances not subject to any restriction could probably be used ;
(3) If their importation were prohibited, it might lead to illicit importation.

In any case, in order to manufacture diacetylmorphine, morphine must first be available. Surely, therefore, the desired result could best be secured by taking every possible step to tighten up the control of morphine.

The Chinese Government had nevertheless established special Customs headings for caffeine and acid acetic anhydride and would therefore be in a position to communicate annual statistics of imports as from January 1st of the present year. Dr. Hoo was not opposed in principle to the recommendation of the Shanghai Municipal Council, but wished the Committee to consider very carefully whether the proposed course were really useful and practical. If so, he was prepared to bring it to the notice of his Government, provided it applied to all countries and, in particular, to countries near China which manufactured

[1] See document C.256.M.105.1934.XI (O.C.1562(1)).

diacetylmorphine. He asked M. de Myttenaere whether there were other substances that could be used for the manufacture of diacetylmorphine in the same way as acid acetic anhydride, and whether it was relatively easy to produce acetic acid.

M. DE MYTTENAERE (Assessor), replied that, according to Mr. Fuller's statement, there seemed to be a method of deriving acid acetic anhydride from acetic acid. He did not know the method to which his United States colleague had referred and could not, therefore, discuss it. If, however, it were possible to produce acid acetic anhydride from acetic acid, the preparation of the acetic acid itself was quite a simple matter by the conversion of starch into dextrose, the dextrose into alcohol and alcohol into acetic acid.

Dr. Hoo Chi-Tsai (China) submitted that this statement and the statement of Mr. Fuller tended to confirm the Chinese Government's point of view—in particular, that acid acetic anhydride could be produced on the spot and that there were fresh substances not subject to restriction which might be used for the manufacture of diacetylmorphine. He could assure the Committee that the Chinese Government's unwillingness to accept the proposal was not actuated by a desire to facilitate the manufacture of heroin, but was due to a conviction that such restrictions would not serve any useful purpose.

M. KUSAMA (Japan) said that the Japanese delegation had just received a report on the imports into Japan proper and on the production in the country itself of acid acetic anhydride and caffeine for the last ten years. As soon as the document had been translated, it would be communicated to the Secretariat.

Dr. Hoo Chi-Tsai (China) said that the figures for the importation of caffeine into China in 1934 were less than in 1933. They amounted, in 1934, to 214,921 Customs gold units (2.07 Swiss francs per unit), while in 1933 they were 251,765. The statistics for the imports of acid acetic anhydride only existed from January 1st, 1935.

Colonel SHARMAN (Canada) said that the Sub-Committee on Seizures had been struck by the energetic action of the Shanghai Municipal Council. He thought, therefore, that it would be unwise to pass it over without mention. For the moment, the question was not whether the recommendation was possible or impossible. He hoped that, in any case, the Committee would write to the municipal council and thank it for its report.

The VICE-CHAIRMAN suggested that it should be stated in the Minutes that the Committee was prepared to study this quesion, but would be unable to do so at the present session owing to lack of adequate information. At the same time, the Secretariat might be requested to study the matter and prepare information for the next session.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the Secretariat could certainly undertake this work. He hoped, moreover, that the Government representatives attending the present session would take steps to ascertain the views of their respective Governments.

The suggestions of the Vice-Chairman and M. Ekstrand were approved.

V. SURVEY OF THE ILLICIT TRAFFIC IN VARIOUS COUNTRIES.

(g) Turkey.

M. CEMAL HÜSNÜ (Turkey) asked the Chairman to authorise the discussion, paragraph by paragraph, of the section concerning Turkey in the report of the Sub-Committee on Seizures.

The first paragraph began with the following sentence :

" Small clandestine factories for drug manufacture are still being found in and around Istanbul. "

The Turkish representative stated that the Turkish police had discovered a few small factories in the country and that the offenders had been prosecuted. Moreover, the Turkish Government had reported these facts to the Committee in due time.

If, as stated in the report, there were still clandestine factories in Turkey, he would be very glad to have the data upon which that statement was based. The Committee could be sure that, if the Sub-Committee on Seizures was in a position to furnish this information, the factories said to be in existence would meet with the same fate as the others.

Colonel SHARMAN (Canada) said that the wording of the text as interpreted by M. Cemal Hüsnü did not seem to have conveyed what it had been Colonel Sharman's intention to convey. The Sub-Committee had precisely desired to congratulate the Turkish authorities on their vigilance in combating traffickers.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) explained that, in this case, the French text was a translation from the English, and was not quite correct. Instead of the words " *il existe* ", the French text should read " *il a été découvert* ".

Dr. Hoo Chi-Tsai (China) observed that the English text as at present drafted should be modified in the sense indicated by M. Ekstrand for the French text.

The VICE-CHAIRMAN asked whether the following wording, which conveyed more accurately the meaning of the Sub-Committee, would give satisfaction to the Turkish representative :

" The Turkish authorities have again discovered small clandestine factories for direct manufacture in and around Istanbul. "

M. CEMAL HÜSNÜ (Turkey) stated that he had been glad to hear the Director of the Opium Section say that this assertion was due to a mistake in translating the English into French and should read as follows :

" Il a été découvert à Istamboul et dans les environs quelques petites fabriques clandestines de drogues."

The Turkish representative accepted this wording, because it related to facts that had been reported by his Government. Nevertheless, as the Chinese representative had just said, after M. Ekstrand's remarks, it unfortunately appeared that the English text conveyed the same meaning as the original French text. M. Cemal Hüsnü therefore asked that the English text be brought into line with the French wording he had just accepted.

After noting that this question was thus settled, M. Cemal Hüsnü added that one of the factories discovered by the Turkish authorities had been operated by Turks, and that in nearly every case the people involved were adventurers who were " wanted " in other countries. The utmost rigour of the law had been applied to all who had fallen into the hands of justice in Turkey.

The Turkish representative then quoted the third sentence of the same paragraph of the report :

" As regards drugs seized in other countries, there does not seem to be any definite evidence pointing to Turkish origin. "

He wondered why the Sub-Committee had concerned itself about evidence of the Turkish origin of drugs seized in other countries. And, having found no evidence, why did it throw doubt on its negative statement by using the word " seem ", thus casting gratuitous suspicion on Turkey ? He did not quite understand how such a remark could be of practical value or of use in achieving the Committee's aim, nor why it was proposed to insert a sentence so full of insinuation in a public document. In his opinion, it should not even have been formulated, especially as it concerned a country. He therefore asked for its deletion pure and simple.

Mr. FULLER (United States of America) agreed with, and as a member of the Drafting Sub-Committee desired to confirm, Colonel Sharman's statement that it had been the intention of that Sub-Committee to furnish a testimony to the activity of the Turkish Government.

The VICE-CHAIRMAN proposed the suppression of the last phrase in the paragraph under discussion.

The Vice-Chairman's proposal was adopted.

M. CEMAL HÜSNÜ (Turkey), having noted with satisfaction that, by adopting the Chairman's proposal, the Committee had deleted the last sentence of the first paragraph, then referred to the second and third paragraph

The second paragraph did not contain definite information by means of which traffickers or centres of smuggling could be discovered. There was really no practical purpose to be served by mentioning such vague information in a public document addressed to the Council. In his opinion, the report would gain even more if information of the same kind which might appear under the headings relating to other countries were deleted.

As to the third paragraph of the section, the Turkish representative stated that neither he nor his Government had been aware, until three days previously, of the Ethiopian Government's reply dated November 14th, 1934, which was contained in document O.C.S.236. Moreover, attention had first been drawn to this matter by the Turkish Government in the quarterly statistics. The Central Board had sent a letter to the Turkish Government asking for information on the subject. That Government, which was at present making an enquiry, was still unable to give the information required. The receipt of this information would undoubtedly contribute towards elucidating the matter. The Committee would then be able to discuss it with full knowledge of the facts. It would be far better, therefore, to adjourn the question until the Committee's next session. It could then be mentioned in the public report to the Council, with all the necessary details. It seemed to the Turkish representative that, once his Government had been asked for information, it was only fair to await it, and to refrain from making the matter public before examining all its aspects.

Moreover, he knew that a similar case had not been brought before the Committee because the information for which the Government concerned had been asked had not yet reached the Secretariat. He could not but express full approval of the latter procedure. It was only fair that, before bringing similar cases before the Committee, the Secretariat should first collect all the data, particularly information for which the Government had been asked, as in the case he had mentioned. M. Cemal Hüsnü added that the Ethiopian Government's reply of November 14th, 1934, had not been communicated to his Government. That letter contained information which might have been useful in the enquiry on which the Turkish Government was at present engaged. He asked that the procedure adopted in a similar case be also adopted in the present case, discriminatory procedure thus being avoided.

M. RENBORG (Secretariat) said that the two cases were not parallel. In the case that was of interest to the Chinese Government, the information had been received from the Secretariat of the Central Board, but only the bare fact that about 2½ kilogrammes of morphine had disappeared in transit between France and Shanghai. The Secretariat had, therefore, as was usual in such cases, asked the Government concerned for the necessary details to enable it to carry out an enquiry.

The present case of interest to the Turkish and Ethiopian Governments had also been referred to the Opium Advisory Committee by the Permanent Central Board. It had arisen as a result of official figures communicated by the Turkish Government to the Board. The Secretariat of the Opium Advisory Committee was aware that the Central Board had written to the Turkish Government two months previously on this matter ; it had also been informed that, up to the present, the Central Board had received no reply. The Secretariat was only carrying out its duty in communicating the information concerning the probable disappearance into the illicit traffic of 2,000 kilogrammes of raw opium to the Advisory Committee in a document which, he wished to point out, was not public, but remained confidential until it had been discussed by the Committee.

M. CEMAL HÜSNÜ (Turkey) had listened carefully to the Secretariat's explanations. He had heard nothing to invalidate what he had said with regard to procedure. Both cases had been reported by the Governments concerned. In the first, a request had been made for the details necessary for carrying out an enquiry, as M. Renborg had said, and, pending their receipt, the matter had not been reported to the Committee in a document. In the second case, although the details asked for had not yet been received, the matter had been brought before the Committee. The only explanation given was the difference in quantity, but it was obvious that no two social or political facts could arise in precisely the same circumstances. There would always be some difference. In the present case it was weight ; in other cases perhaps quite other circumstances. The point on which the Turkish representative desired to lay stress was the difference in procedure.

In his opinion, whatever might be the differences inherent in the cases, the same procedure should always be adopted, especially where States were concerned. He was of opinion that, when a Government was asked for information, it was highly desirable to wait until it had been received and light had been thrown on all aspects of the question.

The Governments had acceded to the Conventions as sovereign States ; the Turkish Government had given many proofs that it was simply fulfilling its obligations. In its opinion, needless suspicion should be avoided.

M. BOURGOIS (France) observed that the scope of the Turkish representative's remarks transcended the particular point with regard to which they had been raised. The Governments sometimes reported the commencement of an enquiry which might lead either somewhere or nowhere. They did so because such information might be of great value to members of the Committee by putting them on the track of contraband transactions. Until, however, definite conclusions had been reached in one direction or the other, he agreed that it was often inadvisable to make such information public.

M. CEMAL HÜSNÜ (Turkey) thanked M. Bourgois for his remarks. He readily agreed that the question might have a general bearing. The method of drawing up the report of the Sub-Committee on Seizures might usefully be examined. From the general standpoint, it was advisable not to mention the names of countries in the report in connection with facts not founded on definite data that would enable the authorities to take action or to open enquiries. Facts of this kind made no contribution to the Committee's work and might raise needless suspicion. Moreover, once an enquiry was opened by any country, or a Government was asked for information, it was important to await the results of the enquiry and, within reasonable limits, the reply to the request for information. Only then could the question be discussed to advantage, and the facts set out in the report destined for the Council and for publication.

Dr. Hoo Chi-Tsai (China) said that M. Cemal Hüsnü's suggestion raised a very important principle—namely, whether information received should be printed before the interested Governments had been consulted. If this principle were adopted, it must, of course, be applied to all cases and to all countries.

M. CAVAZZONI (Italy) agreed that the question raised by the Turkish representative was a question of principle. In the present draft report, States were referred to on almost every page, but very few concrete facts were set out. He felt that the Committee should certainly reach a decision on this point. If the Turkish representative's proposal were accepted, the whole of the present draft of some forty pages would have to be referred back to the Sub-Committee on Seizures, so that it might be entirely recast. The result would probably be a document of four or five pages if only bare facts were to be mentioned. From this point of view, the report of the Egyptian Government was remarkable, because it contained nothing but facts from beginning to end. He thought the Advisory Committee had very little to gain from generalisations. There was, for instance, a passage in the Italian report in which it was stated that the Italian Government was endeavouring to co-operate with other countries in the matter of drug traffic offences, and that the countries to whom the Italian authorities had applied for information had not always replied. An effort might be made to ascertain which States had not replied. The Advisory Committee might then take informal steps to persuade

these States to fulfil their obligations. One point was clear, however—namely, that, if the Turkish representative's suggestion were accepted, the present report would have to be entirely redrafted.

The VICE-CHAIRMAN thanked the Turkish representative for his very frank declaration. As his proposal involved a very important question of principle, he suggested that the Advisory Committee should defer its decision until the next meeting.

The Vice-Chairman's proposal was adopted.

1047. Illicit Traffic : Question of the Producing Capacity of Illicit Factories.

M. CASARES (Spain) observed that the Committee had at present no information as to the potential producing capacity of the various illegal factories that had been discovered. In most cases it was not even informed of the nature of the drugs found therein. Further information on this point, either by means of enquiries or statements by the members of the Committee, would be of great use. For instance, in the previous year it had been announced that an illicit factory had been discovered in Spain. Later on, it was elucidated that this was a small factory engaged in mixing bicarbonate of soda with small quantities of drugs. At the present session, again, the French representative had been able to rectify a statement in the French report to the effect that an illicit factory discovered in France had been engaged in the extraction as well as the conversion of drugs. It was now proved that this factory had not been engaged in extraction at all.

The term " small factory ", so often used, was purely relative. Twenty kilogrammes, for instance, might be a small quantity for some countries and a very large quantity for others. He would suggest that the Secretariat should endeavour to calculate the potential output of these factories. Failing other information, it might be possible to do so by considering the list of apparatus seized.

M. RENBORG (Secretariat) said that all the information available was regularly published in the quarterly summary of seizures. The Opium Section might, however, be able to prepare for the next session a tabular statement on the lines suggested by M. Casares. Where detailed information concerning any specific case was lacking, the Secretariat could apply to Governments for further information.

1048. Treatment of Addicts in the United States of America.

Mr. FULLER (United States of America) made the following statement :

The ceremony of dedication of the first United States Narcotic Farm established in the United States will take place at Lexington, Kentucky, on May 25th, 1935. At this ceremony, the Cabinet will be represented by Mr. Morgenthau, the Secretary of the Treasury, and by Miss Josephine Roche, Assistant Secretary of the Treasury. The ceremonies will be conducted under the chairmanship of Dr. Hugh S. Cumming, the Surgeon-General of the United States Public Health Service. The dedication address will be delivered by Dr. Walter Lewis Treadway, Assistant Surgeon-General of the Public Health Service, under whose direction this institution for the treatment of narcotic addiction has been brought to its present state of completion. The following is a statement which Dr. Treadway has sent me for the Opium Advisory Committee :

" The Institution will be open to inspection to the general public on the day of its dedication and on the following Sunday, Monday and Tuesday, after which it will be closed to visits by the general public. All plans have been made to accept admissions on and after May 29th, 1935. Arrangements have been perfected for the transfer of some 250 addict prisoners from the Federal prison system, and to accept such cases as are placed on probation by courts having jurisdiction, one condition of probation being that they accept treatment at Lexington until cured. There have also been received a considerable number of applications for voluntary admissions. The institution at Lexington is for men only, although it is contemplated that facilities will be developed for women addicts at the earliest date practicable, and as an adjunct to those facilities already provided for men.

" The second institution, at Fort Worth, Texas, is in process of being developed. The plans have been approved, and it is anticipated that the contract for the necessary buildings will be accepted some time about July 1st.

" The institution at Lexington, Kentucky, is designed for the care of the more intractable type of person, largely the prisoner group. For that reason, the custodial features have been emphasised. The institution at Fort Worth will be more open in character, being designed as a cottage type, and the custodial features will be less emphasised than those at Lexington. Experiences of the past have indicated that there are certain groups of addicts who require emphasis being placed on the custodial care, while others may be benefited by a more liberal policy. The institution at Fort Worth will therefore be supplemental to that at Lexington.

" The dedication and opening of the Narcotic Farm at Lexington, Kentucky, represents a change in American policy towards the so-called drug-addict problem. No person will be eligible for treatment or confinement in the institution unless he is an addict as defined in the law authorising these narcotic farms, and then only if he complies with the regulations governing admissions.

" The term 'addict' as defined in the law referred to means any person who habitually uses any of the habit-forming narcotic drugs specified in the Act so as to endanger the public morals, health, safety or welfare, or who is, or has been, so far addicted to the use of such habit-forming narcotic drugs as to have lost the power of self-control with reference to his addiction. The narcotic drugs specified in the law include opium and its derivatives, coca leaves and their derivatives, cannabis and its derivatives and peyote in its various forms.

" The inception of the institution at Lexington is an expression on the part of the United States Government that the restrictive laws governing commerce in narcotics are not the only measures to be applied as a possible solution of the medico-social problem of drug addiction. So long as there are drug addicts within the country, and so long as addicts are made through contacts with other addicts whose every motive and interest are centred on obtaining and maintaining a supply of drugs, then there will be depraved men and women who may supply them from any source or sources humanly possible. The presence in American communities of persons who are addicted to the use of narcotic drugs constitutes an ultimate market for smuggled or contraband drugs, and tends to menace the legal supply of such drugs originally destined for medical or scientific purposes. Public policies, therefore, which have for their object the regulation and control of the production and distribution of narcotic drugs are proportionately as effective as these measures which undertake to control, segregate or cure the drug-addict population of a community.

" The isolation and segregation of drug addicts with the object of medical treatment appears desirable and necessary, for their presence and contact with others in American communities is a potential danger and a causative factor in the production of further addiction.

" The object of the Lexington, Kentucky, Narcotic Farm, is to rehabilitate, restore to health and train to be self-supporting and self-reliant those who are admitted thereto. In addition, the control, management and discipline are to be maintained for the safe keeping of the individual and the protection of American communities. Shops are being established to afford occupation, vocational training and education. Experiments are being carried on to determine the best methods of treatment and research in this field and the results disseminated to the medical profession and the general public. In short, the functions of the institution will assume the character of a treatment and research centre, and of an educational, industrial, vocational and rehabilitation centre with certain custodial features superimposed.

" The significance of this legislation in relation to Federal offenders may be better appreciated when it is realised that repeated prison sentences have been imposed more often on drug addicts than on any other type of adult prisoner. The situation respecting repeated prison sentences has challenged the usefulness of handling drug addicts through prison sentence alone. An appraisal of this new policy respecting the establishment of the narcotic farms may be best made through study and investigation of the problem of drug addiction as its affects the population as a whole. Such studies have shown that addiction to habit-forming drugs is widespread throughout the United States ; that all classes and groups of the general population are affected in one way or another ; that the geographical distribution of these people corresponds relatively to the geographical distribution and density of the general population ; and that occupation, age periods of life, nativity, sex, colour, marital or educational status are not exempting factors. Thus, addiction to narcotic drugs resembles an endemic disease, for it is through and on the people, and constitutes a medico-social problem of concern and importance to local jurisdictions, to the State and to the nation.

" Heretofore, so far as public policies are concerned, drug addiction has been regarded almost solely as a penal and correctional problem somewhat like that of the insane was at an earlier day. In the establishment of an institution of this character, however, it must be appreciated that any betterment in the social, moral, economic or commercial conduct of a self-governing people springs, not from the mind of any one person, but from the congregate opinions and wishes of generations in community groups. Notwithstanding the sudden emergence of so-called reform movements, they are always based upon a framework that is deeply rooted in a background of tradition and community practice.

" The place this institution occupies, therefore, in the scheme of our social order has behind it a continuous evolutionary growth of more than three centuries. During that period, society has endeavoured to set up co-ordinate public policies directed towards the solution of community problems and those of individuals who could not meet adversity or conform with the ever-changing but liberal standards in human relationships. As American communities grew older and populations increased, as civilisation and human relationships became more complex and exacting, and as isolation gave way to more intimate contacts and uniformity in outlook, there was no escape from the constant increase in the number of those who, for various reasons, became social problems or charges upon the general public.

" The fundamental background for establishing these narcotic farms represents more than the mere housing or domiciliary care of drug addicts or their individual treatment. These institutions must, of necessity, because of the functions which they are expected to perform, be representative of a medical centre with all those diversified facilities which the broad

activities and interests of modern medical science and the treatment of the physically and mentally sick entail. They represent even more than individual services for those admitted, for in their conception they are an aspect of further specialisation in the evolution of public policies that aim towards a partial solution of a particular problem confronting society.

" These facilities, established for the confinement and treatment of persons addicted to habit-forming drugs, represent a form of specialisation, bearing a direct relationship to policies of law enforcement and the protection of American communities ; to special problems in penal and correctional procedure ; to safeguarding the uses of narcotic drugs in medical practice ; to research and the quest for more accurate and fundamental knowledge concerning the nature of drug addiction and related phenomena ; and to those instinctive demands ever present in the American people that the sick and afflicted shall be set in the way of strength and hope. "

The VICE-CHAIRMAN thanked Mr. Fuller for the very detailed and interesting statement he had just submitted to the Committee. He trusted that Mr. Fuller would convey the Committee's thanks and congratulations to the United States Government and to Dr. Treadway.

TENTH MEETING (PUBLIC).

Held on Monday, May 27th, 1935, at 10 a.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1049. Examination of the Report by the Sub-Committee on Seizures on the Work of its Seventh Session (documents O.C.S.242 and O.C.S. 242*(a)*) (continuation).

V. SURVEY OF THE ILLICIT TRAFFIC IN VARIOUS COUNTRIES (*continuation*).

(a) *Illicit Traffic in Canada.*

Colonel SHARMAN (Canada) drew attention to the figures of imports of morphine and heroin on the one hand and codeine on the other. The imports of the former had constantly decreased, while imports of the latter had increased as a result of the substitution of codeine for the more dangerous drugs.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that, in the final edition of the report, the quantities in ounces should be converted into kilogrammes.

M. Ekstrand's suggestion was approved.

(b) *Illicit Traffic in the United States of America.*

Colonel SHARMAN (Canada) drew attention to the fact that the summary as regards the United States related to the year 1934 and the first three months of 1935.

M. CAVAZZONI (Italy) referred to the considerable drop in the price of morphine in the United States since January 1st, 1935. He asked the United States representative whether this statement referred to pure morphine or to mixtures, whether the drop in price was due to the increase in illicit imports and what quantity entered the illicit traffic.

Mr. FULLER (United States of America) replied that morphine, unlike heroin, rarely entered wholesale the illicit traffic in an adulterated state but was usually practically pure. The drop in price was the best indication that illicit supplies had increased. He had no information regarding the total quantity of morphine entering the illicit traffic, and did not think that such figures could be prepared by any country.

M. CAVAZZONI (Italy) referred to the discussion at the previous meeting as to the method of preparing the Sub-Committee's report.[1] The Turkish representative had protested against the section in Chapter V relating to Turkey, because it reported unsubstantiated statements. In M. Cavazzoni's opinion, the report on seizures should be couched in more general terms. It should merely quote the documents containing the detailed in formation and then give general conclusions. He did not want to prevent references such as that made to Italian ports and Italian steamers in that part of the report dealing with America. Any State had the right to make what statements it thought fit ; but what was of more importance was a general statement of conclusions such as was to be found on page 23 of the report. M. Cavazzoni suggested that the general question raised by the Turkish representative at the

[1] See page 44 *et seq.*

previous meeting should be examined by the Advisory Committee. He had merely mentioned the reference to Italy in this part of the report as an example. Italy had issued very strict laws and did everything in its power to prevent the illicit traffic. There was a very small manufacture of heroin in Italy and, in view of the long sea and land frontier, cases of smuggling were always possible.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) had understood that the Committee would only discuss the question of the form of the Sub-Committee's report after the Turkish representative had submitted a written proposal to the Committee.

The present procedure was that Governments provided annual reports and, in addition, special reports on seizures which were incorporated in quarterly summaries. He gathered that there was no desire on the part of the Committee to change this system, which was the only one that enabled the Committee to follow the course of the illicit traffic. It was for the Committee to choose between the preparation of a detailed report by the Sub-Committee and a report merely giving general conclusions.

The proposal now before the Committee was that the Sub-Committee should merely prepare a general report on the trend of the illicit traffic.

M. CAVAZZONI (Italy) observed that he had never suggested in any way restricting the information supplied to the Committee. He even went further and desired that discussions on all cases should take place in public session. In other words, he wished to widen and not to narrow the basis of the Committee's work.

As regards the Sub-Committee's report, his proposal was that it should be couched in more general terms, since the Committee already possessed the documents and reports from various Governments giving details of each case. The report might also draw attention to certain outstanding cases. The issue was a very simple one, and he thought it unnecessary to ask the Turkish representative to submit a written proposal.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that M. Cavazzoni was under a misapprehension. M. Ekstrand had stressed the fact that, in his view, the proposal did not in any way affect the system whereby information was supplied to the Committee. He had made this remark in order to show his agreement with M. Cavazzoni.

M. CEMAL HÜSNÜ (Turkey) said that he had not made any general proposal. He had discussed the cases included in that part of the report dealing with Turkey. In the course of his observations, he had raised certain objections in regard to the procedure and method followed and had also been led to make certain suggestions of a general character. He was glad to see that his suggestions had led other members of the Committee to make observations in the same sense. Some had even put forward definite and concrete proposals. On the basis of those discussions, the Sub-Committee on Seizures might usefully meet and if necessary, propose to the Advisory Committee a method for drawing up the report. The Turkish representative, nevertheless, reserved the right to reopen the discussion on the concrete case mentioned in that part of the report relating to Turkey once the question of principle had been settled one way or the other.

M. CARNOY (Belgium) agreed with M. Ekstrand that the information at the disposal of the Committee should be as full as possible. Undue delay might be caused if the Governments had first to be consulted before the Sub-Committee mentioned in its report cases in which they were interested. It was obviously impossible for the Sub-Committee to include all cases of illicit traffic in its report. Fewer cases and examples should, perhaps, be mentioned, but reference should naturally be made to all important and striking cases. As a result, the report would be shorter. Any member might ask for a public discussion on certain questions, while, on the other hand, reports which had not been substantiated might, if necessary, be discussed in private.

Colonel SHARMAN (Canada) said that the present report had been drawn up on the same lines as previous reports for the past four years. He therefore presumed that the present discussion related to the question of general principles on which reports should he prepared and not to the text of the report under discussion. If the present report were to be referred back to the Sub-Committee on Seizures, it must be accompanied by definite instructions from the Advisory Committee laying down the new principles to be followed in making up the report. It would be useless for the Advisory Committee merely to state that it required a report of fifteen pages instead of one of forty pages, but the principles on which the report should be drafted would have to be laid down. He was strongly of opinion that it was the duty of the Sub-Committee to give the plenary Committee a full and accurate survey of the illicit traffic.

M. TELLO (Mexico) considered that, while no Government could be held responsible for the acts of criminals under its jurisdiction, the Sub-Committee should be careful in drafting its report not to offend the susceptibilities of any Government.

He noted the cases referred to on page 20 of the report in which cocaine seized in the United States had come from Mexico. These cases had already been referred to in the last

report on seizures.[1] If this reference were allowed to stand, it might give rise to the belief that a further quantity had been seized.

In order to illustrate the need for caution, he referred to a sensational telegram sent by a journalist to the effect that Central America was a base for the illicit traffic.

M. Tello was, in general, in favour of reporting all cases in the seizures report, though a certain amount of discrimination would have to be shown.

Dr. Hoo Chi-Tsai (China) suggested that, in order to meet the present difficulty, two reports should be drawn up, one containing details of seizures which were of such a nature as not to be made public, and the second giving a general statement regarding the illicit traffic. In many cases, the information was not complete, and such cases could be excluded from the published report.

M. CEMAL HÜSNÜ (Turkey) explained that he had not called into question the manner in which Colonel Sharman had drawn up his report on seizures. He thought the discussion that had been opened related, not to the report on the present session, but to the method followed in drafting the reports in general.

He considered that the report should be of such a nature that it would assist Governments in carrying out the obligations they had freely assumed by signing the Conventions. In any case, the reports should serve a useful purpose. As far as he was concerned, he willingly agreed to the proposals made by M. Cavazzoni and Dr. Hoo Chi-Tsai.

M. CAVAZZONI (Italy) pointed out that the present discussion had arisen because some members objected to particular references to their countries. His complaint was that the report contained passages *in extenso* from other documents, such as document O.C.S.235. The duty of the Sub-Committee was to examine all information in its possession, whether official or semi-official. On the basis of that examination, it should make a general statement and possibly refer to individual cases where necessary, but it should not repeat passages to be found in other documents unless the cases in question were so important as to throw light on the general position. At the same time, an attempt should be made to avoid offending the susceptibilities of Governments. It would be advisable before finally drafting the report to consult the delegations concerned wherever possible.

As an illustration, he thought it unnecessary in the Canadian part of this chapter of the report (Chapter V*(a)*) to give details of 12 ounces of morphine seized on the Pacific Coast and 3 ounces of heroin seized in Windsor, Ontario.

If his suggestion were followed, Chapter V of the report would be considerably reduced.

Mr. LYALL (Assessor) pointed out that some years ago every seizure document had been discussed in the plenary Committee. That was something like washing dirty linen in public, but it had been one of the main reasons for the progress achieved. The discussion now took place in private, and it was, in his opinion, essential that the Sub-Committee should draw attention to serious cases in order that a public discussion might be possible in the plenary Committee. That discussion should take place before full information was received, otherwise it might be postponed indefinitely.

Major COLES (United Kingdom) said that the discussion had now become narrowed down to the question whether the procedure hitherto adopted should be maintained or modified. He wished to state that, in the main, the procedure adopted in the past had proved very valuable and had been one of the causes of the success of the Committee's work. Very few complaints had been made against it and he urged that the present system should be continued. Offence had been given to few or no nations, and he was very strongly in favour of maintaining the *status quo*.

Mr. FULLER (United States of America) said that he sat with the Committee in an expert and advisory capacity only and that it was not for him to say in what form the report should be drafted. If the report were to contain merely generalities and a few references to cases which had been entirely disposed of, it would be of little or no use. He attended the Committee because it was the one forum in the world in which the illicit traffic was studied, analysed and publicly discussed. If the policy of publicity to which the successes of the last ten years were due were to be abandoned, it was not unlikely that the American Government would consider it not worth while to send a delegate to sit with the Committee. He therefore hoped that a definite decision would be reached.

M. DELGORGE (Netherlands) agreed with Major Coles. He thought the members of the Committee should be in the position to express their views frankly. Such a discussion threw no aspersions on the Governments but only on the traffickers.

Dr. SCHULTZ (Austria) entirely agreed with this view.

M. CEMAL HÜSNÜ (Turkey) regarded Mr. Fuller's statement as of great importance. In order to avoid any misunderstanding, he stressed the fact that he had never opposed a public discussion of any question of interest to the Committee. On the contrary, it was with a view

[1] Document O.C.1580(1).

to promoting that free and public discussion that he had asked that, in the concrete case affecting his country, full particulars should be collected so that the Committee would be able to discuss the matter with a full knowledge of the facts.

M. CASARES (Spain) noted that the majority of the Committee apparently desired to maintain the *status quo*. He therefore suggested that the existing procedure should be continued, but that note should be taken of the discussion in the Committee. The report would thus be somewhat shorter and would contain extracts regarding important cases instead of statements *in extenso*. The Sub-Committee would also try to avoid offending the susceptibilities of Governments.

M. WILD (India) thought the arguments in favour of a public discussion of seizure cases were unanswerable. He was therefore in favour of maintaining the present system.

M. CAVAZZONI (Italy) agreed with M. Casares that the present system could be maintained provided special cases were recorded and the general trend of the traffic were described. He thought the Sub-Committee's report should not reproduce cases of seizure which were already fully described in separate documents unless they were of exceptional importance. He added that, if any portion of the report were calculated to offend the susceptibilities of Governments, the member of the Committee concerned should, if possible, be consulted. The upshot of this proposal was that Chapter V of the report would be somewhat modified while the remainder of the report would be unchanged.

Dr. HOO Chi-Tsai (China) said that he had made his suggestion in order to conciliate the two points of view expressed in the Committee. As the two parties now seemed to be in agreement he did not insist on his proposal.

The CHAIRMAN thought he could sum up the Committee's view as expressed by the discussion which had taken place as follows : In future, the Secretariat would collect the necessary documentation and the Sub-Committee on Seizures would draw up its report in the manner followed hitherto, while merely mentioning the important cases and drawing from its statement general conclusions which it thought necessary to submit to the Committee. It was, however, obvious that the Sub-Committee must avoid anything which in the course of its enquiries might offend the Governments, and that it should, in particular, consult, whenever possible, the representative of the Government concerned in the Committee. The Committee could give instructions in this sense to the Sub-Committee.

As regards the Turkish representative's remarks concerning cases which should, in the first place and before publication, be reported to the Government concerned with a request for a reply within a certain time, the Chairman thought a decision would have to be taken in each case, taking into account the attendant circumstances.

M. CEMAL HÜSNÜ (Turkey) agreed with the Chairman's summing up.

M. TELLO (Mexico) concurred with the decision reached, but asked whether the Sub-Committee required to refer to a case which it had already reported at a previous session.

Colonel SHARMAN (Canada) urged that, in any event, definite instructions be given to the Sub-Committee in writing, as a study of the Minutes would not make the matter sufficiently clear.

With regard to the Mexican representative's question, he pointed out that the seizure of cocaine in question had been reported by the Sub-Committee at the last session. On that occasion, the United States representative had submitted an interim report for nine months, which referred to the case in question. It was now again included in the report for the whole year. There had been no subsequent case and he had no objection to this passage in the report being deleted.

With regard to M. Cavazzoni's remarks as to the length of the Canadian part of this chapter of the report, he pointed out that the extract contained in the Sub-Committee's report was considerably shorter than the original. The two cases mentioned by M. Cavazzoni, though they might appear insignificant to him, were regarded as of considerable importance by the Canadian authorities, because they indicated changes in the trend of the illicit traffic. The first case referred to 12 ounces of morphine which had been illicitly imported from the Far East and sold by a trafficker of a nationality which more usually confined its operations to opium. The second case, which related to 3 ounces of heroin, was important for several reasons. The case illustrated close co-operation with the authorities of another country. It was the first seizure in that part of Canada of heroin apparently of Far-Eastern origin. It obviously involved special police investigation into the ramifications of this new trend.

The continuation of the discussion was adjourned to the next meeting.

ELEVENTH MEETING (PUBLIC).

Held on Monday, May 27th, 1935, at 3.30 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany, Portugal and Uruguay.

Representative of Japan : M. Kusama.

1050. Examination of the Report of the Sub-Committee on Seizures on the Work of its Seventh Session (documents O.C.S.242 and 242(a)) (continuation).

V. SURVEY OF THE ILLICIT TRAFFIC IN VARIOUS COUNTRIES (*continuation*).

(b) *Illicit Traffic in the United States of America.*

Morphine.

On a proposal by Colonel SHARMAN (Canada) amended by M. KUSAMA (Japan) and Major COLES (United Kingdom), *the Committee agreed to insert the words " north and south of the Great Wall and in the Kwantung Leased Territory " after the word " China " in the last sentence of the first paragraph.*

M. KUSAMA (Japan) intimated his intention to have a private conference with Mr. Fuller on this subject, as he himself had no evidence that clandestine morphine was being exported to the United States from Dairen, or the Kwantung Leased Territory.

He added that, as the Sankyo Company, referred to in paragraph 4, was already known to the Advisory Committee as a manufacturer of narcotic drugs, the words " understood to be " could be omitted.

M. Kusama's suggestion was approved.

M. CAVAZZONI (Italy) referred to his remarks made at the morning meeting,[1] and proposed that, unless more precise data could be produced in substantiation, the last two sentences of paragraph 4 should be deleted, especially as the general position regarding shipping had already been fully referred to elsewhere.

M. RAZET (France) seconded the proposal.

Colonel SHARMAN (Canada) pointed out that the passage in question was based on information actually contained in the United States report as laid before the Seizures Sub-Committee.

Mr. FULLER (United States of America) pointed out that the deletion would make the description of the morphine situation in the United States very incomplete, and, pending the publication of the full annual report of that country, would be tantamount to suppression of the facts.

The Committee agreed to suppress the two sentences mentioned by M. Cavazzoni.

Heroin.

The Committee decided to insert after the word " China " throughout this sub-section the words " north and south of the Great Wall and in the Kwantung Leased Territory ".

Cocaine.

On the motion of M. TELLO (Mexico), seconded by Colonel SHARMAN (Canada), *the Committee decided to delete the second and third sentences in this sub-section, the seizures in question having already been referred to in the Sub-Committee's report for the first nine months of* 1934.[2]

Cannabis.

Mr. FULLER (United States of America) was glad to be able to inform the Committee that twenty-two States had now passed uniform legislation for the control of cannabis, and that Minnesota had passed a special law on the subject. It would thus be possible to give better support to and co-operate more effectively with the Canadian authorities.

Drugging of Racehorses.

M. CASARES (Spain) said the interesting information regarding saliva tests on racehorses contained in the report from the United States of America raised the question whether similar tests could be made on human beings. It was common knowledge that some persons were in

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[1] See pages 47 and 48 .

[2] Document C.530.M.241.1934.XI, page 17.

the habit of drugging themselves before engaging in work that called for special physical or mental effort. A League Committee, he believed, had at one time studied the question of drug addiction among certain professional classes, and the Advisory Committee might perhaps wish to ask for the views of the Health Committee on the value of the saliva test for detecting such cases of abuse of drugs.

Mr. FULLER (United States of America) pointed out that, apart from the harm done to animals, there was a danger of the drugs used for such doping being peddled to human addicts. The saliva test had been developed by the French authorities, who had generously put their experience at the disposal of the United States Government. He could not say, however, whether the test was equally applicable to human beings.

The CHAIRMAN thought that, if the presence of drugs could be traced in the saliva of horses, it could equally well be traced in that of man. In any case, the question was worthy of study. The practice of drugging racehorses should be strictly suppressed, not only as such—and this was a question which did not come within the competence of the Committee—but also because it involved the danger, to which Mr. Fuller had referred, that drugs in the possession of persons practising this operation might be used for supplying the needs of addicts.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) inferred from the discussion that, for the moment, the Committee merely wished to have the Health Committee's views as to whether the saliva test could be applied to human beings.

The Committee agreed to the action proposed by M. Ekstrand.

Observations on Nation-wide Drive.

M. CAVAZZONI (Italy), referring to his previous remarks on the same subject,[1] wondered whether the fall in the prices of narcotic drugs mentioned in paragraph 2 of the sub-section dealing with morphine might not be due also to the extreme adulteration referred to in the first paragraph of the present sub-section.

Mr. FULLER (United States of America) pointed out that the first reference mentioned by M. Cavazzoni was to wholesale and not to retail prices. Both pure and adulterated heroin had fallen 24% in price, so that supplies of both kinds must have increased.

Replying to a further question by the Italian representative, he confirmed that drug traffickers sentenced to serve a term in a penitentiary could be released on parole after serving part of the sentence. When on parole, however, they were subject to special supervision.

Developments in the Trend of the Traffic.

On the suggestion of Mr. FULLER (United States of America), *the Committee decided to insert the words " south of Mexico " after " Central American countries " in the third sentence of paragraph* 1 *of this sub-section.*

M. CAVAZZONI (Italy) asked whether the Secretariat could throw any further light on the position as regards illicit traffic between the West Indies and the United States of America, and if there was any information on the situation in Central American countries.

Mr. FULLER (United States of America) referred the Italian representative, as regards illicit traffic based on the West Indies, to the special report of the United States on smuggling by air and the two statements made on illicit traffic, and as regards the position in Central America, to the summaries of seizure reports. Correspondence seized from traffickers showed that Central American countries were still being used as bases for the illicit traffic and this was further proved by the wireless messages sent out by the small craft transporting the drugs, which had been intercepted by the United States authorities.

The CHAIRMAN felt bound to draw the Committee's attention to the failure of most of the States of Central and South America to send annual reports. Since the effectiveness of the Conventions would only be assured by their universal application, this was a particularly regrettable deficiency, and the Chairman wondered if representations should not be made to the defaulting States to remind them of the obligations which they had assumed in signing or ratifying the Conventions.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) referred the Committee to Section IV on page 3 of the Advisory Committee's report to the Council, dated June 9th, 1934,[2] where it was stated that only five out of twenty Central and South American States had sent in reports. A Circular Letter had been sent out by the Secretary-General on November 29th, 1934, reminding all States parties to the 1931 Convention of their obligation under Article 21, but the only response had been an acknowledgment of receipt from Costa

[1] See page 47.
[2] See document C.256.M.105.1934.XI.

Rica and a report for 1934 from Venezuela. He agreed that the importance of this question should be emphasised once more and that stronger representations should be made to defaulting countries to send in their annual reports.

The Committee agreed to adjourn a decision on this point until the Summary of Annual Reports was discussed.

g) *Turkey.*

M. CEMAL HÜSNÜ (Turkey), referring to the amendments made in the text of this paragraph and to the discussion at the morning meeting on the general question of the form of the reports of the Sub-Committee on Seizures, asked whether the last two sentences of this paragraph would also be retained.

M. BOURGOIS (France), while stressing the importance of the information supplied at meetings of the Sub-Committee, admitted there might be drawbacks to including it in a public report, and therefore thought it was unnecessary to do so in the report now under discussion.

Colonel SHARMAN (Canada) read the relevant passage from the Minutes of the Sub-Committee on Seizures, showing that no objection had then been raised by the French representative to the insertion of the remarks to which objections had now been made.

M. BOURGOIS (France), while admitting that he had made no objections in the Sub-Committee, felt, in view of the attitude taken by the Turkish representative, that the passage should now be deleted.

Dr. Hoo Chi-Tsai (China) reminded his colleagues that, at the morning meeting, a definite ruling had been adopted as to the general principle to be followed in compiling the report of the Sub-Committee on Seizures. The point to be decided was whether that ruling should be applied in the present case. He thought the same treatment should be applied to all countries.

M. TELLO (Mexico) was in favour of the widest publicity provided, as the Chinese representative had said, it was applied generally.

M. CEMAL HÜSNÜ (Turkey) was grateful to the representative of the French Government, who, by his courteous remarks, had put the question in its right aspect. In the Turkish representative's view, the inclusion of too many details, which were not definitely substantiated, detracted from the value of the report. He had himself refrained from communicating to the Committee similar police information received from his own Government lest it should appear in the report and give rise to unnecessary friction. He had no objection to full publicity if it really served the Committee's interest, which in the present case was very doubtful.

Colonel SHARMAN (Canada) did not agree with the Chinese representative that any definite clear ruling had been adopted at the morning meeting as to how reports should be drawn up, or that any such ruling was applicable to the present report, which merely related the sequence of facts as laid before the Sub-Committee.

Dr. SCHULTZ (Austria) considered that the Committee was no longer concerned with the general question of principle, but with the point whether a particular passage should be inserted in the present report. He did not think that police reports, as such, should necessarily be excluded ; but, as both the Governments concerned wished the reference to be omitted in the present case, it was undoubtedly better to do so.

Colonel SHARMAN (Canada), speaking as representative of Canada, said he would not have objected to omitting the passage in question if it had been less categorically worded. Seeing, however, that " enquiries " had been made and certain inferences established, he considered it important to retain the reference as showing the trend followed by the illicit traffic. With a view to possible preventive measures, other countries besides those immediately concerned were also interested in prominence being given to authoritative statements on the channels followed by the illicit traffic.

M. DELGORGE (Netherlands) saw no reason for deleting a passage to which the Turkish representative apparently had no fundamental objection. The Turkish Government's action would obviously depend on whether it considered this information sufficiently conclusive or not.

M. CEMAL HÜSNÜ (Turkey) thought he had made his attitude sufficiently clear and assured the Committee that his Government would certainly not be able to take any action on such vague information. If the French representative did not press for the inclusion in the report of the statement of his own Government, it seemed to M. Cemal Hüsnü, that the Committee need not hesitate as to what attitude to adopt.

He thought that the passage referring to the same case which occurred again in the chapter of the report relating to France (page 27) should also the suppressed.

M. CASARES (Spain) deprecated pressing the matter to a division in view of the change in the attitude adopted by the French representative with regard to the statement of his Government and the remarks made by the Turkish representative.

The CHAIRMAN concluded, from the discussion that had just taken place, that, while noting the objections raised by the representatives of Canada and the Netherlands, it would be advisable to suppress, as requested by the French and accepted by the Turkish representative the concluding words of paragraph 2 of the Section entitled " Illicit Traffic in France " (" although enquiries . . . imported from Turkey ") and the last sentence of the first paragraph of the Section entitled " Turkey " (" Reference is made . . . smuggled in from Turkey ").

The Committee agreed to delete the passages in question.

M. CEMAL HÜSNÜ (Turkey) asked leave to deal with the case referred to in the second paragraph of page 30 of the report. The 2,000 kilogrammes of opium exported to Ethiopia had been reported by the Turkish Government in the quarterly returns sent to the Permanent Central Opium Board. In a letter dated March 21st, 1935, sent to the Turkish Ministry for Foreign Affairs through the Turkish Legation at Berne, the Central Board asked for explanations in regard to that case (M. Cemal Hüsnü then read the letter). The Turkish legation had forwarded that letter from Berne to the Ministry for Foreign Affairs at Ankara on March 23rd, 1935. M. Cemal Hüsnü could not say on what date that letter had been received by the Ministry for Foreign Affairs, nor when it had been transmitted to the competent Ministry. As regards the reply from the Ethiopian Government dated November 14th, 1934, this had come to his knowledge only three days ago on perusing document O.C.S.236, and his Government had no knowledge of it up to the present moment.

As he had pointed out at the meeting on Saturday afternoon last,[1] a similar case, in regard to which the Secretariat had requested the Government concerned to furnish information, had not been brought before the Committee—and quite rightly—because, as M. Renborg had stated at that meeting, the Government concerned had not yet replied. That judicious procedure had not been followed in the present case. He considered that, by publishing this particular case before time had been given to the Turkish authorities to send a reply, had shown very clear discrimination which he was not prepared to accept, notwithstanding any difference in weight, particularly as his Government had always carried out very scrupulously all its obligations.

So much for the procedure. As regards the substance of the question, if, as was stated in the following paragraphs, that paragraph had been inserted with the object of recommending the Turkish Government " to determine by further enquiry to what destination this large quantity of opium was actually despatched ", and asking the Secretariat " to take this matter up with the Turkish authorities ", he would inform the Committee that this recommendation had been forestalled and investigations were already being made with a view to clearing up the matter. The result of those investigations would be communicated to the Secretariat as usual. He thought the discussion would be more fruitful if more light were thrown on the matter. The Committee might postpone the examination of the case until its next session and omit without any inconvenience the passage in question from the report and insert it, together with all necessary particulars and information, in the report on the next session.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the case had been reported to the Advisory Committee by the Permanent Central Opium Board, and he proposed, with the permission of the Chairman of the Board, to give detailed information of the case.

On October 15th, 1934, the Secretary of the Central Board wrote to the Ministry for Foreign Affairs at Addis Ababa asking if 2,000 kilogrammes of raw opium, reported by the Turkish Government in accordance with the Turkish official statistics as having been sent to Ethiopia, had really been ordered and imported, and, if so, for what purpose, seeing that no data regarding such import had been supplied by the Ethiopian authorities. No reply had been received by the Board until April 24th last, when a communication arrived from Addis Ababa transmitting a letter of November 14th, 1934, from the Public Health Department to the Ethiopian Ministry for the Interior. The contents of this letter were reproduced in document O.C.S.236.

On March 21st, 1935—that was to say, before the above reply from Addis Ababa was received—the Board wrote to the Turkish Ministry for Foreign Affairs asking for the names of the firms which had exported and imported respectively the 2,000 kilogrammes of raw opium reported as having been sent to Ethiopia, and also for the numbers of the respective import and export certificates. It was evident that no reference could be made in that letter to the reply from Addis Ababa, which was only received about a month later. When this reply reached the Board, it was communicated to the Opium Section for transmission to the Advisory Committee, which, in accordance with the usual practice of the Secretariat, was duly informed by the issue of document O.C.S.236. The information had, in fact, been originally received from the Turkish authorities, through the official statistics, and explanations were asked for from the Ethiopian Government. There had thus been no departure whatsoever from the usual procedure followed by the Secretariat.

[1] See page 43.

The other case referred to by the Turkish representative concerned some 2 kilogrammes of morphine, which had disappeared in transit between Marseilles and Shanghai, and regarding which a request for information was sent to the Chinese authorities on February 13th, 1935. In this case, however, no official report had been received, which would have justified the issue of a communication to the Advisory Committee.

In accordance with the rules followed by the Secretariat for the transmission to the Committee of reports on the illicit traffic, all such cases appeared in the quarterly summaries regarding seizures. Further, any case of special importance was reported in a separate document belonging to the O.C.S. series. This had been done in the case of the export of the 2,000 kilogrammes of raw opium in question, whereas that of the 2 kilogrammes of morphine would only be mentioned in the quarterly reports.

In view of the above circumstances, the Director considered that due discretion had been exercised by the Secretariat in complying with the instructions of the Advisory Committee and no discrimination had been shown.

The CHAIRMAN, after hearing the explanations given by the Director, did not think that, in the case now before the Committee, the Secretariat had done anything which was contrary to the general instructions it had been given by the Committee at any time since the beginning of its work.

M. CEMAL HÜSNÜ (Turkey) had carefully followed the explanations given by the Director of the Opium Section. He noted that the Ethiopian Government's reply had not reached the Central Board until April 24th, 1935—that was to say, one month after the letter had been sent to the Turkish Government. It was interesting to note, nevertheless, that the Ethiopian Government's reply had been communicated to the Opium Section as soon as it was received—namely, on April 24th. M. Cemal Hüsnü added that, up to May 20th, this letter, which contained information that might possibly facilitate the enquiry, had not been communicated either to the Turkish Government or to its delegate.

Moreover, M. Ekstrand's statement had not modified the Turkish representative's opinion regarding the discrimination shown in the matter of procedure. M. Ekstrand had stated that, in the case to which the Turkish representative had referred " no official report had been received which would have justified the issue of a communication to the Advisory Committee ".

To avoid any misunderstanding, the Turkish representative would repeat that he had never said that that case also should be brought before the Advisory Committee. On the contrary, he always considered that, when a Government had been asked to supply information, it was fairer to wait until that information had been received. He would add that the official documents existing in both cases were absolutely identical. The case concerning Turkey had been reported to the Central Board in the quarterly statistics of the Turkish Government ; the second case had also been reported in the quarterly statistics of the Chinese Government for the quarter ending September 1934.

The letter from the Central Board to the Turkish Government asked for precisely the same information as the letter sent by the Secretariat to the Chinese Government.

The Turkish representative was therefore of opinion that, in two similar cases, two different measures had been applied.

The continuation of the discussion was adjourned to the next meeting.

TWELFTH MEETING (PUBLIC).

Held on Tuesday, May 28th, 1935, at 10 a.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1051. Examination of the Report of the Sub-Committee on Seizures on the Work of its Seventh Session (documents O.C.S.242 and 242(a)) (continuation).

VII. MEASURES TO PREVENT THE USE OF OCEAN-GOING STEAMERS FOR ILLICIT TRAFFIC.

M. CAVAZZONI (Italy) asked Mr. Fuller whether he considered it difficult to exercise adequate control at the time of the disembarkation of passengers or the unloading of goods, and whether steps could not be taken to intensify that control.

Mr. FULLER (United States of America) said that, in some countries, the control certainly could and should be strengthened. The United States authorities were continually taking steps to improve their own control. Coastguard boats followed vessels right up the harbour

to their wharves. Any ships particularly suspected were searched from stem to stern sometimes five or six times, and during the search all work had to be interrupted.

VIII. Drugging of Racehorses.

The Chairman repeated, in this connection, what he had said at an earlier meeting.[1] While the Committee had not to protect horses against the use of drugs, it was nevertheless clearly of interest to lay stress on the risks attendant upon the doping of horses from the point of view of drug addiction in man. Seeing that the " dopers " could obtain the drugs required for their operations, they would not hesitate to supply them to addicts.

Mr. Fuller United State sof America agreed that it was highly desirable to make this point quite plain and to refer to the fact that, under the Conventions, any use of narcotic drugs for other than medical or scientific purposes was prohibited.

IX. Hypodermic Syringes.

M. Cavazzoni (Italy) did not see the force of this paragraph. He did not think it was possible to distinguish between the proper and improper use of hypodermic syringes, and in any case he felt sure that no European Government could undertake to institute control over their importation, exportation, sales and possession.

Colonel Sharman (Canada) said that this section had been inserted at the desire of certain members of the Sub-Committee. He did not in any way insist upon its maintenance.

M. de Myttenaere (Assessor) asked that this paragraph should be omitted. Any action on the lines suggested would involve complicated legislation which it would be almost impossible to pass through any Parliament.

M. Delgorge (Netherlands) said that control had been attempted in the Netherlands Indies, but had not been maintained on account of the impossibility of application.

Dr. Hoo Chi-Tsai (China) said that, if the Committee decided that such control was not likely to be useful, he would, on the strength of this expression of opinion, recommend to the Chinese Government that control be discontinued in his country.

The Chairman was of the same opinion as M. de Myttenaere and M. Delgorge—namely, that the control of hypodermic syringes would be a very difficult matter, and, moreover, not very effective. He did not think it necessary, therefore, to insist on this point.

The Committee decided to omit the whole of this paragraph.

V. Survey of the Illicit Traffic in Various Countries *(continuation)*.

(h) *China.*

Dr. Hoo Chi-Tsai (China) suggested that the words " one being of Iranian origin " should be inserted in parentheses in paragraph 2, after the words " included three of raw opium ". This addition, had, he thought, already been decided by the Sub-Committee.

M. Pilossian (Iran) asked how anyone could claim to distinguish Iranian raw opium from Chinese raw opium. References were often made to opium of Iranian origin, but he had never seen any proofs, or method of proving, such origin.

The Chairman said that there might be labels.

M. Pilossian (Iran) said it was generally admitted that labels, being liable to forgery, were no evidence.

M. Delgorge (Netherlands) said that Netherlands experts in Java declared that they could tell with certainty whether opium was of Iranian or Chinese origin. Nearly all the opium seized in the Netherlands Indies was of Iranian origin. It had a distinctive odour and a high morphine content.

Mr. Lyall (Assessor) said that the Chinese Customs authorities declared that, in the matter of raw opium, it was easy to distinguish between Indian, Iranian or Chinese produce.

Dr. Hoo Chi-Tsai (China) said that smokers were able to distinguish the various kinds by smoking. They considered that Iranian opium was of a higher quality.

M. Pilossian (Iran) said that none of the speakers had indicated any scientific proofs—the only kind that he could accept. Yugoslav and Turkish opium possessed roughly the same morphine content as Iranian opium. He agreed that the content of Chinese opium was generally less, but he could not admit the practice, which seemed to be increasing, of labelling all raw opium found with a high morphine content as Iranian opium. While admitting the

[1] See page 24.

personal good faith of every member of the Committee, he felt bound to say that such statements were misleading. To label seized opium as Iranian opium was to imply contraband from Iran. Such an implication might in many cases put investigators on an entirely wrong track.

The CHAIRMAN said he did not think the mention of Iranian origin implied any specific criticism of the Iranian Government. Reference was often made in the reports to morphine, heroin and cocaine, manufactured by European countries, which had been found in the illicit traffic ; but that did not imply that the drugs in question had not been exported from those countries quite correctly.

Dr. Hoo Chi-Tsai (China) said he had had no intention of criticising the Iranian Government. According to the official reports of that Government, Iran exported opium to Manchuria ; it was very probable that some quantities from Manchuria had passed into the illicit traffic.

M. RENBORG (Secretariat) said that the statistics for 1933 supplied by the Iranian Government to the Permanent Central Opium Board showed that 192 tons of raw opium had been exported from Iran to China.

M. CAVAZZONI (Italy) wondered whether the Committee might request the Secretary-General to ask the Iranian Government for further information concerning the raw opium exported to the East, and at the same time earnestly invite the Government to consider whether it could not ratify the 1912 Convention. He was aware that it would not be an easy matter for the Iranian Government to do so, but such action would be of immense assistance to the Advisory Committee in its campaign against narcotic drugs.

Dr Hoo Chi-Tsai (China) said that no import certificate had ever been issued by the Chinese Government for the opium reported as exported to China.

M. PILOSSIAN (Iran) agreed with M. Cavazzoni that the best means of securing the most satisfactory results would be ratification by the Iranian Government of the Conventions. Unfortunately, certain circumstances had had the effect of delaying this ratification, and he thought it could not be accelerated by unjust criticism. The Iranian Government had reported the exports in question to the Central Board, although it was not under a treaty obligation to do so. The amount exported in 1933 was probably 119 tons, and not 192. These divergencies might be due to the fact that the two reports did not relate to the same period. Although Iran had not ratified the Conventions, she complied with almost all their provisions. Since his Government officially reported opium exports, he could not understand why attempts were made to create so much mystery about them, and why it was stated, for example, that they goods were shipped by night at Bushire, the vessels stealing away at dawn. No opium had been exported from Iran without an export authorisation. He was not aware whether import authorisations had been issued by the regular authorities or not, because Iran was not yet a party to the import and export licence system. If certain quantities had passed into the illicit traffic *via* other countries, the Iranian Government could not possibly be held to blame. However that might be, he could not admit that, on every occasion that raw opium with a high morphine content was discovered in the illicit traffic, that opium should, without any scientific proof, be attributed to Iran. He therefore urged that all mention of supposed Iranian origin should be omitted from the report.

M. CAVAZZONI (Italy) said that the difficulty lay in the fact that M. Pilossian looked at this question from one angle, while the other members of the Committee looked at it from another. The Committee was carrying on its work within the limits of the Opium Conventions ; Iran was not, however, a party to those Conventions, and was not therefore bound by the same obligations. What was technically legitimate for Iran was illegitimate for other countries. Though Iran was technically free to export opium to China, the Committee was bound, from the point of view of China, which absolutely prohibited the importation of opium, to regard this opium as illicit as soon as it passed into China. M. Cavazzoni was therefore of opinion that the addendum proposed by Dr. Hoo Chi-Tsai should be accepted. At the same time, he hoped that the Iranian representative would do all he could to persuade the Iranian Government to ratify the Opium Conventions.

Dr. Hoo Chi-Tsai (China) did not insist on the maintenance of his proposal, because the discussion had brought out the very points he had wished to see emphasised. It would be of great interest to the Chinese authorities to see the originals, or copies, of any import documents the Iranian authorities might receive from China.

Major VON HEIDENSTAM (Sweden) said that, in any case, the reference to Iranian opium in the report of the Shanghai Municipal Council could not be omitted.

Colonel SHARMAN (Canada) agreed that it would be very inadvisable to omit this reference.

M. PILOSSIAN (Iran) agreed with M. Cavazzoni that his country did not at present view the situation from exactly the same standpoint as the other members of the Committee, who

all belonged to countries which had ratified one or other of the Opium Conventions. As he had already stated on more than one occasion, the Iranian Government had been devoting long and earnest study to this question, and he sincerely believed that the time was now drawing nigh when a satisfactory solution could be found. Replying to Major von Heidenstam concerning the report of the municipal council of the International Settlement of Shanghai, he felt that it was incorrect to give publicity to a police report concerning something supposed to be happening in a neighbouring country, particularly as this assertion was not connected with any definite case of seizure.

The CHAIRMAN was glad to note that the Iranian authorities were prepared to contemplate measures with a view to the ratification of the 1925 Convention. He hoped that M. Pilossian would be so good as to act as the Committee's intermediary to his Government and inform it of the importance which the Committee attached to its collaboration.

He added that the phrase mentioned by M. Pilossian in the Shanghai Municipal Council's report, contrary to M. Pilossian's belief, did, in fact, refer to the opium seizure mentioned in another part of the report.

M. PILOSSIAN (Iran) said that his observation regarding the police reports was exactly similar to that made by the Turkish representative at the previous session,[1] regarding facts which had not been proved.

M. CASARES (Spain) suggested that the moment had arrived when a decision should be taken as to whether a new method was to be adopted in drawing up seizure reports or not. It would be intolerable that every time a country was mentioned in the reports there should ensue a debate such as those which had taken place with the Turkish and Iranian representatives. The Committee would simply have to renounce publishing such reports, or at any rate only publish one every ten years when a few definite facts had been proven beyond all doubt. The Committee, however, met twice a year and published the information it had received, even when that information did not necessarily lead to results. In the present case, the Committee was reproducing a statement made by the Chinese Maritime Customs. The existence of that statement was a fact, quite apart from the reliability of what was contained in the statement itself. He was therefore in favour of continuing to report all important facts, including important statements made to the Committee by recognised authorities.

M. PILOSSIAN (Iran) noted that, though Dr. Hoo Chi-Tsai had withdrawn his proposal, M. Casares was now insisting on its maintenance. He could only repeat that the assertion made by the Chinese Maritime Customs seemed to repose on no scientific basis. He could agree to the insertion by the Committee of any fact of which it was absolutely certain ; but he must object to the inclusion of statements regarding which there was doubt.

The CHAIRMAN asked whether the members of the Committee agreed that the passage relating to the statement of the Chinese Maritime Customs should be maintained. Personally, he was in favour of M. Casares' suggestion.

Dr SCHULTZ (Austria) and Major COLES (United Kingdom) supported M. Casares' motion

M. Casares' motion was adopted.

The CHAIRMAN suggested to M. Pilossian that he should ask the Iranian Government to get into touch with the Chinese Maritime Customs and ask them on what evidence they based their statement.

(g) *Turkey* (continuation).

Colonel SHARMAN (Canada) understood that the Turkish representative was still insisting on the omission of the second and third paragraphs of this section of the report. As Chairman of the Sub-Committee on Seizures, he thought he could safely say that the Sub-Committee would have no objection to amendements to its report on minor matters, but when the proposal was to omit an essential statement of fact he was bound to object in the strongest possible terms. In this case, on the strength of the information contained in document O.C.S.236, 2,000 kilogrammes of opium had left one country and had not reached their alleged destination. This could not be viewed otherwise than as a serious departure from the normal certificate system and probably represented an enormous leakage into the illicit traffic. The Sub-Committee on Seizures had discussed this question at considerable length. Any member of the Opium Committee was entitled to be present at the meetings of the Sub-Committee and, in fact, a number of members had availed themselves of this opportunity. Had the Turkish representative been present at that moment, the Sub-Committee would have been happy to discuss the matter with him and would, perhaps, as a result, have included further information in the report and worded that report somewhat differently.

The present report had been an endeavour to give a correct impression of the Sub-Committee's discussions. If every reference to a country that was not entirely to the liking of that country were in future to be omitted, then the title of the document would have to be changed. It would no longer be a report of the Sub-Committee on Seizures on the work of its seventh session, but a report on a mere portion of that work.

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[1] See Minutes of the Nineteenth Session of the Committee, page 73.

While he strongly objected to any emasculation of the report by the omission of important facts, he would be ready to accept a form of words, if that could be found, which, while not affecting the essential facts, would, at the same time, convey the information that the Turkish Government was engaged in making a thorough investigation of the case.

Dr. SCHULTZ (Austria) said that, whereas at the previous meeting he had supported the Turkish representative in urging the omission of the first paragraph, he was unable to agree with his present proposal to omit the other two paragraphs.

On the basis of the facts, it was true that the Turkish Government had reported to the Central Board the export of 2,000 kilogrammes of raw opium. It was true that, the Committee owed its knowledge of the case to the good faith and diligence of the Turkish authorities. It was also true that the Ethiopian Government had stated that this opium had never been delivered in Ethiopia, a country of which the annual requirements did not exceed 6 kilogrammes

It was therefore definitely established that two tons of opium had left Turkey for an unknown destination. What had actually become of this opium nobody knew yet, but there was a strong suspicion that it had entered the illicit traffic. The Committee could not shut its eyes to this fact or remain inactive. If it did so, it would be untrue to its mission. It was the Committee's duty to pass on this information to Governments immediately, so that all should be warned and put in a position to take action, if necessary. In so doing, it could surely be causing no offence to Turkey or to any other country. A crime had been committed by one or several persons against the Turkish Government and probably against the Ethiopian Government, with a view to committing further crimes against other Governments.

Dr Schultz had been glad to hear that the Turkish Government was already taking steps which, he hoped, would lead to the discovery and punishment of the culprits. His own view was that it would be in the best interests of the Turkish Government and of all concerned to give the widest publicity to this case. He highly appreciated the untiring energy shown by the Turkish Government in its campaign against the traffic. He hoped that the Turkish representative would allow himself to be convinced of the desirability of amending, rather than omitting, these paragraphs.

Mr. FULLER (United States of America) asked to be informed whether the Committee was really considering the omission from the report of all mention of the fact that two tons of raw opium, representing about 37 million doses of heroin, had, over a year ago, been let loose into the illicit traffic. He was required by his Government to report on the proceedings of the Committee and he wished his report to be absolutely exact. That was why he was asking for this definite information. Recent results of police enquiries in the United States and elsewhere now tended to indicate that a large part of this opium had been smuggled into the United States for the purpose of the illicit manufacture of heroin. It would be inexpedient to divulge the investigations of the police at the present juncture, but when the time came and the case had been cleared up, he would inform the Committee of all that had occurred in detail, and would take steps to see that the widest possible publicity was given to the facts. He could not subscribe to the principle recently advanced in the Committee that definite information concerning the illicit traffic should be suppressed.

Major VON HEIDENSTAM (Sweden) had not spoken on the previous day because he thought a vote would be taken. Now, as one proposal had been withdrawn and no vote had been taken, he wished to express his entire agreement with Mr. Fuller and Colonel Sharman. He was in favour of adhering to the system hitherto followed in preparing the reports of the Sub-Committee on Seizures. The present case was a very important one, and it was obvious that the essential facts ought to be mentioned. It should, however, be added that the Turkish representative had made a statement and that the Turkish Government was carrying out investigations. In that way, possibly, a form of words might be discovered which would give satisfaction to the Turkish representative.

The CHAIRMAN, replying to M. von Heidenstam, informed him that Major Coles had proposed for that part of the report now under discussion a new text which he hoped would meet with the approval of the Turkish representative. He invited Major Coles to present his text to the Committee.

Major COLES (United Kingdom) said that, as a member of the Sub-Committee, he desired to accept his share of responsibility for the contents of the report. He adhered to the principle of giving, in the Committee and its report, the fullest publicity to all possible abnormal movements of narcotic drugs. He could not possibly consent to the omission of essential facts which had come to the Committee's knowledge. He had appreciated much of what the Turkish representative had said, but regretted that on this point of principle he could not agree with M. Hüsnü's views. It should, however, be possible to devise a text, giving the facts as they were known to the Committee, which would also prove acceptable to the Turkish representative. He hoped that M. Hüsnü would endeavour to accept the text he submitted, or something similar.

The following was the amended text which he proposed :

" The Sub-Committee noted that, according to statistics supplied by the Turkish Government to the Permanent Central Opium Board, 2,000 kilogrammes of raw opium had been exported to Ethiopia during the first six months of 1934, whereas statistics

supplied by the Ethiopian Government did not record any such imports of raw opium from Turkey. Moreover, a communication from the Ethiopian authorities concerned stated that no import certificates for the import of raw opium from Turkey have ever been issued.

" When this passage came before the Advisory Committee in plenary session, the Turkish representative assured the Committee that this exportation had taken place in accordance with the international Opium Conventions, and that the shipments had been covered by import certificates. His Government had already opened an enquiry into the matter and would, as soon as possible, inform the Committee of the outcome of the enquiry. "

M. CEMAL HÜSNÜ (Turkey) thanked all the speakers who had courteously taken part in the discussion. He appreciated the efforts made by the representatives of Austria, the United Kingdom and Switzerland to remove divergences. He would have been very glad to have been able to furnish explanations to the Sub-Committee on Seizures had he been informed of the day on which that matter was to be discussed. However, as he had no information to furnish on that subject and in view of the statement of principle which Colonel Sharman had just made, the same difference of opinion would unfortunately have existed then as to-day.

In order that the subject of the discussion should not be misrepresented, he felt bound to make a short statement.

He had no objection to reporting concrete cases. He agreed with the United States representatives that it was necessary to be clearly informed as to the Committee's policy, in order that representatives might be able readily to report to their Governments. He thought that all facts, the discussion of which in the Committee might serve to promote the latter's object, should be made public. He was in favour of the fullest possible publicity as regards the illicit traffic. He had never proposed either that the public discussion, in which he had himself taken a prominent part, should be abandoned, or that the passage in question of the report should be purely and simply deleted. He had understood that the passage had been inserted with a view to bringing about an investigation of the case. While raising the question of discrimination in regard to procedure, he had forestalled that intention by stating that the investigation was in progress. In asking for the adjournment of the question to the next session, he had thought to serve the aims of the Committee. The Committee would thus have been able to obtain fuller particulars and to discuss the question again publicly with a full knowledge of the facts.

Assuming that those 2,000 kilogrammes of opium had been diverted into the illicit traffic, he did not see how, in the form in which it was at present given in the report, that information could be utilised by the Governments for the purpose of taking certain measures. The proposal to postpone the matter would make it possible to add much fuller particulars to that simple statement of fact.

As a result of the procedure followed in the present case, the Turkish Government would only be informed of the facts in a public document. If that was to be the method adopted, he would recommend his Government to use similar means for making known the results of its own enquiries.

Having said this, M. Cemal Hüsnü would revert to Major Coles' proposal. In view of the general opinion held by the Committee, he would no longer raise any objection to the first part of that proposal. As, however, there was a reference to his own statement, he thought the Committee would agree that it was only right that he should be allowed to draft the wording of the reference to that statement. He therefore submitted the following text in place of the second paragraph of Major Coles' text :

" The Turkish representative declares that it was only a few days ago that he obtained a knowledge of the Ethiopian Government's reply through document O.C.S.236 and that his Government has no knowledge thereof to this day. He regrets that the Opium Traffic Section has not in this case followed the same procedure which it has applied in a similar case. It would be desirable that the Turkish Government's reply to the Central Board's letter of March 21st, 1935, should have appeared side by side with the Ethiopian reply. The Turkish representative will recommend his Government to publish the results of the enquiry which is actually being undertaken in this matter, thereby conforming to the procedure applied by the Committee itself. "

M. Cemal Hüsnü then read the Assembly resolution of 1920 defining the duties of the Committee.

The CHAIRMAN considered it necessary that the Committee should reach complete agreement, and proposed, in view of the lateness of the hour, to postpone the end of the discussion to the afternoon meeting.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read the following statement :

The discussions on certain parts of the report of the Sub-Committee on Seizures have been long. They have lasted for nearly two days. The immediate result is that certain alterations have been made in various passages of the Sub-Committee's report.

With regard to the question of principle, as to the fundamental lines on which this report should be drawn up in the future, the Committee has decided to follow the same general principles as in the past. The Committee has therefore unanimously agreed that it should continue to be the forum in which questions concerning the illicit traffic will be discussed openly and with a full knowledge of the facts.

I can only congratulate the Committee on having thus reinforced the basis of its authority. For there can be no doubt that, if the Committee has been able to exert an influence in the past, this has been because it has never hesitated to throw light on all movements in the trade in narcotics. In this way, the Committee, by laborious methods which are the result of long years of experience and many discussions, has succeeded in clearing up many cases of illicit traffic regarding which data were lacking at the outset.

Governments have never failed to afford their support to the Committee, that support being essential if the Committee's work is to achieve any good result. This attitude on the part of Governments is a very important fact which it is well to bear in mind. Governments have certainly worked on the assumption that the Committee was their friend and not their enemy. Governments and the Committee pursue the same object—namely, the repression of the illicit traffic. In order, however, that the Committee may be a powerful ally to Governments, the Committee itself must maintain its moral authority, because that authority is, in the last resort, the most effective arm it possesses. From this point of view, the discussions of the last few days have been very valuable, because they have strengthened the Committee's authority.

As for the Secretariat, it will continue without hesitation to do its duty in the future as in the past, nothing having been said in the Committee that would lead it to believe that it had departed from the path traced out for it by the Committee or that it has failed in its obligations.

M. CEMAL HÜSNÜ (Turkey) asked M. Ekstrand whether this statement had any reference to the subject of the present discussion.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) replied that he had nothing to add to his statement.

M. CEMAL HÜSNÜ (Turkey) said that in that case he would feel obliged to reply to M. Ekstrand at the afternoon meeting.

The continuation of the discussion was adjourned to the next meeting.

THIRTEENTH MEETING (PUBLIC).

Held on Tuesday, May 28th, 1935, at 3.30 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany and Uruguay.

Representative of Japan : M. Kusama.

1052. Examination of the Report of the Sub-Committee on Seizures on the Work of its Seventh Session (documents O.C.S.242 and 242*(a)*) (continuation).

SUPPLEMENTARY REPORT OF THE SUB-COMMITTEE ON SEIZURES.

Dr. Hoo Chi-Tsai (China) requested that the last paragraph in Part I of document O.C.S.242*(a)* should begin as follows :

" The representative of China communicated to the Sub-Committee a summary of the regulations issued in March 1935 by the Chinese Ministry of Railways instituting a special system, etc. "

The Committee adopted the text proposed by Dr. Hoo Chi-Tsai.

VIII. DRUGGING OF RACEHORSES (*continuation*).

Colonel SHARMAN (Canada) submitted the following addition to the chapter on drugging racehorses :

" During the discussion of this section in the plenary Committee, it was pointed out that all use of narcotic drugs which is not for medical or scientific purposes is forbidden and is to be considered as illicit traffic. There is also the danger that drugs intended for drugging racehorses might be diverted to use by drug addicts. The Committee expressed the desire that the Health Committee be asked to undertake an enquiry to discover whether the saliva test could be employed for the purpose of ascertaining the existence of drug addiction among human beings. "

The Committee adopted the text proposed by Colonel Sharman.

The CHAIRMAN noted that the entire report had now been adopted, except the part relating to Turkey. He felt sure he was expressing the feeling of the whole Committee in thanking the Sub-Committee and its Chairman for the way in which they had discharged

what was—as the discussions that had just taken place amply proved—a particularly delicate and difficult task.

He did not doubt that they would continue to carry out that task with the same conscientiousness and tact for the greatest benefit of the work the Committee was doing.

Hitherto the Sub-Committee on Seizures had been composed of M. Bourgois, M. Casares, Mr. Harris (represented by Major Coles), Dr. Hoo Chi-Tsai, M. van Wettum (represented by M. Delgorge) and Mr. Fuller.

It was to be noted that, although Colonel Sharman had attended the Sub-Committee and had even presided over its discussions, his name did not figure in the list. He proposed that Colonel Sharman's name should be added and that M. Delgorge should definitely take the place of M. van Wettum. Major Coles would take part in the meetings of the Sub-Committee when Mr. Harris was absent.

The Committee approved the Chairman's suggestions.

V. Survey of the Illicit Traffic in Various Countries (*continuation*).

(g) *Turkey* (continuation).

The Chairman, referring to M. Ekstrand's statement at the end of the previous meeting, said he was sure the Advisory Committee would wish to pay a tribute to the zeal and work of the Opium Section and of its Director, to whom was due to a large extent the very real success obtained up to the present in the campaign against drugs. He proposed that M. Ekstrand's statement should be noted.

M. Cavazzoni (Italy) wished to associate himself with the Chairman's remarks. In spite of lively passages which sometimes occurred in the meetings of the Committee, he was sure that all members retained the highest esteem for the work of M. Ekstrand and his Section.

M. Tello (Mexico) and Dr. Hoo Chi-Tsai (China) endorsed these remarks ; Dr. Hoo added that, in his opinion, the discussion on this point should not be closed until the Turkish representative had arrived.

M. Bourgois (France) warmly endorsed the tribute paid to the Secretariat, and laid special stress on the fact that its delicate task was always performed with great tact.

Dr. Schultz (Austria), Major Coles (United Kingdom), M. Carnoy (Belgium) and Dr. Chodzko (Poland) also associated themselves with the remarks made by the Chairman and M. Cavazzoni.

The Chairman noted that the Committee was unanimous on this point.

M. Cemal Hüsnü (Turkey) who had arrived in the meantime, expressed his regret that he had not been present at the beginning of the meeting, as he had been in communication with his Government.

He then read the following declaration :

Before the close of the discussion on the subject of our agenda, a discussion in which I had spoken, the Director of the Opium Section made a statement which he had prepared. For my information, I asked him whether the statement had any relation with the subject of our discussions. His reply was that he had nothing to add to his statement. Under these circumstances, I feel obliged to reply to that statement, in view of any allusions it might contain concerning the discussion of that part of the report of the Sub-Committee on Seizures relating to Turkey.

In the first place, I desire to point out that the statement by the Director of the Opium Section implies that there were, on the part of some members of the Committee, signs of an unwillingness to see the Committee serve as a forum where questions relating to the illicit traffic were discussed openly and with full knowledge of the facts. The discussions which have taken place here have clearly shown that all the speakers rivalled with each other in discussing all questions openly and publicly. As far as I am concerned, I need only refer in this connection to the statements I made immediately before that of the Director of the Opium Section.

As regards the strengthening of the moral authority of the Committee, I venture to be of a different opinion. The Committee's task is to deal with an eminently humanitarian question. It is supported by world public opinion ; its members represent States, and it is more fortunate in one respect than other Committees of the League of Nations in that it possesses the valuable co-operation of the United States of America. Consequently, the authority of the Committee leaves nothing to be desired and it does not need, at any rate as regards my country, to strengthen its authority. Though we are still deprived of the support of one member who was formerly in our midst, this is not due to the Advisory Committee's work.

As the Director himself states, the Sub-Committee's report has undergone certain modifications which have been introduced in co-operation with and with the full agreement of the Sub-Committee ; in this respect the remarks made have had a very happy effect on the Committee's work. The point that might deserve to be quoted is the wording of a passage which was of some importance in that part of the report relating to Turkey, wording which, moreover, was subsequently corrected. On the other hand, the discrimination shown in the procedure to which I referred retains its entire force.

All the speakers who have taken part in the discussion here have been kind enough to appreciate publicly the efforts displayed by my country in this field. By their keen appreciation, the Governments, and more particularly that of the United States of America, have greatly encouraged the Turkish Government in the efforts it is making.

I consider it unnecessary to dwell at length, during the present discussions, on those efforts. It is obvious that we are here as allies of the Committee, to whose work we are glad to contribute in the fullest measure.

For years we have been accustomed to highly courteous and equitable treatment on the part of the Secretariat, and this is, moreover, in perfect harmony with its activity and its proved competence.

In conclusion, I need only hope that the Opium Section will be guided, as far as my country is concerned, by the opinions expressed on many occasions by the members of this Committee and, as regards procedure, by the rules always observed by the Secretariat of the League of Nations.

The CHAIRMAN proposed that the Committee should take note of M. Cemal Hüsnü's statement.

M. CAVAZZONI (Italy) said the Committee had had no desire to offend the Turkish representative by dealing with the statement which the Director had submitted and which summarised his impressions on the course of the debate as a whole. *The Committee had desired once again to pay a tribute to the activities of the Opium Section and its Director whereby they had facilitated the Committee's work.*

The Committee now had to deal with the written statement submitted by the Turkish representative. In order that the present discussion might be closed in a peaceful atmosphere, he asked the Turkish representative to agree to the omission of the two following sentences in the text he had proposed at the previous meeting :

> " He regrets that the Opium Traffic Section has not in this case followed the same procedure which it has applied in a similar case. It would be desirable that the Turkish Government's reply to the Central Board's letter of March 21st, 1935, should have appeared side by side with the Ethiopian reply. "

The substance of the first of these two sentences was already expressed in the Turkish representative's other statement and would naturally appear in the Minutes. M. Cavazzoni thought the second sentence he had quoted should be omitted on a question of fact, since the reply from the Turkish Government had not yet arrived. He made this suggestion in a friendly spirit with a view to reaching a unanimous decision in the Committee.

M. CEMAL HÜSNÜ (Turkey) would like to hear the opinion of other members before giving his reply.

M. DE VASCONCELLOS (Portugal) had pleasure in associating himself with M. Cavazzoni's proposal. He appealed to the spirit of co-operation which had always governed the work of the Advisory Committee. It was clear that the Secretariat had had no intention whatever of offending the Turkish Government or the Turkish representative, whose qualities were admired by all. M. de Vasconcellos could testify that no one had spoken more enthusiastically of the Turkish Government's work in the campaign against the illicit traffic than the Director of the Opium Section. The Director had been the first to carry on propaganda in favour of the Turkish Government's work after his visit to Turkey and it was through him that the Committee had learned to appreciate that work. M. de Vasconcellos trusted that the Turkish representative would respond to the appeal addressed to him by M. Cavazzoni and by himself, in which M. de Vasconcellos was sure the entire Committee joined, so that this question could be disposed of in a spirit of harmony.

M. BOURGOIS (France) hoped that M. Ekstrand would not object to his disclosing the fact that in private conversations the Director of the Opium Traffic and Social Questions Sections had often spoken to him of the efforts of the Turkish Government and the success of its work.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that he had felt obliged to pay a tribute on all occasions to the energetic and successful measures taken by the Turkish Government in its campaign against the illicit traffic in opium and narcotic drugs.

The CHAIRMAN was sure that M. de Vasconcellos had expressed the wish of the entire Committee that M. Cavazzoni's proposal might be adopted. He understood that proposal to be that the Committee should accept the first paragraph of the text submitted by Major Coles,[1] together with the text submitted by the Turkish representative,[2] the two sentences mentioned by M. Cavazzoni being suppressed.

M. CEMAL HÜSNÜ (Turkey) thanked the members of the Committee who had spoken for their courteous remarks. The Turkish Government had never been lacking in a spirit of conciliation. He associated himself with the remarks made regarding the past activities of the Director of the Opium Section and he would have been glad if the Director had acted in the same spirit on the present occasion.

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[1] See page 59.
[2] See page 60.

He was sure that M. Cavazzoni was right in stating that the Committee had not intended to offend him in discussing the Director's statement in his absence. He would nevertheless have desired to be present.

As regards M. Cavazzoni's proposal, he was always prepared to comply with any request calling for a spirit of conciliation and he would agree to the omission of the two sentences quoted by the Italian representative.

The CHAIRMAN thought that the Committee, taking note of the Turkish representative's statements, would wish to thank him for the spirit of conciliation which he had shown.

M. CEMAL HÜSNÜ (Turkey) expressed, in his turn, his gratitude to the Chairman for his remarks. He added that, in order to give further proof of this spirit of conciliation, he would suggest adding a sentence to the effect that the Turkish Government was making an enquiry into the matter, the result of which would be communicated to the Advisory Committee.

The Committee adopted the following text, proposed by Major Coles at the last meeting and amended by M. Cemal Hüsnü and M. Cavazzoni :

> " The Sub-Committee noted that, according to statistics supplied by the Turkish Government to the Permanent Central Opium Board, 2,000 kilogrammes of raw opium had been exported to Ethiopia during the first six months of 1934, whereas statistics supplied by the Ethiopian Government did not record any such imports of raw opium from Turkey. Moreover, a communication from the Ethiopian authorities concerned stated that no import certificates for the import of raw opium from Turkey had ever been issued.
>
> " The Turkish representative declared that only a few days ago did he obtain knowledge of the Ethiopian Government's reply through document O.C.S.236, and that his Government to this day has no knowledge thereof. He stated that his Government had undertaken an enquiry into this matter and that the results of this enquiry would be communicated in due course to the Advisory Committee."

The CHAIRMAN noted that the report by the Sub-Committee on Seizures had now been adopted in its entirety. The discussions to which it had given rise—discussions which had been rather lively from time to time—showed once again the necessity for the closest and most complete co-operation between Governments in their campaign against the illicit traffic. He thanked the Turkish representative, and through him the Turkish Government, for all their efforts to combat the traffickers and he hoped this co-operation would continue in the most satisfactory manner.

M. CEMAL HÜSNÜ (Turkey) thanked the Chairman and stated that his Government had always given proof of its desire for co-operation, not only in any issue before the Committee, but in all matters that concerned the good of mankind.

He had been guided by a desire to throw light on the whole question and was convinced that the work gained in value by a full and open discussion.

1053. **Illicit Traffic : Seizure of Hashish in Turkey** (document O.C.S.245).

RUSSELL Pasha (Egypt), having learned that the Turkish representative would not be able to stay to the end of the session, desired to read a passage from the statement on Egypt which he proposed to make at a subsequent meeting.[1] The passage in question expressed appreciation for the energy of the Turkish authorities in making large seizures of Turkish hashish of high quality.

M. CEMAL HÜSNÜ (Turkey) thanked Russell Pasha for his remarks.

1054. **Consideration of the Summary of Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1933** (document C.258.M.130.1935.XI).

INTRODUCTION.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) drew attention to a new feature in the introduction to the report. A graph had been included together with explanations giving as perfect a picture as possible of the ratifications of the three Conventions on narcotics.

Since the report was drafted, a communication had been received from the Danish delegation to the effect that the legislation of that country required to be changed in order to bring it into line with the Convention of 1931. A proposal to this effect would be submitted to the next session of Parliament.

The Estonian delegation had stated that the President of the Republic had signed a decree ratifying the 1931 Convention on April 30th, 1935.

He pointed out that the document was merely a proof. It contained printing errors which the head of the printing section had undertaken to correct.

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[1] See page 75.

Dr. Hoo Chi-Tsai (China) congratulated the Opium Section on the excellent summary which, in his opinion, was even better than the excellent reports prepared in previous years. He was glad, in particular, to see the map at the beginning of the summary and the graph on page 9.

He noted that Annex II contained information regarding ratifications of the Conventions, while similar information was obtained in the Introduction. He thought all this information should appear in the same part of the report.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) agreed and suggested transferring Annex II to the Introduction.

M. Ekstrand's suggestion was adopted.

PART I.

Part I of the summary was considered country by country and observations were mad in the following cases :

A. SUMMARY OF ANNUAL REPORTS ESTABLISHED IN ACCORDANCE WITH THE FORM APPROVED BY THE COUNCIL ON MAY 14TH, 1930.

Austria.

Dr. SCHULTZ (Austria) stated that the two cases that were believed to form part of the international traffic (**9**),[1] last paragraph, had proved to be national in character. They did not relate to manufacture but to adulteration of drugs.

The Committee decided to omit the sentence referring to these cases.

Belgium.

M. CARNOY (Belgium), referring to the statement that there was no illicit traffic in Indian hemp (**7**), explained that the case of Indian hemp in transit had been discovered since the report had been drawn up. In general, there were few seizures and production was under strict supervision.

United Kingdom.

Major COLES (United Kingdom) referred to the statement regarding licences granted for the manufacture of opium, diacetylmorphine and cocaine (**8***(b)*). He wished to make it clear that this statement merely referred to the reissue of annual licences, and not to the issue of licences to new manufacturers.

Mr. Duncan HALL (Secretariat) suggested making this clear by using the expression " licences were renewed ".

Mr. Duncan Hall's suggestion was approved.

Mr. LYALL (Assessor) drew attention to the statement (**10**) that the difficulties in regard to China mentioned in the report for 1930 had not been removed. He thought this referred to the difficulty of obtaining import certificates from China. Now that China had signed the 1931 Convention, he thought a satisfactory arrangement had been made.

Dr. Hoo Chi-Tsai (China) referred to his statement at a previous meeting[2] that the Chinese Government had adopted a new system of control under the 1931 Convention. This system was in force as from the present month ; but, even before the present arrangements had been concluded, certificates were issued by the Chinese Maritime Customs. He therefore did not understand what were the difficulties in question.

Mr. Duncan HALL (Secretariat) pointed out that the report related to the year 1933.

Dr. Hoo Chi-Tsai (China) replied that, even in 1933, import certificates had been issued.

M. CAVAZZONI (Italy) read the relevant passage from the 1930 report. It appeared that import certificates were issued by the Customs in virtue of powers conferred on them by the Chinese Ministry for the Interior. Neither did he, therefore, understand what were the difficulties in question.

Mr. Duncan HALL (Secretariat) explained that the sentence in question occurred in the United Kingdom Government's report. He saw no reason why it should not be omitted from the summary

Major COLES (United Kingdom) was unable to state what the position was in 1933, but he thought it had improved recently.

The Committee agreed to delete the passage in question.

Free City of Danzig.

Mr. FULLER (United States of America) remarked that the photographs and fingerprints sent to the Danzig authorities by the American police did not relate only to traffickers in America. He suggested omitting the words " in America " (**4**).

Mr. Fuller's suggestion was approved.

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[1] The numbers in parentheses relate to the sections in the Summary

[2] See page 41.

Spain.

Mr. FULLER (United States of America) thought the expression "clandestine manufacture" (9) was incorrect. The persons against whom action had been taken were not manufacturing but adulterating drugs.

M. CASARES (Spain) agreed.

Colonel SHARMAN (Canada) noted that in all the reports the quantities were reduced to a common denominator, but this principle had not been followed as regards prices. The Spanish report gave the prices in pesetas, while the Greek report gave them in drachmæ. This made comparison very difficult.

Mr. Duncan HALL (Secretariat) said the Secretariat would in future convert the prices at the rates ruling in the year in question.

Finland.

Mr. Duncan HALL (Secretariat) observed that the word "factories" (8) was not the appropriate one. Only two of the firms mentioned were factories, while the others were wholesalers manufacturing medical preparations.

France.

M. RAZET (France) gave particulars regarding the Order of September 15th, 1933 (1*(d)*), which introduced rules for the application of the 1931 Convention. All the maximum quantities fixed for deliveries and stocks of factories of alkaloids of opium and coca leaf were expressed in terms of morphine or cocaine base. Thus, a single quantity was mentioned for the whole of the deliveries of morphine salts and derivatives of morphine. The quantity fixed for deliveries, expressed in terms of morphine base, amounting to 2,500 kilogrammes for the last five months of 1933 had not been reached. The deliveries were about 200 kilogrammes below this limit. The quantity fixed for deliveries, expressed in cocaine base, which were 250 kilogrammes, was far from being reached, since the deliveries were 100 kilogrammes below this figure. In view of these results, the French Committee for the control of the trade in narcotic drugs had decided to maintain for deliveries expressed in morphine base the average quantity of 500 kilogrammes per month for the last five months of 1933—that was to say, 6,000 kilogrammes for the year 1934. At the same time, it had reduced the deliveries expressed in cocaine base from the average of 50 kilogrammes per month for the last five months of 1933 to about 33 kilogrammes per month, or a total of 400 kilogrammes for the year 1934. These quantities had been sanctioned by the Decree of February 3rd, 1934. Similar provisions had been laid down for the year 1935 by the Decree of February 17th, 1935.

Finally, M. Razet pointed out that, as regards the proposed provisions for avoiding the accumulation of stocks in the hands of non-manufacturers, provisions which were mentioned in the report (1*(e)*) there had been no need to apply them in 1933.

Italy.

Mr. FULLER (United States of America) expressed his appreciation of the action taken by the Italian Government in thus making available to the Committee information regarding its experiments in opium-growing in Italy (5).

M. CAVAZZONI (Italy) thanked the United States representative, and stated that these experiments were intended to ascertain whether opium could be produced within the country for legitimate needs.

Poland.

Dr. CHODZKO (Poland) gave some particulars of the new penal code introduced in Poland. Article 9 applied to Polish citizens and to foreigners who had not been extradited and who were found guilty of offences in connection with the traffic in drugs. The maximum penalty under the code was five years' imprisonment.

With regard to the question of addicts, a work recently published by a Public Prosecutor gave the number as 5,000. These persons were, in particular, addicted to morphine and cocaine. In addition, there were some tens of thousands of ether addicts. The number of drug addicts treated in establishments increased from 85 in 1928 to 250 in 1933. This increase was possibly due to the provisions of the new penal code, which empowered the judge to order compulsory treatment of addicts either in the special sanatorium or in the prison hospital if they had committed a crime.

According to the opinion of a Polish expert, Dr. Szulc, the treatment of drug addiction required the patient to be isolated just as in the case of contagious diseases. Of the addicts sentenced by the courts, six were found to be also traffickers. This fact went to confirm his statement on the previous day that addicts formed, as it were, centres of contagion, and that the compulsory declaration of cases of drug addiction was necessary.

The price of morphine had decreased, and he regarded this as an indication that there had been an increase in the illicit traffic. There was also evidence of adulteration of drugs, especially cocaine, by the addition of bicarbonate of soda.

Dr. SCHULTZ (Austria) congratulated the Polish Government on the great advance made in its penal legislation.

Sweden.

Major VON HEIDENSTAM (Sweden) desired to change the words " the establishment in that country of a narcotic drugs factory " (1) to read " the fact that manufacture had recently been started in that country ".

Major von Heidenstam's suggestion was approved.

Yugoslavia.

M. DJORDJEVITCH (Yugoslovia) wished to alter the last line of Section 8 to read " one firm was licensed to manufacture and three laboratories were authorised to make preparations ".

Union of Soviet Socialist Republics.

Mr. Duncan HALL (Secretariat) stated that a report had recently been received from the Soviet Union for 1933, but had arrived too late for inclusion in the summary.

Canada.

M. CAVAZZONI (Italy) asked whether the Canadian representative had any additional information regarding Marihuana cigarettes. He also enquired whether, since codeine was substituted for other drugs, any strict measures could be anticipated for controlling that substance.

Colonel SHARMAN (Canada) said the authorities were greatly concerned regarding the question of Marihuana cigarettes, which were sometimes smuggled from Africa and the West Indies, but more usually from the United States of America.

With regard to codeine, a scheme of control had been in force for the last four months under which retail druggists, obtaining excessive quantities, were refused further supplies by their wholesalers. Official control was difficult, since the Conventions regarded codeine as a non-habit-forming drug.

Colonel Sharman attached importance to the recommendation (3(B)) that conspiracy in relation to narcotic offences should be included in the list of extraditable offences.

M. CARNOY (Belgium) drew attention to the reference to tincture camphor compound (paregoric) (1), which was apparently believed to be habit-forming.

Colonel SHARMAN in reply to a question by the Chairman, who thought that the preparation in question was *Tinctura opii benzoica* of the pharmacopœias, promised to supply the Chairman with the exact composition of the preparation.

FOURTEENTH MEETING (PUBLIC).

Held on Thursday, May 30th, 1935, at 3.30 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Bolivia, Germany and Uruguay.

Representatives of Japan : M. Yokoyama and M. Kusama.

1055. **Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1933** (document C.258.M.130.1935.XI) (continuation).

A. SUMMARY OF ANNUAL REPORTS ESTABLISHED IN ACCORDANCE WITH THE FORM APPROVED BY THE COUNCIL ON MAY 14TH, 1930 (*continuation*).

Switzerland.

The CHAIRMAN drew attention to the practically complete disappearance of the illicit traffic in Switzerland (9).[1]

Dr. Hoo Chi-Tsai (China) expressed the appreciation of his Government for the statement that Switzerland did not issue permits for the export of narcotic drugs to Manchuria and Jehol (10). This was in conformity with a decision taken at a previous session of the Committee.

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[1] The numbers in parentheses relate to the Sections of the Summary.

United States of America.

M. PILOSSIAN (Iran) referred to the passage stating that practically all the prepared opium seized came from China and appeared to be mostly a blend of Chinese and Iranian opium (6). The passage went on to state that the quantities of opium available, both Chinese and Iranian, were constantly increasing in China, south and north of the Great Wall, that the traffic to the United States was increasing considerably, and that there was reason to fear that the opium-smoking vice had undergone a marked recrudescence in the United States. M. Pilossian did not wish to affirm that the possibility of Chinese opium being blended with Iranian opium was precluded, but would point out that it was very difficult to distinguish Iranian from other opium, especially in a blend of prepared opium. He thought such statements were liable to lead to erroneous conclusions. The Committee was aware that the production of opium in Iran was decreasing. The exports to China in 1933 had been 1,800 chests and, in 1934, 600 chests.

Mr. FULLER (United States of America) replied that most of the prepared opium seized bore the Lam Kee Hop mark. It was a form of prepared opium blended to suit the Cantonese living in the United States. It was customary to blend Chinese, Iranian and Indian opium, but Indian was not now available. The exports in 1933 and 1934 had no bearing on the statement in the report. He added that, according to American chemists, there was no difficulty whatever in detecting Iranian opium, and the American authorities had no hesitation in stating that the opium seized was a blend of Chinese and Iranian opium.

Central and South America.

The CHAIRMAN noted that the only reports received from Central and South America were from Costa Rica, Nicaragua and Uruguay. It would be advisable to lay stress on the inadmissibility of this situation since most of the countries in Central and South America were parties to one or other of the Conventions, and many were even parties to all three Conventions. It would be advisable, therefore, to remind them of the obligations they had assumed, and suggest that a resolution should be drafted on the subject for inclusion in the report to the Council.

Mr. FULLER (United States of America) agreed. He would also suggest that the report should refer to the fact that Uruguay had sent a very complete report and was also reporting seizures of drugs.

The Chairman's and Mr. Fuller's suggestions were approved.

Costa Rica.

Mr. FULLER (United States of America) noted the statement that there had not been a single case of illicit trafficking in narcotic drugs since they had been subject to State control (9). He asked when that State control had been introduced. His reason for asking this question was that, late in 1932, the American authorities had reported a case to the Government of Costa Rica which had replied that it would investigate the matter. The American authorities were still awaiting a reply.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that he would ascertain when State control had been introduced.

Uruguay.

Colonel SHARMAN (Canada) drew attention to the statement on page 44 that it had been decided not to abolish diacetylmorphine but to retain it, while subjecting it to the strictest possible control.

He also referred to the statement on page 45, regarding the late arrival of the export certificates from the exporting country to the Uruguayan official authority.

Mr. FULLER (United States of America) pointed out that the report further stated that firms were forbidden to trade in diacetylmorphine once their stocks were exhausted, and that they had already been forbidden to import this drug. This showed that the Government was seriously applying the Limitation Convention.

M. DELGORGE (Netherlands) noted the recommendations of the seventh Pan-American Conference quoted in the report (page 45), and suggested that the resolutions to be included in the report to the Council should draw attention to these recommendations.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read a letter, dated May 19th, 1935, from M. de Castro to the effect that the importation of diacetylmorphine and its salts was already a State Monopoly. Any quantities confiscated were not sold but given to the hospitals if the quality were satisfactory or, if not, destroyed. The medical corps in Uruguay had voted by a majority in favour of continuing the use of diacetylmorphine in certain cases. The letter went on to refer to Ordinance No. 106, which introduced a strict system of control.

Afghanistan.

M. PILOSSIAN (Iran) noted that 5,915 kilogrammes of raw opium had been sent to Iran (5). This exportation had evidently taken place without a permit since the import into Iran was forbidden.

Mr. Duncan HALL (Secretariat) pointed out that this was the first report to be received from Afghanistan and that it contained fairly full information. Though marked 1932, it contained information regarding 1933 and even 1934.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that he had had very cordial negotiations with the Afghan Minister in London, who had shown great interest in the work of the Advisory Committee. This first report from Afghanistan was the result of those conversations.

The CHAIRMAN suggested that mention should be made in the report to the Council of this first report from Afghanistan.

The Chairman's suggestion was approved.

China.

Colonel SHARMAN (Canada) referred to the low penalties imposed on Japanese nationals by the Japanese authorities in the British municipal area of Tientsin (page 54). He had been under the impression that the maximum penalty that could be imposed under Japanese legislation was three months' imprisonment. On turning to the report on Japan, however, he found that sentences of penal servitude had been imposed for varying periods up to a maximum of three years (page 62).

M. KUSAMA (Japan) replied that offences against the opium laws were not treated in the same manner as offences in respect of manufactured drugs. According to the Penal Code, the offences connected with opium-smoking were liable to a maximum penalty of seven years' imprisonment. Offences connected with raw opium were subject to a maximum term of imprisonment of three years, while offences connected with manufactured drugs were liable to terms of imprisonment up to three months.

Colonel SHARMAN (Canada) then pointed out that, according to the Japanese report, twenty-eight persons had been sentenced to imprisonment for offences relating to narcotic drugs for periods varying from three months to one year (page 63).

M. KUSAMA (Japan) replied that this was due to the fact that the persons in question were at the same time convicted of other offences in addition to offences relating to narcotic drugs.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that this was the first time that reports had been received from the six foreign concessions in China (pages 51 to 56), and suggested that this fact should be mentioned in the report to the Council.

Dr. Hoo Chi-Tsai (China) desired to pay a tribute to the French Consul at Shanghai, M. Meyrier, for his efforts to clean up the drug situation in the French concession in Shanghai.

M. BOURGOIS (France) thanked the Chinese representative.

M. Ekstrand's suggestion was approved.

India.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) stated that a report had been received from the India Native States, but had arrived too late to be included in the Summary.

Dr. Hoo Chi-Tsai (China) noted the reference to the smuggling of charas from Chinese Turkestan (4) and to the smuggling of opium from Yunnan (9). After the last session of the Committee, he had written to the Chinese Government and had been informed that definite instructions had been given to the local administrations to exercise control over Indian hemp and opium. The provincial Government of Yunnan had provided for an annual decrease in the area under poppy cultivation in Yunnan and for the ultimate cessation of cultivation.

Iran.

Colonel SHARMAN (Canada) noted that the total exports of raw opium amounted to about 224 tons (4). This figure was apparently different from that published by the Central Opium Board. , He asked what was the difference.

Mr. Duncan HALL (Secretariat) replied that the Central Opium Board's figure was 297 tons.

Mr. LYALL (Assessor) pointed out that the Board's figures were for the calendar year 1933, while the Iranian Government's figure related to the year from March 21st, 1933, to March 20th, 1934.

M. PILOSSIAN (Iran) thought this probably explained the difference, but he would in any case make enquiries.

M. CAVAZZONI (Italy) asked why such a large quantity as 119 tons was exported to China, which had large supplies of its own (4).

Dr. Hoo Chi-Tsai (China) stated that the importation of opium into China was forbidden, and that import certificates were not now issued.

The CHAIRMAN pointed out that the Iranian representative had just informed the Committee that the exports had been reduced from 1,800 chests to 600 chests.

M. PILOSSIAN (Iran) said that his statement had referred to a decrease in production. No decision had been taken by the Iranian Government to reduce exports, but that result would no doubt follow from the decrease in production.

In reply to M. Cavazzoni, he said it was true that China possessed large supplies of opium, but, as the habit of smoking opium still existed, and since, moreover, the taste of opium-smokers differed, persons accustomed to smoke Iranian opium continued to do so. As Iran had not ratified the Geneva Convention, its provisions were not applied to exports.

M. CAVAZZONI (Italy) thought there was some discrepancy between the statements of the Chinese and Iranian representatives as to whether imports of opium into China were permitted or not. He pointed out that the quantity exported to China was more than half the total export from Iran.

He thought the Committee must accept the Chinese representative's assurances regarding the efforts made to reduce Chinese production of opium. The prohibition of imports was an inevitable corollary to such reduction of home production. He asked what would happen to this large proportion of Iranian exports if China prevented imports. Had the Iranian Government taken this possibility into account and provided for substitute crops ? If not, this large quantity of opium would still seek a market, either in China or elsewhere.

M. CARNOY (Belgium) endorsed the Italian representative's remarks. Sooner or later, Iran would be faced with a very serious position.

Moreover, he thought the position was very unfortunate from the point of view of international morality. It was true that Iran had not ratified the Geneva Convention, and he hoped she would soon take steps to do so ; but, even apart from such ratification, Iran was placed in the false position of sending opium to China which that country could not accept and which was therefore imported in a fraudulent manner. He therefore thought that Iran should make the utmost efforts to substitute other crops for the opium poppy.

Dr. Hoo Chi-Tsai (China) thanked M. Carnoy for his remarks and hoped the matter would soon be settled between the two Governments concerned. The Iranian representative had argued that, as smoking was permitted in China, it was obvious that Iranian opium was required.

As the Chinese authorities found it impossible to put an immediate stop to opium-smoking, their policy was to reduce the number of smokers gradually and at the same time to reduce the cultivation of the opium poppy. The smokers who still remained would be obliged to smoke Chinese opium. It was evident that, if the Chinese Government prohibited the cultivation of the opium poppy and allowed imports of foreign opium, its efforts would be vain.

He would ask the Iranian representative to state by whom the Chinese import certificates for Iranian opium were issued. If such import certificates in fact existed, steps would be taken to prevent the issue of further certificates.

M. PILOSSIAN (Iran) regretted that such a situation continued to exist between the two countries concerned. It was due to the fact that the consumption of opium still continued in China.

With regard to the import certificates, he had not seen them personally, but he knew that they existed. He could also state that duty had been paid on imports of Iranian opium. It was evident that such large quantities could not be imported secretly into the country.

In reply to M. Cavazzoni, he said it was true that more than half the Iranian exports went to China; but it must be borne in mind that China's consumption represented about 90% of the world consumption. The 119 tons sent to China in 1933 represented perhaps 1% of the total Chinese consumption.

With regard to Iranian production, he pointed out that, according to the synoptic table on page 122 of the Summary, production had dropped from 892 tons in 1931 to 547 tons in 1932, and to 461 tons in 1933.

M. CAVAZZONI (Italy) observed that, in spite of these figures, the area under cultivation had risen from 29,436 hectares in 1932 to 34,174 hectares in 1933 (5). The decrease in production in the latter year was therefore accidental and the result no doubt of a less satisfactory harvest.

He thought the Committee would agree that the Chinese representative's statement regarding the prohibition of imports of opium was quite clear, and that the Iranian Government must therefore be aware that any future imports into China would be illicit. He hoped it

would be possible to obtain further particulars as to the source of the import certificates. Unless these documents were produced, it must be assumed that China had prohibited imports.

M. Cavazzoni also referred to the cultivation of Indian hemp, which was not prohibited in Iran.

M. PILOSSIAN (Iran) said the imports in question might be considered as illicit by China in accordance with the laws of the country, but the exports were not illicit from the point of view of the Iranian Government, which had not ratified the Geneva Convention. The import of 5,915 kilogrammes of opium into Iran from Afghanistan was a parallel case (page 47). That transaction was perhaps licit from the point of view of Afghanistan, but it was illicit from the Iranian point of view, since the import of opium was prohibited.

Opium-smoking existed in China, and the Iranian authorities were not trying to make fresh addicts. He thought the matter might be settled direct between China and Iran.

With regard to the area under cultivation in Iran, he pointed out that, though there had been an increase in 1933, the figures for the years 1929-1933 showed a decrease.

With regard to Indian hemp, he thought Iran was not the only country in which the cultivation was permitted. Hashish was not produced to any extent in Iran, and its use was scarcely known. The fibres of Indian hemp were used for making ropes and the grains were used as birdseed and, in some cases, as food for human beings.

The CHAIRMAN pointed out that the present case concerned a country which, not having ratified the 1925 Convention, did not apply the certificate system and did not therefore consider itself bound by the obligations involved in that system. Legally, that point of view might be correct. The campaign against drugs, however, was not only a question of conventions. It was also a question of international solidarity to which all countries should contribute, even those which, for some reason or another, had not ratified the Conventions. It was for that reason that the Chairman could not agree with M. Pilossian when he stated that, while the imports in question were illegal from the point of view of the importing country, the exports were legal from the point of view of the exporting country. He was glad, nevertheless, to note from M. Pilossian's declarations that the Iranian Government was studying the possibility of ratifying the 1925 Convention. It was to be hoped that this ratification would not be delayed, and that it would result in the establishment of a normal situation.

M. CASARES (Spain) pointed out that both China and Iran had ratified the 1931 Convention, which required the application of the import-certificate system.

The CHAIRMAN reminded M. Casares that that Convention did not refer to opium, but only to manufactured drugs. He asked the Chinese representative whether his Government exercised any control over illicit imports of opium.

Dr. Hoo Chi-Tsai (China) said that the Customs exercised control, but he could not give a detailed reply without knowing the port of entry.

M. CAVAZZONI (Italy) urged the two Governments to do everything in their power to clear up the present situation. He hoped the Chinese Government would make every effort to prevent illicit imports. He asked the Iranian representative to be good enough to supply information at the next session as to the import certificates and the ports of entry.

Dr. Hoo Chi-Tsai (China) said he would naturally refer the matter to his Government. The imports in question could not have passed through the Chinese Maritime Customs and had probably been landed at places along the coast where no Customs existed. In other words, the opium had been smuggled into China. It was in the interest of the Chinese Government to prevent such imports.

The CHAIRMAN remarked that the Iranian representative's argument had been based on the fact that Iran had not acceded to the 1925 Convention. He would point out that many States had applied the import-certificate system even before the Convention came into force, and that two important countries—namely, the United States of America and China—at present applied it without being parties to the Geneva Convention.

M. PILOSSIAN (Iran) noted the recommendations made, in particular by the Chairman and M. Cavazzoni, and would communicate them to his Government. As he had already stated, his Government intended to ratify the Geneva Convention. Until it had done so, however, exports of opium to China could not be considered as illicit.

Japan.

M. CAVAZZONI (Italy) requested the Japanese representative to explain why the area under the opium poppy had increased from 1932-33 (page 123).

M. KUSAMA (Japan) replied that the policy of the Japanese Government in controlling the production of opium was to meet the legitimate demand for morphine and its derivatives by

the production of opium within the country. The production and disposal of the opium were under the absolute control of a monopoly.

M. CAVAZZONI (Italy) said he had asked this question on account of the considerable increase in the area under poppy cultivation in Chosen, though that country still imported opium from Iran.

Siam.

M. CAVAZZONI (Italy) asked if the Siamese representative could give any information as to the volume of the " enormous illicit traffic in prepared opium " and the sources of that traffic (**6**).

Luang BHADRAVADI (Siam) said that all the available information was contained in the seizure reports which were submitted regularly to the Opium Section. The Summary further stated that a considerable proportion of the raw opium originated from the clandestine cultivation by the semi-wild hill tribes in Northern Siam (**9**).

M. CAVAZZONI (Italy) asked whether, since the illicit traffic was mainly in the interior of the country, the Government did not contemplate taking any steps.

The CHAIRMAN pointed out that additional information was provided in the supplementary report on pages 105-107 of the Summary.

Luang BHADRAVADI (Siam) observed that the Siamese Government had pointed out the difficulties at the time of the Bangkok Conference. They were due to the fact that the source of the opium was in inaccessible mountainous districts. The Government had sent an expeditionary force and was doing its best to combat the traffic. Moreover, opium-growing was permitted on the other side of the frontier.

M. CARNOY (Belgium) observed that the geographical situation made it difficult to cope with the traffickers. At the same time, he noted that the roads in the north and north-eastern part of Siam had been improved and this should make the work of the police force more effective. The Siamese representative had spoken of opium coming from the north. He asked from what country to the north of Siam the Siamese representative referred.

Luang BHADRAVADI (Siam) replied that the roads had been improved in the north and north-east, but were still far from perfect in the north-west. He was unable to reply as to the particular country from which the supplies of opium came.

The continuation of the discussion was adjourned to the next meeting.

FIFTEENTH MEETING (PUBLIC).

Held on Friday, May 31st, 1935, at 10 a.m.

Chairman: Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee, including the representatives of Japan, and the assessors, except the representatives of Bolivia, Germany, Turkey and Uruguay.

1056. Consideration of the Summary of Annual Reports of Governments on Traffic in Opium and Other Dangerous Drugs for the Year 1933 (document C.258.M.130.1935.XI) (continuation).

A. SUMMARY OF ANNUAL REPORTS ESTABLISHED IN ACCORDANCE WITH THE FORM APPROVED BY THE COUNCIL ON MAY 14TH, 1930 (*continuation*).

North Borneo.

Mr. FULLER (United States of America) drew attention to the statement that 2,324 coca plants were grown for ornamental purposes on the Japanese estate at Taiwan by the Nippon Industrial Company (**5**).[1] The Committee had already had occasion to refer to a similar case in French West Africa. Had Major Coles any information on this subject ?

M. CASARES (Spain) suggested that it would be easy to use other less dangerous plants for ornamental purposes. 2,324 was no negligible quantity.

Major COLES (United Kingdom) said that he would convey to the Governor of the Colony the observations made by the Committee, and ask him for further information on the subject.

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[1] The numbers in parentheses relate to the sections of the Summary.

M. KUSAMA (Japan) observed that he had no information on the question and, further, that the Japanese authorities had no jurisdiction over the Nippon Industrial Company, which existed under the laws of the Government of the Colony.

Dr. Hoo Chi-Tsai (China), referring to the sentence to the effect that " no person other than an adult male *Chinese* was allowed to purchase, etc., chandu, or be admitted to any smoking-shop " (**1**), said that the Chinese Government would certainly not protest if this favour were withdrawn. It would even be grateful if special facilities were no longer extended to Chinese for the consumption of opium.

Hong-Kong.

Colonel SHARMAN (Canada) observed that the Summary seemed to indicate an increasing tendency to use codeine for making pills for smoking [(**3**), paragraph 5, and (**11**)].

The CHAIRMAN observed that these passages could hardly refer to licit traffic. While codeine might have been supplied for medical purposes to the Fourth Army, it could not have been delivered in the form of pills for smoking. He would request the United Kingdom Government to be good enough to look into this matter also.

Chosen (Korea).

Mr. LYALL (Assessor), referring to the statement that drug addicts officially registered at the end of 1933 numbered 4,628 in all, showing an increase of 184, and to another statement further on that, in 1933, 1,291 persons were admitted to special clinics, of whom as many as 1,162 were cured and discharged (**3**), asked what happened to the large number of persons who apparently had received no treatment.

M. KUSAMA (Japan) said that, under the present system, addicts were either treated in their own homes or in special institutions. It was possible to treat them in special institutions in populous areas where their number was considerable, but in country districts where the population was scattered, this was not possible. For these latter districts, however, the Japanese authorities had provided special medical officers responsible for the treatment of addicts as out patients.

Mr. LYALL (Assessor), after thanking M. Kusama for this information, noted that 200 kilogrammes of morphine had been imported and 119 kilogrammes of heroin (**3**). The first amount was sufficient to ensure the maximum medical dose for 6,000 persons per diem throughout the year. The second amount sufficed for a daily dose throughout the year of some 20,000 persons. The total number of addicts was, however, only 4,628. He supposed this meant that much larger quantities were given to addicts than other medical narcotic doses administered to non-addicts. He felt somewhat anxious about the large proportion of heroin, and wondered whether it might not be possible to substitute morphine as far as possible, because the presence of heroin was a far greater temptation to traffickers than morphine.

The CHAIRMAN supported Mr. Lyall's observations. He thought the authorities should experience no great difficulty in substituting, to a large extent, morphine for heroin in the treatment of addicts.

M. KUSAMA (Japan) thanked Mr. Lyall for raising these two very interesting points. The question of the amounts and kinds of drugs used by practitioners had been receiving the attention of the Government for some time past. In 1933, a far-reaching and detailed enquiry had been carried out concerning the treatment of addicts. He understood that this enquiry was now terminated, so that he might at any time receive the report from his Government on the subject. He would immediately communicate that report to the Advisory Committee. There was no doubt, as Mr. Lyall had said, that normal doses were not sufficient in the treatment of addicts. In this matter, the Government authorities could not dictate to the medical officers in charge of the curative treatment, even though the amounts used might seem large.

The question of substituting morphine for heroin was also covered by the enquiry to which he had just referred. He was sure, however, that no heroin could escape into the illicit traffic, owing to the fact that the Government had a monopoly, and very stringent regulations were in force applying to all persons connected with the handling of these drugs.

On April 25th, the Government-General of Chosen had revised the regulations concerning narcotic drugs. One feature of this amendment was the infliction of heavier penalties, not only for trafficking, but for all offences connected with drugs, the maximum penalties being five years' imprisonment and a fine of 2,000 yen. This was evidence of the Government's earnest endeavour to cope with the problem.

Colonel SHARMAN (Canada) said that the almost universal practice of the medical profession in dealing with morphine addiction was to begin with the dosage of the addict, which might be from 10 to 14 grains a day, an amount which was rapidly reduced to what was known as the stabilising dose of 2½ grains. Treatment was then continued until complete

withdrawal of morphine. In the case of treatment for heroin addiction, the treatment began with smaller doses, the stabilising dose being less than 2 to 2½ grains. Thus, taking each case of treatment from start to finish, the patient received a smaller quantity than he would probably have consumed if he had been freely indulging in his habit.

Mr. LYALL (Assessor) thanked M. Kusama for his information. He had felt it his duty to call attention to the figures, because they had caused him a certain amount of anxiety. In view of M. Kusama's assurances, he had no further observations to make.

The CHAIRMAN thanked M. Kusama, and noted that all the questions raised by Mr. Lyall were under investigation by the Japanese authorities themselves.

Dr. Hoo Chi-Tsai (China), referring to the phrase, "No Japanese subjects smoke prepared opium but persons indulging in this vice are found from time to time among resident Chinese" (6), asked whether there were opium smokers or eaters among the Koreans. Furthermore, how was it possible to say that no nationals were addicts in a territory where a system of drug addiction was still tolerated ? For instance, in Manchuria, the number of Japanese opium-smokers was, according to Chinese papers, on the increase.

M. KUSAMA (Japan) said that this information had been taken from the reports of the police authorities, which also showed that no Koreans had been prosecuted in the countries mentioned.

Taiwan (Formosa).

M. CAVAZZONI (Italy) asked whether the Japanese representative had any further information concerning the "certain very ingenious methods of smuggling" mentioned in the Summary (3).

M. KUSAMA (Japan) said he had no further information, and could not easily hazard a guess as to what these methods might be. He had no particular reason to believe that these drugs came from Fukien.

Dr. Hoo Chi-Tsai (China) said it was very difficult to say if drugs had been manufactured in Fukien. In regard to the 127 kilogrammes of heroin seized in the previous year, the United States authorities had suggested that they might have come from the province of Fukien, while the United Kingdom representative thought they were of Japanese origin. He was referring, of course, to manufactured drugs, and not to opium, which was another question. One of the difficulties experienced by the Chinese Government was that many persons of Chinese race in Fukien and Formosa possessed Japanese nationality, and thus were not subject to Chinese jurisdiction. Some even possessed both Chinese and Japanese nationality. In 1934, the Central Government had decided that all culture of the poppy must be stopped in Fukien. It had taken very severe measures to destroy existing crops, even going to the length of sending troops to the spot. Intensive propaganda had been conducted, including the distribution of 80,000 tracts by aeroplane, announcing to the population that poppy-growing must be stopped at all costs. He was sure that there would be a considerable improvement in the near future.

Mr. LYALL (Assessor) added that, in recent years, the Chinese Government had instructed the Customs to carry out coastguard work also. There were now many high-powered launches working along the coast to stop smuggling, especially by junks. This should prove to be very effective in stopping the illicit traffic.

Dr. Hoo Chi-Tsai (China) explained that these launches were some of the speediest and most modern in the world. They had been constructed in England.

Kwantung Leased Territory.

Dr. Hoo Chi-Tsai (China), referring to the expression, "the smugglers, being Chinese travellers coming from the direction of North China" (3), asked what was meant by "North China".

M. KUSAMA (Japan) supposed that the reference was to Chinese coolies coming from Shantung and Kwangsi into Dairen.

Dr. Hoo Chi-Tsai (China) remarked that, in 1933, the number of Chinese travellers from Manchuria to China had been greater than from China to Manchuria.

Colonel SHARMAN (Canada), referring to the statement that forty-nine persons had been punished by flogging (9), asked the Japanese representative, in view of the further statement that "this form of punishment is administered in accordance with the Ordinance concerning fines and flogging in Kwantung to such Chinese as are liable," etc., whether this punishment was administered only to Chinese or to all guilty persons irrespective of nationality.

M. KUSAMA (Japan) said that this form of punishment was limited to Chinese in the territory. He believed it was an old custom that persons might have the choice of going to

prison, paying a fine or submitting to flogging. Flogging was not administered unless the person was deemed physically fit for receiving such punishment. He would, however, make enquiries.

Dr. Hoo Chi-Tsai (China) remarked that it was a pity, in the matter of drug offences, that all were not treated alike.

Macao.

M. DE VASCONCELLOS (Portugal), in reply to Mr. Lyall, said that the report from Macao had been delayed in the first instance by the decease of the Director of the Service. It had, however, been received at Lisbon, where he had examined it as President of the Central Narcotics Commission. He had been informed by telephone that it had now been despatched to Geneva.

Dr. Hoo Chi-Tsai (China) asked whether there had been any change in the opium regulations. Did the authorities permit the manufacture of drugs or was such manufacture prohibited as heretofore ?

M. DE VASCONCELLOS (Portugal) said that such manufacture was absolutely prohibited. In view of the supply of raw material available, the local authorities had published an ordinance authorising the manufacture of drugs. The Central Government had intervened and had obliged the Macao authorities to publish a new ordinance annulling the previous one. No drugs had been manufactured in the interval.

Netherlands Indies.

M. CASARES (Spain) noted that, whereas only 219 kilogrammes of raw opium had been confiscated, the report farther on said that " 534 kilogrammes of raw opium seized were transferred to the opium factory " (**9**). He wondered whether the Netherlands representative could explain this apparent discrepancy.

M. DELGORGE (Netherlands) said that, when the opium was seized, it had not yet been actually forfeited pending the judgment of the courts. When the courts had given judgment, the opium became definitely confiscated and was sent to the Government factory. Some amounts, therefore, seized in 1932 would only reach the factory in 1933.

Egypt.

RUSSELL Pasha (Egypt) said that, in 1934, the situation in Egypt with regard to illicit traffic had greatly improved. There had been no large quantities seized. All the cases were concerned with small traffickers, and with kilogrammes rather than tons. Full details were set out in an additional document. He would draw the Committee's particular attention to the tables on pages 104 and 105 of that document. In October 1929, the peak year, there had been 7,245 persons in prison for drug offences, of whom 1,564 had been traffickers and 5,681 addicts. In 1931, the figure had been 7,209, of whom 4,327 were traffickers and 2,882 addicts. For 1934, the number of persons in prison was 3,253, of whom 2,815 were traffickers and only 438 addicts. The proportion of addicts had thus fallen from 78% in 1929 to 14% in 1934. It might almost be said that wholesale white drug addiction was a thing of the past, as far as the fellaheen were concerned. The evil was now confined to the more monied classes in the cities. He was convinced that many middle-class addicts earnestly desired treatment. He was therefore urging the Government to establish appropriate institutions.

Control along the coasts was being tightened. With regard to hashish, he paid a tribute to the steps now being taken by the Syrian, Turkish and other Governments. In particular, it was a relief to the Egyptian authorities to learn that in Greece, as a result of a recent law, 84,000 kilogrammes of hashish had, by August 1934, been surrendered to the authorities of that country. In view of this fact, and the co-operation of the Turkish and French authorities in Syria, he felt that Egypt's hashish problem was now largely solved. The Egyptian police, however, could not afford to rest on their laurels. In the current year, 614 persons in prison for narcotic offences would have completed their sentences. In the following year, another 572 would also have completed their sentences, which meant that 1,186 former offenders would again be let loose on the community. There was reason to believe that many might drift back into their old ways.

In order to enable members to realise the seriousness of the problem for the Egyptian Government, he would point out that, between 1929 and 1934, no less than 30,997 Egyptians had served sentences ranging from six months to five years. This represented an enormous expense to the country, caused mainly by the activities of foreign traffickers.

Finally, he suggested that members might urge their Governments to see that the police or narcotic control authorities were supplied with adequate funds for combating the traffic, for without such funds little could be accomplished.

Dr. CHODZKO (Poland) entirely associated himself with Russell Pasha's observation concerning funds for combating the traffic. Would it not be possible for the Secretariat to find out

what funds were appropriated in each country to the campaign against narcotic drugs ? He noticed that, in 1933, the fines imposed by the Egyptian courts had amounted to over £E600,000, or 10,000,000 Swiss francs. Were these funds handed over to the police ?

RUSSELL Pasha (Egypt) replied that, unfortunately, the amount of fines actually paid only amounted to 1% of those imposed owing to difficulties of collection. There was also a provision in Egyptian law which allowed persons to be imprisoned for a term not exceeding three months in lieu of a fine of whatever amount. The natural consequence was that a large number of persons preferred imprisonment. Moreover, in certain cases, Egyptian law obliged judges to sentence offenders to imprisonment *and* a fine. The judge was allowed no discretion in the matter. When, therefore, a poor person was thus sentenced, the result of the fine was in many cases fictitious.

M. BOURGOIS (France) said he was able to assure the Committee that no more Indian hemp was being grown in Syria and that all existing stocks had been discovered and destroyed. The severity with which the control and suppression had been effected was such that only minute quantities could have escaped. He recalled the detailed and strict terms of the 1934 Decree. The possession of hashish had become an offence which might lead to searching on the mere suspicion. Under the terms of Article 38, in cases where possession was suspected, Customs officials, public security agents and other agents of the public force could search any dwelling.

The discovery of hidden stocks had been facilitated by the granting of bonuses to persons drawing attention to their existence. In June 1934, two plantations of Indian hemp, each two hectares in size, notified to the administrative authorities at Hauran, had been mown down and burnt. The sentences were from three months to two years' imprisonment and the fines from 50 to 500 Syrian pounds.

A central police service had been set up. It was in close touch with the Health Department, the Customs services and with the police and similar services in other countries. The new regulations had been strictly applied and their effect had been immediate and far-reaching.

RUSSELL Pasha (Egypt) wished to congratulate the Syrian authorities and, in particular, M. Bouchet, Director of the Syrian *Sûreté Générale*, upon the very energetic steps they had taken and the excellent results they had secured.

He sincerely hoped that it might be possible for the Greek Government to find a solution which would avoid a certain clause in Greek constitutional law which made it impossible, even with a warrant, to search the house of a Greek citizen between the hours of sunset and sunrise. This provision was a great hindrance to the Greek consular authorities and to the Egyptian police.

Dr. CHODZKO (Poland) asked the Director of the Opium Traffic and Social Questions Sections whether the circular letter following on the resolution adopted at the last Assembly had been circulated to Governments, asking for information concerning the special police or other organisations responsible for the control of the narcotics traffic. If not, would it be possible to add an enquiry regarding the sums devoted to this work ?

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that this circular letter had already been sent on February 25th and did not contain any request for information concerning the credits allotted to this service. He suggested that it would be better to await replies to the earlier letter before asking for any further information.

M. Ekstrand's suggestion was approved.

The CHAIRMAN thanked Russell Pasha for the very interesting information he had conveyed to the Committee both in the form of printed reports and in his verbal statements.

The continuation of the discussion was adjourned to the next meeting.

1057. Representation of Japan on the Advisory Committee : Letter from the Japanese Government.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) read the following letter setting out the reply of the Japanese Government to the invitation by the Council to continue to participate in the work of the Committee :

" Geneva, May 29th, 1935.

" In reply to your letter No. 12/9283/2649, of May 23rd, 1935, I have the honour to inform you, under instructions from my Government, that the Japanese Government has decided to accept the invitation of the Council of the League of Nations to continue to be represented on the Advisory Committee on Traffic in Opium, on the understanding that its participation in the proceedings of that Committee shall in no way modify its position as a State non-member of the League of Nations.

" I have the honour to inform you also that my Government has instructed me to continue to attend the meetings of the said Committee as Japanese delegate.

" *(Signed)* M. YOKOYAMA,
" *Consul-General of Japan* ."

M. YOKOYAMA (Japan) said that M. Kusama and he were very happy to be able to continue to collaborate with the Committee.

SIXTEENTH MEETING (PUBLIC).

Held on Friday, May 31st, 1935, at 3.30 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee, and the assessors, except the representatives of Bolivia, Germany, Italy, Mexico and Uruguay.

1058. **Consideration of the Summary of Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1933** (document C.258.M.130.1935.XI) (continuation).

A. SUMMARY OF ANNUAL REPORTS ESTABLISHED IN ACCORDANCE WITH THE FORM APPROVED BY THE COUNCIL ON MAY 14TH, 1930.

Turkey.

The CHAIRMAN thought the Committee would wish to express its appreciation of the exhaustive and interesting report supplied by the Turkish authorities.

United States of America.

Mr. Duncan HALL (Secretariat), referring to the United States report, pointed out that the utilisation of isocodeine and pseudo-codeine, neither of which came under the Limitation Convention, raised the question as to what action should be taken regarding these drugs, in view of the statement in the Summary that they were liable to give rise to addiction (3).[1] Had they been known when the Convention was being drafted, they would undoubtedly have been inserted in Group I of Article 1. Not being intended for trade purposes, they could not be brought under the provisions of Article 11 until the notification referred to in paragraph 2 of that article was given. This revealed a defect in the drafting of Article 11, but in the present case arrangements could eventually be made for the necessary notice of manufacture to be sent to the Secretariat.

Mr. FULLER (United States of America) stated that the two drugs referred to, and others, had been used by Dr. Small and his associates in the attempt to find substitutes for morphine, which would not give rise to addiction. Patents had been taken out and the rights vested in the United States Government. No commercial manufacture of these drugs would be permitted until their addictive properties were fully established, and the Secretariat would be supplied with all necessary particulars if it were decided to proceed further with their production and utilisation.

In reply to a question by the Chairman, M. DE MYTTENAERE (Assessor) explained that the two products in question were isomers of codeine produced by the displacement of the CH_3 group.

British Somaliland.

The CHAIRMAN suggested that the United Kingdom representative might perhaps endeavour to secure fuller information as to the characteristics and uses of the plant kat *(Katha edulis)* (9).

New Zealand.

Mr. Duncan HALL (Secretariat) reported that New Zealand had just notified its decision to ratify the 1931 Convention ; the instruments would be drawn up in London and forwarded to the Secretariat.

B. SUMMARY OF ANNUAL REPORTS ON THE SITUATION AS REGARDS PREPARED OPIUM IN THE TERRITORIES WHERE THE USE OF PREPARED OPIUM IS TEMPORARILY AUTHORISED.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that the new form used for this section of the Summary had given very satisfactory results.

Burma.

The CHAIRMAN said that the Modinos method (IV (1)) consisted in injecting the serous fluid extracted from a phlyctena (commonly called a blister) produced by the application of a vesicant. This was autoserotherapy, the value of which could not as yet be determined. Its chief effect might possibly be to attenuate the symptoms produced by the withdrawal method.

RUSSELL Pasha (Egypt) confirmed that Dr. Bigham's experience at a hospital in Cairo had not greatly strengthened his belief in this form of treatment.

[1] The numbers in parentheses relate to the sections of the Summary.

Dr. Hoo Chi-Tsai (China) said the same method had been applied in Chinese hospitals for the treatment of drug addicts with apparently satisfactory results; he would submit a detailed memorandum on the subject.

Mr. Duncan HALL (Secretariat) reminded the members of the Committee that two pamphlets had already been circulated to them giving particulars of experiments made in the Netherlands Indies with this method of treatment. He himself had been told by a doctor in Bandoeng that the Modinos method was controlled by giving other addicts injections of a salt solution. The results obtained by both methods were the same; cures were found to be largely a matter of faith.

Northern and Southern Shan States and North Borneo.

Colonel SHARMAN (Canada) drew attention to the contrast between the systems adopted in these countries for the control of dross (IV (3)). In the Northern Shan States, licensees were apparently allowed to sell dross to the poorer classes of consumers who could not afford to buy raw or prepared opium, whereas in North Borneo the dross was sunk in the sea. In view of the finding of the Bangkok Conference that the consumption of dross was possibly more dangerous than opium-smoking itself, he thought some explanation was required of the situation in the former territory and felt very strongly that licensees should not be allowed to sell dross.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that, in signing the Bangkok Agreement, the Government of India had made a special reservation regarding the application to the Shan States of the recommendations regarding rossd, in view of the fact that control was impossible in such mountainous and inaccessible country.

Mr. WILD (India) undertook to draw the attention of the authorities concerned to the comments made.

Brunei, Straits Settlements, Federated and Unfederated Malay States.

Major COLES (United Kingdom), referring to the criticisms made in 1934[1] against the maintenance of public opium-smoking saloons, was now able to supply fuller information than had appeared in the 1932 report. The general policy followed was to abolish opium-smoking saloons as soon as possible in the Federated Malay States. The numbers of these saloons had fallen from fifty-one in 1930 to three in 1934, and these three had now been ordered to close down.

In Johore and Kedah, all the divans had been abolished. In Purlis, the only saloon still left in 1933 had been closed down in 1934. In Kelantan, four of the six non-Government smoking-saloons had been abolished and the remaining two, together with the two Government smoking-saloons, had been ordered to close down. Arrangements were also being made to close the smoking-saloons in Trengganu and Brunei as soon as possible. By the end of June 1935, no public licensed smoking-saloons would exist anywhere in Malaya, and no new establishments would be allowed to open.

Major Coles then read a detailed report made by the Governor of the Straits Settlements on the general situation with regard to social and medical services in the Settlements and the Federated and Unfederated Malay States, showing that the encouragement given to athletics and games, the improvements made in housing conditions, the facilities offered for medical and hospital treatment of drug addicts, the opening of "amusement parks", the introduction of cheap transport services and the various forms of welfare work instituted by the authorities were effectively diminishing the evil effects of opium addiction.

The CHAIRMAN said that, in view of the great importance and interesting nature of the statement made by Major Coles, it would be advisable to have the report roneoed and circulated to members of the Advisory Committee.

The Chairman's suggestion was approved.

Dr. Hoo Chi-Tsai (China) paid a tribute to the energetic action taken by the Malayan authorities to combat the opium evil. He added that the Chinese population in Singapore had proved their practical interest in the work by erecting a special hospital, towards the upkeep of which the United Kingdom Government had promised a grant. He could also confirm that the younger Chinese, especially in Hong-Kong, were showing great enthusiasm for games and athletics.

Mr. LYALL (Assessor) felt that, having frequently criticised the inadequate efforts made by the Straits Settlements and Malay States authorities in combating opium-smoking, he was now bound to express his great appreciation of Major Coles' statement, which showed the value of the indirect, but none the less effective, action taken to reduce the evil of opium-smoking.

Hong-Kong.

Dr. Hoo Chi-Tsai (China) thought the statement made regarding anti-opium organisations (II (4)) was too categorically worded. To his knowledge, the Chinese population of Hong-

[1] See Minutes of the Eighteenth Session of the Commission, page 23.

Kong was not given very great encouragement to engage in anti-opium activities. It was true that school and university students were greatly interested in games and athletics, but to the working-classes such recreation was a luxury. He thought that the policy of the Malayan authorities might usefully be imitated in Hong-Kong.

Netherlands Indies.

M. DELGORGE (Netherlands) said the information supplied in Section II corroborated the experience of the Malayan authorities as to the value of social and medical measures in raising the level of existence of the poorer classes and diminishing the consumption of opium.

M. KUSAMA (Japan), referring to the use made in Netherlands Indies hospitals of the meconic acid test (**III**), thought it might be useful if he could arrange for the Formosan authorities to collate their experience with those of the Netherlands Indies. He added that the test had also proved very useful in tracing unregistered opium-smokers.

Dr. HOO CHI-TSAI (China) noted that, in the Netherlands Indies, a comparatively larger number of drug addicts was treated than in the colonies of other countries (**IV** (5)).

Siam.

Colonel SHARMAN (Canada) drew attention to the sale of dross pellets to licensed addicts (**IV** (3)) and, referring to his previous remarks relating to dross, thought this statement called for comment. He felt it was extremely undesirable for a Government monopoly to supply addicts with such a notoriously harmful drug.

M. DELGORGE (Netherlands) understood that dross-smoking in Siam was now permitted only in the case of a few older addicts.

Mr. Duncan HALL (Secretariat) said that the number of dross addicts in Siam was decreasing, and he had personally remarked that very little dross was being manufactured in Bangkok.

Luang BHADRAVADI (Siam) undertook to draw his Government's attention to the Canadian representative's comments.

PART II.—SYNOPTIC STATISTICAL TABLES.

Table I.

M. DJORDJEVITCH (Yugoslavia) reported that the area under poppy cultivation in Yugoslavia in 1933 was 4,250 hectares.

Table I was approved.

Table II.

M. KUSAMA (Japan), referring to an observation by M. Cavazzoni, based probably on the Iran annual report, to the effect that 44,000 kilogrammes of raw opium had been imported into Japan, pointed out that, according to the returns made to the Permanent Central Board, no raw opium had been imported into Japan in 1933 from any country. The discrepancy between the Iranian and Japanese returns on this point had been investigated by the Central Board. He added that 38,000 kilogrammes of raw opium had been imported into Formosa.

M. DJORDJEVITCH (Yugoslavia) said that the entry of 18,000 kilogrammes in column 17 should be corrected to 15,813 kilogrammes. The former figure represented the quantity of untreated opium.

The CHAIRMAN drew attention to the increased exports of raw opium from Turkey to other countries.

Table II was approved.

Table III.

Table III was approved.

Table IV.

M. CASARES (Spain) had been asked by the Chinese representative, who was temporarily absent, to draw attention to the large increase in the quantity of raw opium used in Macao for the manufacture of prepared opium.

M. DE VASCONCELLOS (Portugal) believed the increase was due to the fact that the drastic restriction policy had been abandoned, as it had resulted in increased illicit traffic. The 1934 return, he thought, would show a decrease.

Replying to a query by Mr. Lyall, he confirmed that the decrease had affected the consumption both of illicit and of licit stocks.

In reply to a question by Mr. Duncan Hall, Luang BHADRAVADI (Siam) undertook to ascertain whether the absence of returns for 1932 meant that the Siamese factory had suspended working.

Mr. Duncan HALL (Secretariat) pointed out that the total figures in Table IV could not be regarded as giving a fair picture of the situation unless account were also taken of the figures of seizures given in the footnotes.

Table IV was approved.

Tables V, VI and VII.

Tables V, VI and VII were approved.

The continuation of the discussion was adjourned to a later meeting.

1059. **The Enquiry into the System of Import Certificates and Export Authorisations : Report of the Sub-Committee** (document O.C.1535(*l*)).

Colonel SHARMAN (Canada), supported by Dr. SCHULTZ (Austria), expressed the opinion that, owing to the short time available for studying the report submitted and the very important issues involved, no decision on points of principle could be immediately taken by the members of the Committee.

After an exchange of views, *the Committee agreed to adjourn the decision on this point to a later meeting.*

SEVENTEENTH MEETING (PUBLIC).

Held on Saturday, June 1st, 1935, at 10 a.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the assessors, except the representatives of Austria, Bolivia, Egypt, Germany, Iran, Italy, Mexico, Turkey and Uruguay.

1060. **Examination of the Situation in the Far East.**

Dr. Hoo Chi-Tsai (China) made the following statement :

At the last session[1] I communicated to you the new regulations (document O.C.1576) issued in China for the campaign against drugs and opium, and explained their general structure. I will speak to-day of what has been done in China since these new regulations came into force. Although it has been our custom at the spring session merely to examine the annual reports relating to two years earlier, I will make an exception to this rule in order to comply with the request expressed by certain members of this Committee for information of a more recent date, and also because the present situation in China differs considerably from that in 1933. I will therefore speak of the most recent developments in China.

In order to clear the ground and not to prolong my statement unduly, I will not speak, unless you yourselves ask me questions, of what is already contained in the various memoranda which I have communicated to you. These memoranda are reproduced in document O.C.1602 and in the series of documents O.C.1597, and relate, *inter alia*, to the lecithin treatment, and the situation at Nanking, Shanghai, Tientsin, and in the province of Kiangsu.

I will therefore speak of the position in the other parts of China, and of the new general measures taken by the Central Government to complete and supplement those laid down in the regulations which I communicated to you at our last session. I shall, obviously, not be in a position to give you a complete picture of what has been done in China since our last session. Indeed, only a few months have elapsed since that session, and it is scarcely possible to hope to obtain all the necessary information and statistics in such a short time for such a vast and distant country as China. Moreover, since our statistics on the question of narcotics are recent, they cannot be either complete or perfect. I nevertheless think that the information which I shall submit is already sufficient to give you an idea of the progress made in China.

Those of you who have followed the campaign against opium and narcotic drugs in China will have noted, even from Press reports alone, that our Government has pursued the programme which it laid down last year with the greatest energy.

For the sake of clearness, I will divide my statement into several parts :

I. Measures relating to manufactured narcotic drugs ;
II. Measures relating to opium ;
III. Disintoxication hospitals ;
IV. Propaganda measures.

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[1] See Minutes of the Nineteenth Session of the Committee, page 55 *et seq.*

I. *Measures against the Clandestine Manufacture, Traffic and Use of Manufactured Narcotic Drugs.*

The application of the regulations on this subject, which were promulgated on May 11th, 1934, has been extended to most of the Chinese provinces. During the year 1934, the death penalty laid down in these regulations has been applied in 263 cases, without regard to the social position of the persons concerned. These sentences were pronounced and put into effect at Nanking, Peiping, Shanghai, and Hankow, and in the provinces of Chekiang, Anhwei, Kiangsu, Shantung, Shansi, Shensi, Honan, Kiangsi and Chahar. As the beginning of 1935, a heroin trafficker was sentenced at Tientsin.

The 263 sentences pronounced were based on the following offences :

18 cases of illicit manufacture ;
213 cases of sale ;
26 cases of transport ;
6 cases of drug addicts who had been cured and relapsed into their vice.

The Chinese Government continues to apply these regulations with extreme severity, and quite recently, at the beginning of April 1935, it issued further regulations for the application of the prohibition of manufactured narcotic drugs, a provisional translation of which you will find in document O.C.1606. These new regulations maintain the draconian provisions of the regulations of May 1934, but supplement them by laying down time-limits for the campaign against manufactured drugs and provide a graduation of penalties for the offenders. Their characteristic features may be summarised as follows :

(1). Disintoxication hospitals must be opened within three months in all parts of China where they do not yet exist and where the number of addicts is comparatively large. In parts of China where the number is insignificant, ordinary hospitals will be appointed to include the cure of addicts in their work.

(2). Clandestine manufacturers and drug traffickers will be executed, while their accomplices will be sentenced to imprisonment for a period of five to twelve years. As from 1937, the accomplices will also be sentenced to death.

(3). Houses used as premises for clandestine manufacture will be confiscated if their owner is aware of the illicit manufacture and has not reported it to the authorities. In this case, the owner will also be sentenced for complicity.

(4). The property of the traffickers will be confiscated, and 20% to 40% of the proceeds of the sale of such property will be paid as rewards for persons who have reported the case and for the officials who have had to deal with it.

(5). All addicts are called upon to follow a disintoxication treatment during the year 1935. The addicts discovered in 1935 are subject to the compulsory disintoxication treatment. Any addicts still found in 1936 will be subject to a compulsory disintoxication treatment, and in addition sentenced to imprisonment for at least five years. As from 1937, any addict will be executed or imprisoned for life. By gradually increasing the penalty on addicts in this manner, it is hoped that they will all follow a treatment in 1935 of their own free will.

(6). These regulations must obtain the widest publicity, and measures are provided for this purpose.

By the system which I have just summarised, the Chinese Government hopes to bring about the cure of addicts and the cessation of illicit manufacture and traffic before 1937. This system applies to manufactured drugs and their addicts and not to opium or opium addicts. It is in any case to be expected that, with the general and strict application of these measures, the present position may be greatly improved, unless unforeseen complications or fresh factors not dependent on the Chinese Government have in the meantime arisen.

II. *Measures relating to the Cultivation of the Poppy and the Use of Opium.*

In the regulations which I communicated to you last year, China was roughly divided into " frontier " provinces and " interior " provinces. In the " frontier " provinces, the cultivation of the poppy was to be gradually reduced from year to year, with a view to its entire suppression at the end of six years. As regards the " interior " provinces, the cultivation of the poppy was to be prohibited immediately. Fresh regulations, published at the beginning of April 1935, supplement the former regulations and elaborate their provisions.

According to these new regulations, which you will find in document O.C.1606, the provinces considered as " interior "—that is to say, as provinces in which the cultivation of the poppy must be prohibited immediately—are as follows : Honan, Hupeh, Anhwei, Kiangsi, Hunan, Kiangsu, Chekiang, Fukien, Hopeh, Shantung and Shansi. The following provinces are still authorised to grow the poppy, provided its cultivation is gradually reduced each year : Shensi, Kansu, Szechwan, Yunnan, Kweichow, Chahar, Suiyuan and Ninghsia.

For the provinces in which cultivation is prohibited immediately, inspectors have been appointed as from April of this year to proceed to the spot and see whether the regulations have been applied. A number of measures are provided in case the poppy is still discovered

in these provinces. In case of need, troops may be sent to the spot to apply the regulations. In future, inspections will still take place twice a year, in order to prevent the poppy from being replanted.

For the provinces in which poppy-growing is still temporarily authorised, an enquiry must establish in 1935 the area of the land used for the cultivation of the poppy and the amount of opium produced. Once these figures have been established, they must not be exceeded, and cultivation must be reduced from year to year. In the provinces of Shensi and Kansu, the cultivation of the poppy must cease in three years. In the other "frontier" provinces, the cultivation must cease in six years.

The new regulations provide that the registration of all opium addicts must be completed in six months. After 1935, no registration of smokers will be admitted and any opium addicts discovered will be subject to a compulsory disintoxication cure. The number registered in 1935 must serve as a basis for the annual reduction of the number of opium addicts, and this reduction must take place in such a manner that all the opium addicts registered in 1935 are cured of their vice by the end of 1940. The regulations establish the approximate annual percentage of reduction in the number of smokers for the years 1936 and 1940. I would like to add that the province of Kiangsu has taken measures for the use of prepared opium to cease in that province as early as the end of 1938.

The purchases of opium by the Supervisory Bureau for the Suppression of Opium in the provinces still producing opium must be reduced each year, in proportion to the annual reduction in the number of smokers. The number of hongs and shops for the sale of opium, which will be fixed on the basis of the number of smokers registered in 1935, will also be reduced in proportion to the reduction in the number of smokers.

These are the main lines of the measures provided by the Chinese Government in respect of poppy-growing and the use of prepared opium.

III. *Disintoxication Hospitals.*

In order to reduce the number of opium-smokers and bring about the suppression of the use of prepared opium, the Chinese Government considered it necessary to provide them with all facilities for curing opium addiction and to punish them if they do not avail themselves of these facilities. Hospitals have been opened throughout China. Here are some statistical data on the subject :

Number of hospitals and establishments for the treatment of addicts, in existence before 1934 *or opened in* 1934 *in the various provinces and municipalities and the number of smokers treated in* 1934. [a]

Provinces or Municipalities	Number of hospitals and establishments for the treatment of addicts	Smokers treated and cured	Smokers still under treatment
Provinces :			
Kiangsu	61	20,632 [b]	589
Chekiang	73	16,749	... [c]
Shantung	89	14,701	1,477
Hopeh	109	8,584	... [c]
Ninghsia	10	4,117	204
Shensi	6	3,846	534
Honan	44	2,578	12
Hupeh	35	1,633	... [c]
Kiangsi	23	1,361	119
Shansi	106	737	312
Hunan	3	706	... [c]
Chinghai	5	250	4
Kansu	1	52	25
Chahar	13	9 [d]	... [d]
Fukien	8	... [c]	... [c]
Municipalities :			
Nanking	1	1,587	175
Shanghai	4	1,131	108
Tientsin	2	1,130	103
Tsingtao	2	1,012	214
Peiping	2	529	504
Total	597	81,344 [e]	4,380 [e]

[a] This table has been communicated by the National Commission for the Suppression of Opium.

[b] The number of smokers cured in the province of Kiangsu entered in this table includes those cured from October 1st, 1934, to the end of March 1935.

[c] No report has yet been received.

[d] Two establishments in the province of Chahar reported the cure of 9 smokers ; the other 11 establishmnets have not yet sent a report.

[e] These figures represent a minimum, since all the hospitals have not yet communicated the number of smokers cured or still under treatment.

In 1935, the number of hospitals will be higher than the figure I have given you, since the regulations I have summarised to-day provide for the opening of further hospitals. Indeed, new hospitals have already been opened since the end of 1934. The number of addicts cured is higher than 81,344, since many hospitals have not yet furnished statistics and the persons cured in such hospitals are not included in the total.

In some provinces and towns, attempts are made to teach a trade to patients in disintoxication hospitals, so that addicts, after their cure, may more easily find employment. Measures are also contemplated for employing cured addicts in works of public utility. Thereby, efforts are made to eliminate one of the causes of addiction—namely, the material, and consequently moral, misery of the persons in question.

IV. *Propaganda Measures.*

In order to reduce the number of addicts, it is not sufficient to cure them; it is also necessary to warn normal persons of the danger of addiction and to prevent them from taking to narcotic drugs. For this purpose, the Chinese Government has issued a series of measures regarding the propaganda to be carried out in the provinces, municipalities and districts. It would take too long to describe or even to enumerate what has been done in the way of propaganda throughout China since the last session of our Committee. I will merely indicate the means which have been generally employed:

(1). Mass demonstrations, processions and public meetings, at which speeches are made by the higher officials and prominent persons of the district where these demonstrations take place.

(2). Travelling lectures in the street, organised by a group of specialised lecturers.

(3). Instruction by teachers in schools.

(4). The posting of warnings against narcotic drugs and the distribution of tracts.

(5). Propaganda carried out by artistes during their performances.

(6). The greatest publicity is given by the newspapers to all the measures taken by the Government against opium and drugs, the penalties inflicted on traffickers, the dangers of addiction, and the facilities granted to addicts for following a disintoxication treatment.

(7). In certain provinces recourse has even been had to special measures, such as the diffusion of maxims, proverbs and songs against narcotic drugs, the distribution of propaganda pamphlets called " The A B C of Addiction ", the institution in schools of anti-narcotic drawings or oratorical competitions, the distribution by aeroplane of tracts calling upon growers not to cultivate the poppy, etc.

In order to sum up my statement to-day, I may say that the campaign against poppy-growing and the traffic in and use of narcotic drugs is carried out in China with great energy, and measures are now taken everywhere, or are at any rate contemplated, for the application of our new regulations. The provincial authorities have been informed of the measures promulgated by the Central Government, and they have been given orders to apply them. Even in Szechwan, a great number of opium dens were closed in March this year, and medical specialists were sent there from Nanking in order to open disintoxication hospitals. In Yunnan, where, according to the report by the provincial authorities, the production of opium has fallen in the last five years from 4 million taels to 2 million (about 75,000 kilogrammes), the provincial Government, in January 1935, studied a plan for the suppression of poppy-growing in three years and the replacement of revenue from opium by revenue from the salt tax.

The object at which we are aiming is to suppress the cultivation of the poppy and the use of prepared opium by about the end of 1940. Obviously, the opium problem is very complicated. To obtain the desired result in six years would be an event of the greatest importance for the campaign against narcotic drugs in the entire world. The National Government is firmly resolved to grapple with this task, and considers that, with the extension of its power over the whole of China, the progressive development of our national economy and the co-operation of the countries concerned, there is no reason why it should not succeed. Indeed, there is no sacrifice which we are not prepared to make in order to eliminate the scourge of opium and narcotic drugs, which menaces the vital forces of the Chinese nation.

In order to give an exact idea of the present situation in China, I cannot refrain from mentioning the fact that General Chiang Kai-Shek himself, who was appointed by the Chinese Government Inspector-General for the suppression of opium, has devoted himself to the campaign against narcotic drugs. Moreover, a perusal of the regulations which I have communicated to you will show that all the new measures taken in China against opium and drugs emanate from him, and that the application of these measures and the results obtained are placed under his direct control. This greatly facilitates the task which we have undertaken, since in the present period, which I once described as " a military period of campaign against narcotics ", the intervention, in case of need, of armed forces, commanded by General Chiang Kai-Shek, becomes easier and more direct. Whenever in the last few months he has had occasion to speak in public, especially in the provinces which still grow the poppy, such as Szechwan and Kweichow—and probably also in Yunnan, to which he has proceeded in the last few days—General Chiang Kai-Shek has not failed to speak on the scourge of narcotic drugs

and to emphasise the fact that the suppression of this scourge is one of the essential conditions for the reconstruction of China. Such words, coming from him, not only make an impression and a widespread effect in China, but also constitute an earnest pledge of the determination with which the Chinese Government intends to pursue its campaign against opium and narcotic drugs.

In conclusion, I would like again, as I have done each time when I have spoken of narcotic drugs in China, to emphasise the importance for us of the co-operation of certain foreign Powers in this matter. For reasons which do not occur in other countries, the problem of narcotics is particularly difficult for us to solve, on account of the existence in Chinese territory of illicit centres of production and of traffic which are outside the control of the Chinese authorities. All our efforts and all the sacrifices which we are making will be vain if these centres continue to inundate China with their poison. We must not reach a position in which the Chinese will be able to say that everything that we have done to suppress opium and drugs of Chinese origin has merely served to open an illicit market for foreign traffickers and foreign drugs.

I know that all the members of this Committee have given me assurances of their desire for co-operation, and I have no doubt that they will make representations to their Governments, in order that the latter may take adequate measures to put an end to the state of affairs which I have just mentioned. Such measures would be the best proof of the sincerity of their intentions and would be greatly appreciated by the entire Chinese people. If they were taken, and applied, one—and not the least—of the causes of distrust and misunderstanding existing in our relations with certain countries would be eliminated. If it were possible, either through the intermediary of this Committee, or in any other manner, for the Chinese Government to obtain close co-operation against the illicit traffic, I am sure that that would constitute one of the most certain roads to success and be a cause of satisfaction for the work which we have all at heart.

M. CASARES (Spain) recalled that, at its last session, when the Committee was, for the first time, informed of the new regulations enacted by the Chinese Government, it had been more or less divided into three groups—the optimists, the pessimists and those who reserved their judgment.

From the outset, he had openly been an optimist, since he thought it undeniable that, if the new policy of the Government were sincerely applied, it could not fail to produce the best results. As there was no reason to doubt the sincerity of the Government, he was an optimist.

At the last session, he had desired to congratulate the Chinese Government, not only because it had issued new regulations in respect of opium, but also because those regulations took into account the even greater danger of manufactured drugs and decreed their immediate suppression. His optimism and confidence were also based on the fact that the Chinese Government had unreservedly assumed the obligations imposed on it by the 1931 Convention.

He was now glad to find that his optimism had been justified.

In the first place, the excellent statement just made by the Chinese representative showed how strictly the Government had begun to apply the measures adopted.

Moreover, he noted with pleasure the views of the National Christian Council of China, which, at the meeting of its Anti-Narcotic Committee, held on March 5th, 1935, after noting the measures adopted by the Chinese Government, had agreed that, " in view of the present attitude of the Government towards the suppression of opium, the Church must grant it full assistance ".

At that meeting, the Anti-Narcotic Committee had adopted a number of resolutions for submission to the bi-annual meeting of the Christian Council of China recommending, *inter alia*, that " the National Christian Council should transmit to General Chiang Kai-Shek an expression of its desire to assist him as far as possible in the campaign against opium, and that it should request him to suggest on what lines that assistance could be the most effectively granted ".

The resolutions clearly showed the approval of the National Christian Council, which, moreover, proposed to write to the foreign consuls and to the authorities requesting them to do their utmost to assist the National Government to arrest foreign traffickers in China, since such arrests were rendered more difficult by extra-territoriality. In addition, the National Christian Council " recommended the Christian hospitals to assist the Government as far as possible by helping opium addicts to take advantage of the opportunity of receiving treatment and, if possible, by granting what facilities they could in this direction ".

He thought the Committee would be glad to see that persons of high standing with extensive knowledge of China and qualified to speak on the value of the measures taken by the Chinese Government for the suppression of opium had expressed their desire to help General Chiang Kai-Shek in his campaign.

M. Casares took the opportunity of congratulating Dr. Hoo Chi-Tsai on his representations to his Government. It was a secret from no one that, thanks to his persistent efforts, he had convinced his Government of the importance, from an international point of view, of putting an end to the abuse of opium and narcotic drugs in China in the shortest possible time.

In conclusion, M. Casares suggested that the Chinese representative's statement should be inserted in the Minutes *in extenso*.

Dr. CHODZKO (Poland) associated himself with the congratulations paid by M. Casares to the Chinese Government and to Dr. Hoo Chi-Tsai. The campaign being carried out by the Chinese Government was on a great scale and, if it were crowned with success, would be an historical event of great importance.

He felt obliged, nevertheless, to express certain reservations with regard to the regulations in question. The death penalty for traffickers was considered by many persons to be too severe. When one of the members of the Committee had, on a former occasion, suggested the introduction of this penalty on traffickers on the grounds that they were anti-social elements, he had met with opposition in the Committee.

The Chinese regulations went further and provided for the death sentence on addicts after 1937. A similar penalty was provided even earlier than 1937 in the case of addicts who had undergone treatment and subsequently relapsed. He did not think this penalty would find universal approval. In his opinion, addicts were persons suffering from a chronic disease in the same way as persons affected with tuberculosis or arthritis. He did not think the Christian Council, of which M. Casares had spoken, would approve such penalties, which were not in conformity with the Christian spirit. Moreover, many of the addicts were degenerates who had inherited their vice from their ancestors. The Chinese representative had stated that 81,000 addicts had been treated and cured in 1934. Dr. Chodzko would like to know what percentage of these addicts had inherited their vice. He thought an attempt should be made to find some other measures which would be less severe and less repugnant to the feelings of humanity than the application of the death sentence to sick people.

Dr. Chodzko, moreover, regarded this measure as impracticable, since it would be impossible to apply the death penalty to such large numbers of people. He therefore thought the Chinese Government should reflect carefully regarding this measure, which might detract from the value of the admirable efforts it was making.

M. CASARES (Spain) explained that his remarks regarding the National Christian Council did not imply that that body approved of all the details of the measures adopted by the Chinese Government. He himself fully agreed with Dr. Chodzko's view. He had, however, quoted the views of the Christian Council because they proved that that body felt itself in a position to support the Chinese Government in its efforts.

Mr. FULLER (United States of America) said the meeting had before it the Chinese annual report for 1933, a number of important documents regarding the new regulations which had only been distributed in the last few days, and a few documents received since the last session. He agreed with the Chinese representative that little advantage was to be gained by discussing the 1933 report. He himself was not prepared to discuss the other documents at the present session. They described a totally new system governed by regulations which were only promulgated one year ago and which had only recently been put into force in a number of provinces. He suggested that these measures should be considered at the autumn session.

The 1933 report was a definite improvement over previous annual reports, but it still left much to be desired. It was not well proportioned and did not give a complete picture of the position. It stressed the regulations issued by the Central Government, many of which had never come into force and had now been superseded by the new legislation. In addition it dealt with the imports of foreign narcotics, but was silent on the subject of the internal traffic in opium and drugs. It made no mention of the fact that opium was the chief source of revenue to some provincial Governments and a considerable source of revenue even to the Central Government. Facts well known throughout China, many of which had been mentioned at the spring session last year, had not been referred to. The report contained no reference to the Central Bureau at Hankow, which collected taxes from opium to the extent of 26 million dollars a year. Nor did it refer to the aviation line from Yunnan to Canton, which was mainly used for the transport of opium and narcotic drugs.

He did not propose to go into details regarding the manufacture of drugs. The fact of clandestine manufacture was, however, well known in 1933, and he would have liked some information regarding the development of clandestine manufacture in various provinces.

He hoped the 1934 report would give more complete information and show what the Chinese Government was doing to deal with the illicit traffic and clandestine manufacture within the country.

In the documents distributed, he would merely call attention to the report by Dr. Miyajima regarding the situation in Manchuria and Jehol. Dr. Miyajima made the brief and clear statement that there were no regulations for controlling manufactured narcotic drugs in that area.

M. BOURGOIS (France) had been much interested in the statement made by the Chinese representative. The regulation of narcotics in China had just been profoundly modified. During the period of transition, the position was naturally very complex. He therefore thought no useful purpose would be served by opening a detailed discussion on the question. He would, however, like to pay a tribute to the efforts made and the remarkable results achieved in connection with certain matters.

In this connection, he quoted passages from a report from a well-informed source regarding the position in Fukien which the Central Government had been able strictly to control since February 1934. The Nanking regulations regarding the prohibition of cultivation had been

rigorously applied. Attempts to grow the opium poppy had been suppressed and the plants had been destroyed.

Major COLES (United Kingdom) said he had listened with the greatest interest to Dr. Hoo Chi-Tsai's statement regarding the measures taken and the results achieved. Many of these measures could be approved by the Committee but he doubted whether it could fully endorse the provision in the last paragraph of Article 7 of the new regulations to the effect that from 1937 persons smoking or using narcotic drugs or taking morphine injections should be executed or sentenced to life imprisonment. There was a limit to the number of persons which any Government could imprison for life. As regards the death penalty, the Advisory Committee must consider to what extent it could endorse a policy which practically amounted to mass execution. He therefore joined with Dr. Chodzko in requesting the Chinese Government to consider whether such severe penalties were desirable and practical.

Mr. LYALL (Assessor) said the amount of information supplied by the Chinese Government created a very good impression. He was especially impressed by the report on opium suppression in Kiangsu province, which did not disguise the difficulties encountered. In order to combat addiction it was necessary to know the number of addicts, and therefore registration was compulsory.

With regard to the suppression of cultivation, the Chinese representative had stated that poppy cultivation would be suppressed immediately in eleven of the eastern and central provinces, while it would be suppressed gradually in the five western provinces. He had, however, omitted to mention the two provinces of Kwangtung and Kwangsi. Mr. Lyall was glad of this omission. The Cantonese were a very susceptible people and would be more likely to co-operate if no attempt were made to force them to comply with the regulations.

Mr. Lyall then referred to the immensity of the task with which the Chinese Government was faced. On the basis of the figures of the province of Kiangsu, where the number of smokers was not excessive, the total number for the whole of China would be from three to four millions. The amount of opium required by these smokers would be about 4,000 tons. In order to treat this number of addicts, about 50,000 beds would have to be provided for a period of four years, and this would involve great expense for a comparatively poor Government. The scheme could only be successful if the lecithin treatment, reported on in document O.C.1602, proved effective. If not, it was impossible to think that the Chinese Government would carry out the regulations and execute one or two million opium-smokers.

If cultivation were suppressed, the possibility of imports from abroad would have to be considered. With regard to imports of Iranian opium, Mr. Lyall stated that, when he was at Shanghai ten years ago, vessels carrying Iranian opium did not report to the Chinese Maritime Customs but went to some small place near the mouth of the Yangtse and discharged the opium, which was transported under military control and loaded on board a man-of-war. On one occasion, when the Customs launch accidentally approached a man-of-war, the latter opened fire with machine-guns. Though the naval authorities apologised and explained that a mistake had occurred, he had given instructions to Customs launches not to approach men-of-war. He did not know if the same position existed at the present time. If the civil authorities were more powerful than the military authorities, they could no doubt prevent such illicit imports. The position in " Manchukuo " was more difficult, in view of the long frontier between China and " Manchukuo ". He felt that little could be achieved without the active co-operation of " Manchukuo ".

With regard to narcotic drugs, it would be necessary to register the addicts in order to achieve suppression. This was more difficult than in the case of opium addicts, since the drug addicts were usually unwilling to confess their vice and were, moreover, not easy to detect. If the cultivation of the poppy were suppressed, clandestine manufacture would disappear in the interior of the country and the danger would only exist in places where opium could be obtained from abroad. As the Chinese representative had appealed to foreign Governments for their assistance, it was unnecessary for Mr. Lyall to enter into this subject.

M. DE VASCONCELLOS (Portugal) also congratulated the Chinese representative on his interesting statement and on the measures taken by his Government. He thought the Committee could approve the policy of the Chinese Government without endorsing all the measures contained in the regulations. He had himself regarded the penalties on traffickers as being formerly too light, but had not advocated the death sentence, since he was, in general, opposed to capital punishment.

With regard to the death sentence on addicts, he was afraid this measure could not be applied to the full extent.

M. YOKOYAMA (Japan) said that he had been neither an optimist nor a pessimist at the previous session. While congratulating the Chinese Government, he had preferred to await developments. On the present occasion, on hearing Dr. Hoo Chi-Tsai's remarkable report, he had applauded it wholeheartedly. He was now somewhat more optimistic, but he would, nevertheless, point out that China was a country of enormous extent with a population of 350 to 400 millions. According to Mr. Lyall's estimate, 1%—that was to say, four million persons—were addicts. According to other calculations, the percentage was still higher.

Dr. Hoo Chi-Tsai had reported that 81,000 addicts had been treated in 1934 and that the number was now considerably greater. If the number were taken as 100,000, this represented only 2½% of Mr. Lyall's estimate of the number of addicts. Consequently, great efforts would still have to be made ; those efforts deserved the entire sympathy of the Committee.

With regard to the penalties imposed, some speakers had considered them too severe, though the Advisory Committee had in the past recommended severe penalties. The Chinese Government had followed that advice and had edicted the extreme penalty. He thought this was not a matter for the Advisory Committee, since every Government knew the characteristics of its own people best. What applied to one country was not necessarily applicable to another.

With regard to co-operation with foreign Powers, hitherto the situation in China had been very obscure and had not been very encouraging for such co-operation. He might compare the position with a great conflagration and the co-operation of the foreign Powers with a small pail of water. The position would be hopeless so long as the fire was fed from inside. Now that it was being reduced, the pail of water might be of some assistance. He would do his best to see that that pail of water should not be denied.

Mr. Fuller and Mr. Lyall had referred to drugs coming in from " Manchukuo ". He had heard recently that the " Manchukuo " authorities had prepared new regulations regarding narcotic drugs which were about to be promulgated. He thought those regulations would be of great assistance in meeting the position.

The obscurity which had hitherto prevailed was now being penetrated by rays of light and the co-operation of foreign countries was thereby facilitated.

He had great pleasure in congratulating Dr. Hoo Chi-Tsai and the Chinese Government on the efforts which they had made.

The CHAIRMAN pointed out that the Chinese Government had announced two radical measures—in the first place, the registration of addicts and, in the second place, the execution of addicts in 1937. He asked whether there was any relation between these two provisions which, in his opinion, were in conflict with each other.

Dr. Hoo Chi-Tsai (China) thanked the various speakers who had praised the Chinese Government's efforts and also those who had criticised them, since they had drawn attention to important aspects of the situation.

In reply to the Chairman's question, he pointed out that document O.C.1606 contained two sets of regulations :

1. Regulations for the enforcement of opium prohibition in China ;
2. Regulations for the enforcement of the prohibition of narcotic drugs.

In order to make the distinction clear, the expression " narcotic drugs " should read " manufactured drugs ". The provision that persons smoking or using narcotic drugs should be executed or sentenced to life imprisonment after 1937 did not refer to opium addicts, but to persons addicted to manufactured drugs or pills containing heroin or morphine.

The treatment of opium addicts was dealt with in Article 4 of the first set of regulations. Any smoker who did not register was, on discovery, sent to a hospital for compulsory treatment. Registration was compulsory, in order that the authorities might ascertain the number of opium addicts. The opium addicts would then undergo compulsory treatment in progressive periods of five years ending in 1940.

In reply to Dr. Chodzko, he did not think morphine addicts could be compared with persons suffering from arthritis. A morphine addict had no social value. He was unable to work and he represented a source of contagion for others. The death sentence, which had been provided for those addicted to manufactured drugs, was not intended as a punishment for the addicts themselves but as a deterrent for others. Consequently, the death sentences on drug addicts which had been pronounced had been carried out with great publicity, in order that they might have the necessary preventive effect. In countries with a vast territory, like China, penalties were always more severe than in smaller countries. He believed this was also true of the United States.

He thought Dr. Chodzko's question as to the percentage of degenerates among the drug addicts was not applicable to China, as drug addiction was a recent evil and none of the addicts had inherited the vice.

He added that the regulations imposing the death penalty were provisional and were intended to apply merely during the worst period. The threat of the death penalty after the year 1937 was intended as a means of forcing addicts to undergo treatment. It was, however, possible that the position might have changed by 1937, and the regulations might accordingly be modified. He would not like the addicts in China to realise that the Advisory Committee desired to intervene on their behalf, as this would defeat the policy of the Government. Hitherto, only six drug addicts had been executed, and he was of opinion that in their case the end justified the means. He thought the object in view was sufficiently important to warrant the sacrifice of six persons who were entirely useless to society.

Turning to the United States representative's remarks, Dr. Hoo Chi-Tsai pointed out that Mr. Fuller had spoken rather of what the Chinese Government had failed to do than of what it had achieved, especially in the preparation of the 1933 report. The Chinese Government did not attach excessive importance to the drafting of the report but rather to the substance of the question of combating the danger of narcotics, and in this respect real progress had been made.

The number of addicts treated in 1934 had been more than 80,000, and he was convinced that the number now far exceeded 100,000. Even if a certain number of the addicts relapsed, a large percentage had achieved permanent cures. He thought no other country could point to such a record. He thanked M. Bourgois for his remarks regarding the suppression of poppy-growing in Fukien. China could congratulate herself on having done more than any other country in the anti-narcotic campaign. The Government had opened 597 hospitals which were now in operation.

The United States representative had reproached the Chinese Government for not replying in the 1933 report to questions which he had put in 1934. At the present session, the Chinese authorities had furnished information with regard to cases of illicit traffic to which the United States representative had referred, and was at present giving all the information in its possession. The Chinese representative had circulated a set of memoranda with statistical data on the subject.

As regards the transport of drugs by air, he had already stated that one airman had been executed for transporting narcotics from one province to another.

Mr. Lyall had referred to an incident which had happened more than ten years ago. Dr. Hoo Chi-Tsai felt safe in saying that such an incident could not happen at the present time. Mr. Lyall had also observed that the hospitals were insufficient for the treatment of the large number of smokers. It was for this reason that the Chinese Government had decided to increase the number. He would also point out that many of the richer opium-smokers underwent treatment in their homes.

He thanked M. Yokoyama for his remarks and appealed once again to his spirit of co-operation. It was true that one pail of water was not of much assistance, but he would already be glad if the pail contained water and not oil. He thought that the contribution which M. Yokoyama could make would be equivalent to a very large pail which would go far towards extinguishing the fire.

The CHAIRMAN thanked the Chinese representative for his explanations and congratulated him on the programme he had outlined. The last paragraph mentioned co-operation with foreign Governments. Dr. Hoo Chi-Tsai, he believed, was aware that that co-operation was assured to the Chinese Government and found expression in the permanent Sub-Committee for the application of Chapter IV of the Hague Convention.

As the Chinese Government had now instituted definite regulations, the Chairman thought it must now be possible to send full statistics to the Opium Section.

Dr. Hoo Chi-Tsai (China) gave an assurance that future reports would be fuller and would contain statistical information.

EIGHTEENTH MEETING (PUBLIC).

Held on Saturday, June 1st, 1935, at 3.30 p.m.

In the Chair : Dr. CHODZKO (Poland), Vice-Chairman.

Present : The members of the Committee and the assessors, except the representatives of Austria, Bolivia, Egypt, Germany, Iran, Italy, Mexico, Switzerland, Turkey, Uruguay and Yugoslavia.

1061. **Application of Article 20 of the 1931 Limitation Convention : Preparation of a List of Factories engaged in manufacturing Narcotic Drugs** (document O.C.1603).

M. DELGORGE (Netherlands) said that it must be possible for Governments of countries which manufactured their own drugs to have a sufficient number of factories to meet their requirements. As these requirements might vary from year to year, it was quite possible that in certain years some might not be actually engaged in manufacture. The fact that a regular factory was not working in some particular year or period was not a sufficient reason why the Government should withdraw its licence, as seemed to be suggested in the conclusions of the Secretariat.

Major COLES (United Kingdom) said that the United Kingdom authorities considered it undesirable to issue general licences or licences which would not be utilised. In his country, all licences were issued annually. Before they were renewed, the authorities took note of the factory's operations in the previous year. If the licence issued had not been made use of, it was not renewed. Furthermore, the authorities took care to issue a licence covering only the precise activities of the firm concerned, such as procuring, distributing, manufacturing, and the particular drugs dealt with in each case. Special licences were issued to scientific laboratories under which it was impossible for such laboratories to manufacture for the trade.

Colonel SHARMAN (Canada) agreed that a separate list of factories actually engaged in manufacturing drugs was necessary, but the Canadian authorities at present issued four different kinds of licences according to whether the firm in question was engaged in import, export, trade and manufacture of preparations, or some, or only one, of these activities. Consequently, a fifth kind of licence would be necessary for factories engaged in manufacturing drugs as distinct from preparations.

Mr. Duncan HALL (Secretariat) said that M. Delgorge's observations were probably due to a misunderstanding. The Secretariat had had in view, not factories ordinarily engaged in the manufacture of drugs which happened not to be manufacturing at a particular period, but factories to which general licences had been issued and which had not for years, if at all, made any use of these licences. Furthermore, licences of this kind had been issued in countries which were not manufacturing countries. The Committee would realise that it was undesirable to submit a list of what were really non-existent factories. Article 20 of the Limitation Convention was explicit on this point. It asked for information concerning factories actually engaged in manufacture. Paragraph 2 of the same article laid down that when a factory ceased manufacturing the Government should notify the Secretary-General of this fact. The whole purpose of the article was to enable the Secretariat to maintain an up-to-date register of factories actually engaged in manufacture.

The Committee agreed to the Secretariat's conclusions, subject to the observations that had been made.

1062. **Forwarding Agents** (documents O.C.1415 and O.C./Confidential/2*(a)*).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said that, since the publication of document O.C./Confidential/2*(a)* in May 1934, containing the replies from several countries in addition to those set out in document O.C.1415, only one more communication had been received—that from the Siamese Government.

Major COLES (United Kingdom) asked that the reply from the United Kingdom sent in 1932 should be read, as it contained very full details.

The reply of the United Kingdom Government was read.

The Committee adopted the conclusions of the Secretariat.

The Committee decided that Document O.C./Confidential/2 series should be communicated to Governments for their information.

1063. **Illicit Traffic. Organisation in France of a Central Anti-Narcotics Service: Tribute to the Work of M. Mondanel.**

Mr. FULLER (United States of America) said that, before the Committee left the question of illicit traffic, he wished to pay a tribute to the work accomplished by M. Mondanel in organising a Central Anti-Narcotics Service in France. The United States authorities highly appreciated the increasingly effective co-operation afforded to them by the French authorities.

Colonel SHARMAN (Canada), as Chairman of the Sub-Committee on Seizures and as the representative of Canada, associated himself entirely with Mr. Fuller's remarks.

1064. **Report of the Sub-Committee on Cannabis (hemp)** (document O.C.1607).

Luang BHADRAVADI (Siam) wished, on behalf of the Siamese Government, to thank the Committee for having invited that Government to nominate a representative on the *Cannabis* Sub-Committee. The *cannabis* problem was a matter of great interest and importance to Siam. At the last session of the Siamese Parliament, the question of ganja had been raised and a special Commission had been appointed to study the problem. He had no doubt that the Siamese Government would in due course communicate to the Advisory Committee all the information that this enquiry might bring to light.

The VICE-CHAIRMAN thanked the Siamese representative for this statement.

The Committee adopted the conclusions of the report. (See document C.253.M.125.1935.XI, Annex 5.)

1065. **Method of distributing Annual Reports from Governments: Position with regard to the Dates of Receipt of Annual Reports for 1933** (document O.C.1598).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) stated that, of the twenty-eight annual reports from European countries, only eleven had reached the Secretariat before July 1st, 1934. The number of reports received by the Secretariat during the months of July, August and September and after September were seven, three, four and three respectively.

With regard to the eighteen reports from Asiatic countries, the situation was as follows: seven reports received before October 1st, two in October, four in November and five in December.

With regard to the ten reports from other countries, only five reached the Secretariat before July 1st, two during July, one during August, one in October and one in December. The Committee would therefore note that there was a certain lack of uniformity in the despatch of these reports, a fact which considerably complicated the Secretariat's task. This had led the Secretariat to put forward the suggestion made in the last paragraph of document O.C.1598.

Major COLES (United Kingdom) fully sympathised with the Secretariat's desire to simplify the work. He wished, however, to point out that all authorities concerned highly appreciated the regular receipt at the earliest possible date of these annual reports, which were the most valuable documents issued. There was, under the Convention, a definite obligation for Governments to exchange annual reports through the Secretariat. If any change were necessary, he would strongly deprecate a reduction of annual reports to summaries, however full and ably compiled. Governments required the full reports, as in many cases they had to take up points mentioned in those reports with as little delay as possible.

Mr. FULLER (United States of America) agreed with Major Coles. A certain procedure had been laid down under the Convention which the Committee had no right to alter. It was absolutely necessary that the Governments of all countries should receive annual reports as soon as possible. This was a much more important matter than the discussion of a printed summary. In many cases, immediate correspondence had to be opened with the Governments concerned.

The United States Government had not, up to the present, itself received any annual reports : it had only had cognisance of them through the copies sent to him as a member of the Opium Advisory Committee. He hoped that his Government would shortly receive these reports direct. In any case, a summary received some eighteen months after the year in question would be of practically no use to Governments.

The Committee had been endeavouring to get South-American countries to submit reports. He thought that the best way to persuade them to do so was by making sure that the reports of other countries reached South America in full and as soon as possible after their issue. Consequently, all other Governments should make a point of sending in their annual reports with great regularity. Possibly one reason for the hesitation of South-American countries might be the present appearance that the system was not yet quite working as the Convention stipulated.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) wished to dispel a misunderstanding. There had been no intention on the part of the Secretariat to propose a departure from the procedure laid down in the Convention. It might be possible to simplify the work of the Secretariat and at the same time meet the views expressed by the United Kingdom, Canadian and United States representatives, if annual reports were, immediately on receipt, made up in proof, instead of being roneographed. These proofs would then be communicated immediately to Governments. The set-up type of the proofs could be kept and used later for the printing of the full report.

After hearing this explanation, *the Committee requested the Secretariat to study the question, particularly from the financial standpoint.*

1066. **Consideration of the Summary of Annual Reports from Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1933** (document C.258.M.130.1935.XI) (continuation).

SYNOPTIC STATISTICAL TABLES (*Continuation*).

Tables VIII and IX.

Tables VIII and IX were approved.

Table X.

Dr. CHODZKO (Poland) pointed out that since 1929 the consumption of morphine in Poland had been reduced by 50%.

M. DELGORGE (Netherlands) said that the population of the Netherlands Indies was 61.9 millions.

Mr. FULLER (United States of America) asked the Secretariat to note that the present population of the United States of America was 127,876,000.

Mr. Duncan HALL (Secretariat) thanked Mr. Fuller but observed that the population figures were only given as a rough guidance. As the calculations were made over a period of five years, the population figure had to be used on a conventional basis.

Table X was approved.

Table XI.

Mr. Duncan HALL (Secretariat) said that it had been impossible to give a total for 1933, owing to the fact that the figures for Indo-China were missing. He hoped that it might be possible to obtain these figures before the document was printed in final form. If these figures were roughly the same in 1932, and making an adjustment for the fact that Siam had not supplied figures for 1932, it would be seen that in 1933 the situation differed little from that in 1932.

Table XI was approved.

Table XII.

Table XII was approved.

The Committee noted that the report from Macao had not been received but *decided not to discuss this matter in the absence of the Portuguese representative.*

Table XIII.

Table XIII was approved.

Tables XIV and XV.

M. CASARES (Spain) remarked that this was the first time that these tables had been presented. They should prove to be very useful and should be continued. He congratulated the Secretariat on their compilation.

Mr. Duncan HALL (Secretariat) drew attention to a misunderstanding that had arisen in the interpretation of the expression " opened during the year " in table XIV. Whereas Burma had interpreted this to mean new shops opened, the Netherlands Indies had taken it to mean the total number of shops open.

The Committee empowered the Secretariat to draw the attention of the Governments concerned to this point and to clear up the matter.

Tables XIV and XV were approved.

Table XVI.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that an asterisk should be substituted in the 1933 column for the letters N.R., referring to a footnote which should read as follows :

" This figure cannot be supplied by the authorities until after the completion of the annual financial report."

M. KUSAMA (Japan) said that the difficulty encountered by the Japanese authorities in establishing the figures for this table was due to the fact that the periods of the financial year and the calendar year differed.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) noted that this table was 90% complete. He earnestly asked the representatives of those countries for which figures were still missing to do their best to obtain them, in order that this table might become absolutely complete.

The Committee noted the Director's request.

Table XVI was approved.

The Committee approved the Summary of Annual Reports as a whole.

NINETEENTH MEETING (PUBLIC).

Held on Monday, June 3rd, 1935, at 3.30 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the Assessors, except the representatives of Austria, Bolivia, Egypt, Germany, Italy, Mexico, Poland, Siam, Sweden, Turkey, Uruguay and Yugoslavia.

1067. Quantities of Prepared Opium manufactured and consumed in Macao.

Colonel SHARMAN (Canada) noted from Tables XI and XII in Part II of the Summary of Annual Reports that the quantities of prepared opium manufactured and consumed in Macao in 1933 were higher than in any of the nine preceding years ; he would be glad of additional information on this point.

M. DE VASCONCELLOS (Portugal) replied that, in the first place, consumption must always be related to the figure of population. In Macao, not only had the permanent population

increased, but there was also a big rise in the floating population, mainly Chinese, who visited Macao to indulge their craving for opium. The authorities, he added, were endeavouring to restrain this tendency.

The second factor to bear in mind was the general unreliability of statistics, especially when, as in the case of Macao, they had in earlier years been furnished by the licensee of the opium monopoly, who was naturally less interested in making accurate returns than the Government Régie now in control.

He would further point out that the policy of drastic restriction introduced in 1930-31 had unfortunately given a fillip to the illicit traffic and, in order to obviate this undesirable result, the restrictions had been relaxed in 1933 with a corresponding rise in consumption. He anticipated that the 1934 returns would show a decrease both in manufacture and consumption.

Colonel SHARMAN (Canada) thanked the Portuguese representative for the explanation given and agreed that it was unwise to draw hard and fast conclusions from statistical figures.

1068. **Ratification by Japan of the Limitation Convention of 1931.**

M. KUSAMA (Japan) was glad to be able to inform the Committee that the instruments of ratification by Japan of the Limitation Convention of 1931 had been deposited at the Secretariat that morning.

Replying to a query by M. Delgorge, he added that he had unofficial information to the effect that his Government intended to hasten the ratification of the Bangkok Agreement also; he hoped before the Committee's next session to have definite information on the point.

The CHAIRMAN said the Committee would greatly appreciate these further proofs of the Japanese Government's desire to co-operate in the suppression of the opium and drug traffic.

1069. **Representation of Japan on Sub-Committees.**

On the suggestion of the CHAIRMAN, *the Committee agreed that M. Yokohama and M. Kusama should be asked to continue to represent their Government on the Sub-Committee on Seizures and the Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention.*

1070. **Application of Article 10 of the Geneva Opium Convention of 1925 and Article 14(*d*) of the Hague Convention of 1912** (document O.C.1411(3)).

The Committee took note of the revised list of the replies made by Governments to the Health Committee's recommendations contained in the above document and decided to communicate the latter to Governments for information.

1071. **Question of the Abolition or Restriction of the Use of Diacetylmorphine** (document O.C.1589).

The Committee took note of this document and decided to transmit it to Governments for their information.

(In the temporary absence of Dr. Carrière (Switzerland), the chair was taken by M. de Vasconcellos (Portugal).)

1072. **Adoption of the Minutes of the First Eight Meetings of the Session.**

M. KUSAMA (Japan) wished to take the first occasion open to him to associate himself with the opinions expressed by various members of the Committee at the first meeting regarding the valuable contribution which M. van Wettum had made to its work. He fully shared the regret felt at the loss of so valuable a collaborator. Having been associated with M. van Wettum practically from the outset, he felt he could not allow the occasion to pass and would ask for his remarks to be recorded in the Minutes of the Committee's present session.

The Committee approved the Minutes of the first eight meetings, subject to the inclusion therein of certain amendments submitted by the members of the Committee and accepted by the Committee.[1]

1073. **Enquiry into the System of Import Certificates and Export Authorisations. Report of the Sub-Committee** (continuation) (document O.C.1535(*f*)).

The CHAIRMAN thought this document did not call for lengthy discussion, as it merely contained a number of suggestions that were to be submitted to Governments for their consideration along with the full report on the subject and the table contained in Annex IV on pages 116 to 120 of the Summary of Annual Reports.

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[1] *Note by the Secretariat.*—The corrections submitted at the present meeting have been duly inserted in the relevant Minutes.

Colonel SHARMAN (Canada) proposed the insertion at the end of sub-section 5 of the following words :

" The Advisory Committee draws the attention of Governments to the fact that the procedure recommended above under point *(a)* is not applicable in the case of diacetylmorphine, which is subject to the special regime laid down in Article 10 of the Limitation Convention of 1931."

Subject to the above amendment, the Committee adopted the report of the Sub-Committee (see document C.253.M.125.1935.XI, Annex 6).

1074. **Instructions given by the Advisory Committee to its Sub-Committee on Seizures and to its Secretariat in regard to the Method of dealing with Questions of Illicit Traffic.**

The Committee adopted the final text of its instructions in the following form :

" The Advisory Committee expressed the view that the methods hitherto applied by the Sub-Committee on Seizures and the Secretariat have proved their usefulness and should be maintained for the future. As in the past, the Secretariat should collect all the necessary particulars contemplated in Article 23 of the 1931 Convention and obtain from the Governments concerned any additional information which might be useful for the Sub-Committee on Seizures.

" Information communicated by a Government may be published, unless it is of a confidential character. It remains understood that, before any information affecting another country is made public, the Secretariat should do everything possible to consult with the representative of the country concerned and, as a rule, request the observations of the Government concerned. On the other hand, taking into consideration the requirements of the work and the results to be obtained, the Secretariat is not obliged to await the reply from the Government concerned before communicating to the Advisory Committee or the Sub-Committee on Seizures information the utility of which is often directly dependent on its early communication. The Secretariat should in its report to the Committee state the fact if a Government has not replied to the enquiries of the Secretariat.

" The Sub-Committee on Seizures should, on the basis of the information available, establish its report to the Advisory Committee in accordance with the principles hitherto followed, drawing attention, not only to information tending to reveal the general trend of the illicit traffic and problems connected therewith, but also bringing forward without delay specific cases of seizures or illicit traffic, the knowledge of which may be of importance to Governments in their concerted campaign against illicit traffic, or which could appropriately be brought to public notice with a view to keeping the public informed in regard to the illicit traffic and thus enlisting public interest in its suppression." (Document C.253.M.125.1935.XI, Annex 3.)

1075. **Interpretation of Article 13, Paragraph 2*(b)*, of the Limitation Convention of 1931 : Recommendation by the Sub-Committee regarding Codeine Preparations** (document O.C.1610).

After describing the genesis of this recommendation, the CHAIRMAN proposed that the text in question should be inserted in the report to the Council.

The Chairman's proposal was adopted (document C.253.M.125.1935.XI, page 12).

1076. **Budget Estimates for the Year 1936** (document O.C./Confidential/11).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) informed the Committee that the Supervisory Commission had accepted the budget as submitted, merely requesting that certain reductions should be made in the estimates for printing. He could assure members that these would be so distributed as not to have an adverse effect on the Advisory Committee's own requirements under that heading.

1077. **Date of the Next Session of the Committee.**

After an exchange of views, *the Committee agreed that its next session would open on November 16th, 1935, the meetings of the Seizures Sub-Committee starting on November 12th.*

TWENTIETH MEETING (PUBLIC).

Held on Tuesday, June 4th, 1935, at 5 p.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and Dr. de Myttenaere (Assessor), except the representatives of Austria, Bolivia, Egypt, Germany, Italy, Mexico, Poland, Sweden, Uruguay and Yugoslavia.

1078. Adoption of the Minutes of the Ninth to Twelfth Meetings Inclusive.

M. CEMAL HÜSNÜ (Turkey) said that the account of his speeches relating to the discussion of the illicit traffic in Turkey, as recorded in the provisional Minutes, gave the impression of a mass of incoherence. He had no reason to think that he had expressed himself incoherently, since the other remarks on this subject recorded in the Minutes showed that his colleagues had understood him perfectly well. He could only attribute this fact to the heavy work the Minute-writing staff had been called upon to do.

In addition, he noted that, on two occasions, the word "incorrect" was imputed to him, although he had never used it. Possibly the expression "erroné", which he had had occasion to use, had been translated into English by the word "incorrect". As the Minutes were drawn up in English and the French text was a translation, it was possible that the French text retained the same word, which had a different meaning in French.

Moreover, the Minutes did not give a true account of the discussion and omitted certain speeches and certain decisions. The Turkish representative might mention as an example the omission of the remarks by the Director of the Opium Section and the Chinese representative. The Commission would remember that these remarks related to the first sentence in the Seizure report, which read as follows :

> " Il existe à Istamboul et dans les environs de petites fabriques clandestines de drogues."

The Director had stated that this text had been incorrectly translated from the English ; the Chinese representative had pointed out that the English text had the same meaning. After discussion, the following text was adopted :

> " Small clandestine factories for drug manufacture have been discovered in and around Istanbul."

There was no mention of this in the Minutes.

There was also no mention of the decision to omit the following sentence to which the Turkish representative had objected.

> " As regards drugs seized in other countries, there does not seem to be any definite evidence pointing to Turkish origin."[1]

The CHAIRMAN, reverting to the Turkish representative's description of the way in which his speeches had been recorded as a " mass of incoherence ", thought that the expression somewhat exceeded what had been in his mind. The Chairman wished, however, in defence of the staff preparing the Minutes, to recall that their work had to be done very quickly, which explained why their Minutes were sometimes incorrect and contained omissions ; it was for that reason that the texts now before the Committee were only provisional, and could be revised and corrected. The Turkish representative had drawn attention to points in respect of which his statements had been incorrectly reproduced. The Committee would certainly accept the modifications he desired to make and others which he might desire to make in later Minutes. It was understood, nevertheless, that these modifications would not change in any way the sense of his statements and of the words he had actually used.

As, on the other hand, the session was nearly at an end and the Committee had very little more time at its disposal, it would no doubt be convenient if the Turkish representative would transmit his corrections to the Secretariat instead of submitting them to the Committee during one of its meetings. The chairman thinks that the Committee will adopt this procedure.

M. CEMAL HÜSNÜ (Turkey) thanked the Chairman for permission to send in his corrections after the meeting.

The revised text would naturally be in conformity with his actual statements. He would, however, point out that, in order to make clear the meaning of his own statements, he would be obliged to reproduce certain remarks made by other members and certain decisions taken by the Committee, which had been omitted from the Minutes.

M. RENBORG (Secretariat) pointed out that the first sentence in the Seizures report had already been amended in accordance with the Turkish representative's wish, and the phrase to which he objected in the second sentence had been deleted.

The Committee approved the Minutes of the ninth to twelfth meetings inclusive, subject to the inclusion therein of certain amendments submitted by the members of the Committee and accepted by the Committee.[2]

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[1] See Minutes of the seventh meeting. The modifications for which the Turkish representative asked have been duly inserted in the revised text of the Minutes in question.

[2] *Note by the Secretariat.*—The corrections submitted at the present meeting have been duly inserted in the relevant Minutes.

TWENTY-FIRST MEETING (PUBLIC).

Held on Wednesday, June 5th, 1935, at 10 a.m.

Chairman : Dr. CARRIÈRE (Switzerland).

Present : The members of the Committee and the Assessors, except the representatives of Austria, Bolivia, Egypt, Germany, Italy, Mexico, Portugal, Siam, Sweden, Turkey, Uruguay, and Yugoslavia.

1079. **Consideration of the Draft Report to the Council** (document O.C.1609).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the report had been drafted in French, and, the English text being only provisional, he proposed to have it collated by the Secretariat to bring it into complete agreement with the French original.

Mr. WILD (India) thought that, in addition to collating the two texts, an effort should be made to phrase the English text in a more literary style. This revision could perhaps be done after the close of the session.

The Committee examined the draft report paragraph by paragraph.

PRELIMINARY REMARKS.

The Committee decided to delete in paragraph 1 the opening phrase : " Notwithstanding the precise and limited nature of the Advisory Committee's aims ".

In the following paragraph, *the first sentence was corrected to read :* " The last *session* (instead of *sessions*) in the space of *six* (instead of *five*) years".

The Committee agreed to insert the words " and communicate such information " after the word " possible " in paragraph 5.

As the result of an exchange of views, *it agreed to amend* the last lines of paragraph 6 reading " for dealing with the evils arising out of addiction to hemp drugs and has turned in a new direction " to read :

" . . . for studying the problem of addiction to drugs derived from hemp (*Cannabis sativa*) ".

I. MEASURES AGAINST CLANDESTINE MANUFACTURE.

The Committee decided to omit the following sentence at the beginning of paragraph 3 :

" This spread of clandestine manufacture represents a logical reaction on the part of the organisation of the traffickers, who, being expelled from the sphere of lawful manufacture and trade, are transferring their operations elsewhere."

M. CASARES (Spain) proposed to insert in this Section the passage from the relevant Minutes reproducing his remarks on the task of the Secretariat in surveying the approximate productive capacity of clandestine factories and the nature of the drugs produced.

M. Casares' proposal was adopted.

II. ILLICIT TRAFFIC.

(a) *Report of the Seizures Sub-Committee.*

At the suggestion of Dr. Hoo Chi-Tsai, *the Committee agreed* to append the " Instructions issued to the Sub-Committee on Seizures and the Secretariat " as an annex to the report, a cross-reference being inserted at the end of sub-section *(a)*.

(b) *General Direction of the Illicit Traffic.*

This cross-heading *was corrected* to read " *(b)* General *trend* of the illicit traffic ", and the words " fraudulent practices " in the first paragraph *were replaced* by " the traffic ".

An exchange of views took place as to the advisability of including such a summary account, as was given in this sub-section, of the general trend of the illicit traffic, seeing that the full report of the Seizures Sub-Committee would be appended to this report, and *the Committee finally decided* to retain only the first paragraph of this sub-section and to insert a reference to the Sub-Committee's report.

M. DE MYTTENAERE (Assessor) asked that, in all documents, the term " heroin ", the name registered by the Bayer firm, should be replaced by the term diacetylmorphine, the chemical term of the substance.

Following on this proposal, *the Committee agreed* to adopt the latter expression, adding the word " heroin " in brackets.

(d) *Illicit Traffic by Air.*

At the request of Mr. Fuller, the concluding words of paragraph 2 were *amended* to read " on all of the frontiers of the United States of America ", instead of " on the Canadian and Mexican frontiers".

(f) *Use of Postal Facilities in the Illicit Traffic.*

The Committee decided to redraft the last sentence of paragraph 1 to indicate that the anti-asthma cigarettes came from Europe and to insert the correct percentage figures of the anhydrous morphine content.

(g) *Conference to consider the Draft Convention for the Suppression of the Illicit Traffic.*

The Committee decided, in view of the decision recently taken by the Council to convene the Conference in June 1936, to delete the third paragraph reading as follows :

" The Advisory Committee strongly urges that the Conference should meet as early in 1936 as possible, the Assembly, the Council and the Advisory Committee having on several occasions expressed the opinion that the conclusion of a Convention for international co-operation with a view to the repression of the illicit traffic in dangerous drugs is a matter of the highest importance and would meet a very urgent need."

III. Situation in the Far East.

After an exchange of views between the Rapporteur and the representative of China, *the Committee decided,* on the motion of the latter, supported by the United Kingdom representative, to delete the general preamble, reading as follows :

" In the campaign against the illicit traffic, which it is hoped will shortly culminate in the signature of an international convention, there was one black spot which cannot fail to create a certain scepticism as to the possibility of ever achieving complete success when the country most seriously affected of all had to be abandoned to its unhappy fate. At the present session, six months after the introduction of the very impressive plan described by the Chinese representative at the nineteenth session, the news from China was therefore awaited with quite unusual impatience".

Dr. Hoo Chi-Tsai (China), referring to the next paragraph, thought it hardly correct to talk of the Committee having " examined the general position ", when the meeting had consisted mainly of a series of statements made by himself with very little discussion on the part of other members. He would suggest some such wording as " The Committee heard with great interest the report submitted by the representative of China".

The Chairman considered that the term " examined " could also be applied to the procedure of hearing statements.

The Committee finally decided to recast the paragraph in question on the lines suggested by Dr. Hoo Chi-Tsai, who, further, undertook to submit to the Secretariat a number of drafting amendments for this special section of the report.

(a) *General Situation in China.*

The Committee decided to add at the end of the penultimate sentence of paragraph 5 the words " inflicted for non-medical use of manufactured drugs ".

M. Ekstrand (Director of the Opium Traffic and Social Questions Sections) suggested the insertion at the end of paragraph 11 of a reference to the possibilities of treating private patients for drug addiction.

Dr. Hoo Chi-Tsai (China) agreed to supply the necessary text. He asked for the addition at the end of paragraph 15 of the words " which is not under the administration of the Chinese authorities ".

Dr. Hoo Chi-Tsai's proposal was adopted.

Dr. Hoo Chi-Tsai (China) commented on the absence in paragraph 17 of any reference to the favourable statements made by M. Casares regarding the National Christian Association and by M. Bourgois regarding conditions in Fukien.

The Committee agreed to insert the relevant references.

(b) *Application of Chapter IV of the Hague Convention.*

Dr. Hoo Chi-Tsai (China) wished to have the title replaced by the following : " Collaboration between China and the Treaty Powers with a view to the Application of Chapter IV of the Hague Convention ".

Agreed.

V. Ratification of Conventions.

M. Pilossian (Iran) thought that, in order to express accurately the feeling of the Committee, the words " the Government of Iran will perceive that it is nevertheless bound " should be modified both in form and substance.

The Committee decided to amend the passage in question as follows : " The Government of Iran nevertheless regards itself as bound by a moral obligation.

VI. Consideration of Annual Reports.

M. Kusama (Japan) pointed out that reports on the opium situation in the islands in the Pacific under Japanese mandate had been supplied for ten years past to the Mandates Commission.

The Committee agreed to delete the following phrase in paragraph 3 : " and one mandated territory—namely, the Caroline, Marianne and Marshall Islands ".

Latin America.

The Chairman invited the Committee to adopt formally the resolution included in this section and which read as follows :

" The Advisory Committee on Traffic in Opium and Other Dangerous Drugs,

" Noting that out of the twenty countries of Latin America only three—namely, Costa Rica, Nicaragua and Uruguay—have forwarded annual reports for 1933, but that, on the other hand, Guatemala and Venezuela have already forwarded their reports for 1934 ;

" Being concerned at the aggravation in recent years of a state of affairs which deprives it of valuable information, the basis of its work, for a considerable part of a continent whose important contribution, in other directions, to the work it is carrying out is appreciated by it ;

" Recalling the Committee's previous recommendation, which was approved by the Council on September 7th, 1934, and communicated by a Circular Letter dated November 29th, 1934, to the Governments concerned, that they should facilitate the Committee's work by forwarding the said reports :

" Requests the Council to make a further urgent appeal to the spirit of solidarity and international co-operation of the Latin-American States that do not send in reports regularly and call upon them not to fail to do so in future, and, in particular, to point out to the States parties to the 1931 Convention that, under Article 21 of the said Convention, all the parties are under an obligation to forward annual reports."

The resolution was adopted.

TWENTY-SECOND MEETING (PUBLIC).

Held on Wednesday, June 5th, 1935, at 3 p.m.

Chairman : Dr. Carrière (Switzerland).

Present : The members of the Committee and the Assessors, except the representatives of Austria, Belgium, Bolivia, Egypt, Germany, Italy, Mexico, Poland, Portugal, Sweden, Uruguay and Yugoslavia.

1080. **Consideration of the Draft Report to the Council** (continuation) (Document O.C.1609).

VII. System of Import Certificates and Export Authorisations.

The Chairman suggested adding the following phrase to the end of this part of the report : " After having noted the report of the Sub-Committee, the Committee accepted the recommendations contained therein, which will be communicated to Governments together with certain parts of document O.C.1535 and the table which appears as Annex IV to the Summary of Annual Reports and which contains certain information on the application of the import and export certificate system in various countries ".

Further, the Polish representative had asked that a further sentence be added to the effect that the Committee had considered an exchange of correspondence with Brazil, contained in document O.C./Confidential/10, regarding the import-certificate system and that, on the Polish representative's proposal, it had been decided to express the Committee's thanks to the Brazilian Government for its detailed report ; the Committee further hoped for a continuance of this valuable co-operation, which would enable it to deal usefully with questions connected with the execution of the Conventions.

The above amendments were adopted.

XIII. Treatment of Opium-Smokers.

In Formosa : Statistics of Criminality and Mortality among Opium-Smokers.

Mr. Lyall (Assessor) noted the last phrase in this Section which read : " when the Japanese Government has re-edited those tables ". He thought it was unreasonable to ask the Japanese Government to re-edit a pamphlet prepared by a Japanese scientist. He proposed, therefore, to omit these words and merely to express the hope that the Japanese Government would continue its investigations on the subject.

M. Kusama (Japan) agreed.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) asked whether the Committee wished the Secretariat to take any steps before ascertaining whether the Japanese Government proposed to continue its investigations.

The CHAIRMAN replied in the negative.

Mr. Lyall's amendment was adopted.

CONCLUSIONS.

After some discussion on points of detail, M. CASARES (Spain) suggested that the entire conclusions should be omitted. They contained no constructive proposals and did not give a summary of the main points in the report. He thought, moreover, that these conclusions might give rise to criticism.

The CHAIRMAN, while agreeing with M. Casares, observed that as the Rapporteur was absent it was questionable whether the Committee could suppress part of his report ; the question was certainly a delicate one. It was true, on the other hand, that, up to the present, the Committee had never included general conclusions in its reports to the Council, and there did not seem to be any reason why it should change in any way the procedure followed up to the present.

On a vote being taken, six members were in favour of omitting the conclusions and one member of including them.

The Committee decided to omit the conclusions.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) suggested that, in addition to the annex mentioned in the report, the list of ratifications of Conventions should be annexed in the usual manner.

M. Ekstrand's suggestion was approved.

The Committee adopted the report to the Council as a whole with the above modifications and additions and a number of minor and drafting amendments (document C.253.M.125.1935.XI).

1081. **Shipments of Persian Opium known to have been shipped from the Port of Bushire during the Period January 1st to December 31st, 1934** (document O.C.417*(s)*).

Major COLES (United Kingdom) said it had been the practice to annex to the report to the Council the list of shipments of raw opium from Bushire, supplied by the United Kingdom Government. He suggested that it should be annexed on this occasion.

M. PILOSSIAN (Iran) said the Iranian Government gave particulars of these shipments in its annual or quarterly reports. The United Kingdom Government's list of shipments from Bushire, therefore, merely duplicated the Iranian report. It was all the more undesirable to annex this list to the report to the Council as it contained some mistakes, which he had already pointed out to the United Kingdom representative.

Major COLES (United Kingdom) replied that he had no authority to withdraw his proposal. If the Committee decided against it, he must naturally accept the decision, but he wished to insist that the statement should be annexed to the report, as on previous occasions.

Colonel SHARMAN (Canada) said that, at previous sessions, it had always been decided to annex similar documents to the report and nothing had occurred at the present session to necessitate any change in the procedure.

M. PILOSSIAN (Iran) thought the United Kingdom representative had submitted this document to the Committee, and it was therefore for the Committee to decide. He proposed that the list should not be annexed to the report, as it contained no information over and above that already included in the Iranian Government's report.

M. DELGORGE (Netherlands) pointed out that the United Kingdom Government had, in the past, gone to considerable trouble in preparing this statement at a time when no reports were obtained from Iran. The position had now changed, but he thought the statement should be annexed on the present occasion and, if reports continued to be received from Iran, the Committee could settle the matter definitely at a later session.

The CHAIRMAN asked whether Iran gave the details contained in the United Kingdom report or only total figures.

M. PILOSSIAN (Iran) replied that no other Government gave such details as were to be found in the United Kingdom return. If Iran were required to give these details, she would do so, but he would point out that such details were not required of any other country. If the United Kingdom continued to submit such reports, it was unnecessary for the Iranian Government to do so, since they duplicated each other.

The CHAIRMAN replied that there was no duplication, as the United Kingdom statement contained details which were not to be found in the Iranian report ; the two reports therefore supplemented each other and it was difficult to see why, in these circumstances, the publication of the United Kingdom statement should make it unnecessary for the Iranian Government to send its reports.

M. PILOSSIAN (Iran) thought the only matter of importance, for the Committee and for the Council, was to ascertain the origin and description of the consignments in question. The only details missing from the Iranian report were the names of the ships. If this information were necessary, he thought it could be supplied by the Iranian Government without any trouble.

Major COLES (United Kingdom) said the practice in the past had been to annex to the report the statement in question, and he requested that the Committee should continue to do so. He thought the returns of the Iranian Government were not so comprehensive and it was important to possess the additional information given by the United Kingdom Government.

Mr. FULLER (United States of America) pointed out that the statement in question related to a peculiar condition in the opium trade—namely, that the export from Iran was licit, while the import into some of the countries to which the opium was sent was illicit. For many years, such a statement had been annexed to the report to the Council. If it were now decided to discontinue this practice, it would only be fair to state why this step had been taken. There had already been some references to the suppression of facts by the Advisory Committee and the public might think that the Committee desired to suppress facts in this case. An unfavourable impression would be created unless the Committee gave a proper explanation.

The CHAIRMAN suggested that the statement might be annexed to the report on this occasion and the matter could be discussed at the next session on the basis of information received from the Iranian Government.

M. PILOSSIAN (Iran) repeated that the Iranian Government had given all the details, except the names of the ships, which he considered unnecessary. Moreover, he drew attention to what was apparently a mistake in the United Kingdom statement. A steamer had left on May 13th with 200 chests of opium for Macao and 120 chests for Hamburg. The same vessel had left with similar quantities again on June 13th. This was obviously impossible. There was also a reference to the loading of a ship by night, which suggested some mystery. The consignments in question were, however, included in the Iranian report.

Major COLES (United Kingdom), in reply to a question by the Chairman, said he could not check the details of the statement at present, but if it were decided to annex it to the report he could send the original returns.

The CHAIRMAN remarked that, if it were decided to publish the list, it would be advisable to check the data first.

M. PILOSSIAN (Iran) thought that as the shipments were from Iran, the Iranian Government's report was likely to be more reliable. If the Committee did not take this view, it would show lack of confidence in the Iranian Government which would amount to discrimination.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the Iranian statement included 224,000 kilogrammes and the United Kingdom statement only about 150,000 kilogrammes.

Major COLES (United Kingdom) observed that the Iranian statement was for the year from March 21st, 1933, to March 20th, 1934, whereas the United Kingdom statement referred to the calendar year 1933. The two were therefore not comparable.

Colonel SHARMAN (Canada) pointed out that the consignments mentioned by the Iranian representative might have been shipped on the vessel in question and transhipped to some other vessel.

M. CASARES (Spain) suggested adjourning the discussion to the next session and stating that the list was not annexed on this occasion on account of questions raised regarding certain items.

M. PILOSSIAN (Iran), replying to Colonel Sharman regarding the possibility of transhipment, said that it would be an extraordinary coincidence for the same vessel to load the same cargo for the same ports on the same day in two succeeding months. The shipments to Germany could be checked against import certificates, which were required in that country.

M. KUSAMA (Japan) said the question to be decided was whether the Advisory Committee agreed to annex to the report the memorandum in question. This had for a long time been the practice of the Committee, which was indebted to the United Kingdom Government for this valuable information, which it had supplied, in particular, at a time when no other information was available.

The position had changed in the last few years, since reports were now obtained from Iran. It was undoubtedly advisable to obtain the information directly from the Government concerned. He would not go into the merits of the document itself. He agreed with M. Casares' suggestion that the matter should be postponed so that the Committee might consider at the next session whether it required any additional information from Iran.

The CHAIRMAN proposed to put M. Casares' proposal to the vote—namely, that the question be adjourned till the next session ; in the meantime, the document would be verified and the Committee would take a final decision at the November session.

Major COLES (United Kingdom) thought it unnecessary to adjourn the question, which was merely whether the Committee wished to publish the memorandum or not. If it decided to publish it, he was willing to go into the alleged inaccuracies in the statement.

M. PILOSSIAN (Iran) again repeated that, if the Iranian report contained the same information, it was unnecessary to publish the United Kingdom Government's statement.

The CHAIRMAN asked him whether the Iranian report contained the names of the ships and the dates.

M. PILOSSIAN (Iran) said the Iranian report contained all the information which the Government was required to furnish. If the Committee demanded further information from the Iranian Government, this amounted to discrimination.

On a vote being taken, three members were in favour of adjourning the question and five of taking a decision immediately.

The CHAIRMAN pointed out that the Committee must now decide whether to annex the United Kingdom statement to the report or not.

M. PILOSSIAN (Iran) doubted whether the Advisory Committee could decide to annex information supplied by one country regarding what took place in another country which was a Member of the League of Nations and represented on the Committee.

The CHAIRMAN replied that the Committee had already taken similar decisions on various occasions and no objections had been raised by the Iranian Government. The Committee could therefore decide whether it desired to continue that practice or not.

M. PILOSSIAN (Iran) assumed that the Committee had so decided because it had not received a report from the Iranian Government. Such a report was now supplied and gave all the necessary information. He suggested that the United Kingdom representative had supplied the document for the use of the Advisory Committee and not for submission to the Council.

M. CEMAL HÜSNÜ (Turkey) supported the views of the Iranian representative.

The CHAIRMAN, in summing up the discussion, observed that the Committee had hitherto published the United Kingdom statement. At the May session in 1934, in particular, Iran was represented in the Committee and did not protest against the publication of this document. M. Pilossian now stated that the position had changed, since Iran now supplied the necessary information. The Chairman would therefore ask if it would not be sufficient, in view of the changed circumstances, for the Committee to note the document.

M. CASARES (Spain) said this view was in accordance with the new composition of the Committee and the new information which it was receiving. He therefore suggested that the practice of annexing the United Kingdom statement to the report should be abandoned, as it would be less useful in future than it had been in the past.

M. KUSAMA (Japan) supported this proposal.

The CHAIRMAN proposed, if the document were not annexed to the report, that it should be annexed to the Minutes of the Committee.

A vote being taken, three members voted in favour of the Chairman's proposal not to annex the document to the report but to annex it to the Minutes. Three members voted against this proposal. The Chairman gave his casting vote in favour of his proposal of annexing the document to the Minutes (Annex 3).

1082. Adoption of the Minutes of the Thirteenth Meeting.

M. CEMAL HÜSNÜ (Turkey) referred to the remark attributed to M. Cavazzoni in his second intervention to the effect that the Committee had not discussed the Director's statement but had approved it unanimously. He thought this was an incorrect record of M. Cavazzoni's remarks. If the Committee had unanimously approved a statement by M. Ekstrand, M. Cemal Hüsnü would have regarded this as a very grave matter. He would not in that case have been able to show the conciliatory spirit which he had in fact shown in the matter, but would have left the meeting and referred the matter to his Government. He understood that the Committee had approved the zeal and excellent qualities of the Secretariat, and he himself would have shared in such approval, but he did not think the Committee could possibly have approved M. Ekstrand's statement.

The CHAIRMAN observed that the Committee was unable to make any change in M. Cavazzoni's speech in his absence.

M. CASARES (Spain) said that M. Cavazzoni, on leaving Geneva, had asked him to correct the records of his speeches in accordance with his general ideas. He thought on this occasion that M. Cavazzoni would have changed his remarks to read somewhat as follows :

> ". . . and thought the Turkish representative would have had no objections to raise."

M. CEMAL HÜSNÜ (Turkey) remembered perfectly what M. Cavazzoni had said ; he had said that there had been no discussion, but that the Committee had unanimously expressed its appreciation of the zeal of the Secretariat. M. Cemal Hüsnü could have associated himself with this, but not with a remark implying that the Committee had approved the particular document read by M. Ekstrand.

M. CASARES (Spain) thought that the case was a very delicate one and that the only course open to the Committee was to send the Minutes to M. Cavazzoni and ask him to correct them.

The CHAIRMAN pointed out that M. Cavazzoni would receive with the Minutes of the meeting at which he had spoken those of the present meeting, and that he would thus be able to correct the text if he desired to do so.

M. CEMAL HÜSNÜ (Turkey) was sorry to prolong the discussion, but the matter was one of great importance to him. If M. Cavazzoni had actually spoken those words—which was not the case—the Turkish representative would have adopted an entirely different attitude : he would then have asked the Committee if it really agreed with that view. As the Committee was in session, he might ask the question even now. In view of the remarks made by the members of the Committee, he was convinced that it did not take that view. Moreover, that was quite natural, since M. Ekstrand's statement had come as a surprise to all who were accustomed to League methods of work. That statement contained observations together with a summary and an interpretation of the discussion based on the Director of the Opium Section's own point of view. The observations were of course made by the representatives of the States forming the Committee. The summary and interpretation of the discussion could be made, with the consent of the Committee, either by the Chairman, the Rapporteur or, lastly, by the competent representatives of States. By its preparatory enquiries and technical advice, the Secretariat made a valuable contribution to the Committee's work. During the five years that M. Cemal Hüsnü had had the honour of participating in the League's work, he had never known the Secretariat to intervene in order to accentuate the differences of opinion that had arisen in a discussion between the members of a committee. On the contrary, like everyone else, he had admired the efforts made by the Secretariat to find, even as regards details, points of contact which might serve as common ground for agreement even in the case of serious questions in which, at first sight, the differences appeared to be irreconcilable.

On re-reading the Minutes, he had realised still more clearly that all the representatives of the States who took part in the discussion were actuated solely by the desire to achieve the object pursued by the Committee. If he himself had evinced a certain fervour, that afforded a striking proof of his Government's determination to carry out its obligations, and this, he thought, deserved greater appreciation than M. Ekstrand's statement seemed to imply.

The CHAIRMAN pointed out that this was not the time to re-open the debate on the entire subject. The only question before the Committee was M. Cavazzoni's statement. When M. Cavazzoni came to read the Minutes of the present meeting, containing M. Cemal Hüsnü's remarks, he would probably not refuse to make in his statement such modifications as he considered necessary to make his meaning clear without committing the Committee as a whole.

M. CEMAL HÜSNÜ (Turkey) noted the Chairman's statement to the effect that M. Cavazzoni could commit only himself and expressing the hope that, when M. Cavazzoni learned of the present discussion, he would be good enough to change the words recorded in the Minutes so as to give satisfaction to the Turkish representative and to the whole Committee.

He thanked the Chairman for that statement and had no doubt that when M. Cavazzoni was informed of the discussion, he would change the passage in question in the Minutes.

The CHAIRMAN was glad that the matter was settled in this manner, which gave satisfaction to all parties.[1]

The Committee approved the Minutes of the thirteenth meeting, subject to the inclusion therein of certain amendments submitted by the Members of the Committee and accepted by the Committee.[2]

1083. Publication of Minutes of Private Meetings.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) pointed out that the Committee had held three private meetings. He thought there was no objection to the publication of the Minutes of these meetings.

The Committee agreed to publish the Minutes in question.

1084. Method of distributing Annual Reports from Governments (continuation).

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) referred to the recent proposal[3] that annual reports should be communicated as soon as they were received by the Secretariat. For this purpose, they would be printed as proofs and would be sent out as early as the roneoed reports previously distributed. Subsequently, these printed reports would be combined to form one volume. This arrangement would make it unnecessary for

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[1] For the text of M. Cavazzoni's remarks, as revised by him, see page 57 (twelfth meeting).

[2] *Note by the Secretariat.*—The corrections submitted at the present meeting have been duly inserted in the Minutes of the thirteenth meeting.

[3] See page 90.

the Section to spend two months summarising the annual reports. It had been calculated that the expense of printing the reports would be offset by the savings effected in other directions.

It was for the Committee to decide whether it wished to try this new system or to continue the existing system. The decision was in any case subject to the approval of the Secretary-General on the question of expenditure.

M. KUSAMA (Japan) asked M. Ekstrand whether it would be any advantage for the Secretariat if Governments sent their annual reports in printed form.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) could not reply definitely on this point. If Governments sent a sufficient number of copies, the Secretariat could distribute them ; but on the other hand, they would have to be reprinted for inclusion in the general volume. He would give M. Kusama a definite reply later, so that he could advise his Government on this point.

M. DELGORGE (Netherlands) thought some slight economy might be effected by printing the reports only once a month.

Dr. HOO CHI-TSAI (China) asked if the full reports would be double the length of the summaries.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) thought this would be the case.

M. BOURGOIS (France) thought the proposed system was open to certain objections. M. Ekstrand had said that a member of the Section was occupied for two months producing the summaries. Reports were received from fifty-four countries and a large number of territories. The administration of each country would have to prepare the summary which had previously been prepared by the Secretariat. If the Secretariat, with its long experience of this subject, took two months to prepare the summary, the administrations of the various countries would no doubt take longer. He therefore thought the question should not be decided in a hurry at the end of the session.

The CHAIRMAN was inclined to agree with M. Bourgois, and suggested that the decision should be postponed until the 1936 session.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) appreciated M. Bourgois' remarks and agreed that the present system of preparing a summary had certain advantages. The postponement of the decision would mean that the present system would be followed until the spring of 1936.

The Committee decided to make no change for the present.

1085. Receipt of the Annual Report from Macao for the Year 1933.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) informed the Committee that the annual report from Macao for the year 1933 had now been received.

1086. Method of drawing the Attention of Governments to the Necessity of sending Annual Reports.

M. CASARES (Spain) pointed out that the Committee had discussed the question of sending annual reports to Governments and using this as a reminder in the case of Governments which had not furnished reports. He thought this had been decided, but there was no mention of it in the report to the Council.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) said the practice was to send the printed summaries of annual reports to all Governments and the roneoed copies of the reports themselves only to Governments which requested them. No decision on the subject had therefore been required. As regards the failure of the Latin-American countries to send annual reports, a special resolution on this subject was included in the report.

M. CASARES (Spain) thought the text of the Geneva Convention of 1931 stipulated that the Secretariat should send reports to all Governments, whether they asked for them or not.

M. EKSTRAND (Director of the Opium Traffic and Social Questions Sections) replied that, according to a decision taken by the Assembly some years previously, the Secretariat asked Governments whether they wished to receive the reports only in the printed summary or in full. The instructions of the Governments were then followed.

1087. Close of the Session.

The CHAIRMAN, before closing the session, and while reviewing rapidly the discussions, was glad to note once more the good spirit which had presided over them. He recalled the stages already achieved in the campaign against narcotics, stages marked by the Conventions

of 1912, 1925 and 1931, and those still before the Committee in order to complete the work begun—namely, the Convention for the Repression of the Illicit Traffic and the Convention for the Limitation of the Production of Raw Materials. He was sure that that spirit of collaboration which had always inspired the Committee's work in the past would continue so to do in the future to an ever increasing extent, thereby ensuring its ultimate success.

Before concluding, the Chairman, in conformity with a tradition which was not a matter of pure form, desired to thank—and, in so doing, he felt sure he was expressing the feelings of the whole Committee—the Secretariat one and all for the zeal and conscientiousness with which they carried out their particularly arduous work.

Mr. FULLER (United States of America) wished to express his appreciation of the assistance received by his Government from the Secretariat.

Dr. Hoo Chi-Tsai (China), on behalf of the other members of the Committee, thanked the Chairman for the manner in which he had presided over the Committee's deliberations.

The CHAIRMAN pronounced the twentieth session of the Committee closed.

ANNEX 1.

O.C.1582(2).

Geneva, May 20th, 1935.

AGENDA OF THE TWENTIETH SESSION.

I. Elections and Appointments :
   (a) Election of Chairman and Vice-Chairman ;
   (b) Appointment of Assessors ;
   (c) Appointment of a Rapporteur.

II. Adoption of Agenda : Report of the Agenda Sub-Committee (document O.C.1601).

III. Consideration of the Secretary's Progress Report (document O.C.1594).

IV. Consideration of Annual Reports on Traffic in Opium and Other Dangerous Drugs (Summary of Annual Reports prepared by the Secretariat for 1933) (document O.C. 1585).

V. Illicit Traffic :
   (a) Consideration of the Report of the Sub-Committee on Seizures (document O.C.S./ Confidential/36) ; see also Quarterly Summary of Seizures for the fourth quarter of 1934 and the first quarter of 1935 (documents O.C.294*(v)* and *(w)*) ;
   (b) Part played by Forwarding Agents in the Illicit Traffic (see document O.C.1415 and O.C./Confidential/2 and 2*a*) ;
   (c) Use of Postal Facilities in the Illicit Traffic.

VI. Questions arising out of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs :
   (a) Application of Article 10 concerning Diacetylmorphine : At its nineteenth session, the Advisory Committee decided to discuss this matter in full at the twentieth session, when the replies to Circular Letter 87 of June 15th, 1934, on the subject will be available (see Minutes of the third meeting of the nineteenth session, document C.33.M.14.1935.XI and Doc. O.C.1596) ;
   (b) Application of Article 20 : Establishment of a factory list for circulation to Governments. The replies received to Circular Letter 9.1934.XI, of February 13th, 1934, require to be examined, in order to enable the Secretariat to draw up a factory list in accordance with the stipulations of Article 20.

VII. Situation in the Far East :
   (a) General Situation in China ;
   (b) Application of Chapter IV of the Hague Convention : Replies to Questionnaire (see document O.C.1569 series) ;
   (c) Statistics of Mortality and Criminality among Opium-smokers in Formosa (Item suggested by Mr. Lyall).

VIII. Situation as regards Control of Indian Hemp and Indian Hemp Drugs (see document O.C.1542 series) :
   It is expected that the special Sub-Committee appointed at the nineteenth session will meet during the twentieth session and submit a preliminary report to the Committee concerning the survey of the existing bibliography and the possible collaboration of experts.

IX. Enquiry into the System of Import Certificates and Export Authorisations (document O.C.1535 series) :
   In the light of the preparatory studies and the experience acquired, the Advisory Committee will examine the possibility of adopting certain resolutions or recommendations.

X. Hungarian Method for Extraction of Morphine from the Dried Poppy Plant :
   Study by the Secretariat concerning the legal point whether the stipulations in the 1931 Convention regarding raw materials cover the poppy straw (document O.C.1546 series).

XI. Budget.

XII. Other Questions.

ANNEX 2.

O.C.1594(1).

Geneva, June 5th, 1935.

PROGRESS REPORT BY THE SECRETARY.

CHANGES IN THE COMPOSITION OF THE COMMITTEE.

The following changes have occurred in the composition of the Committee since the last session :

1. The Committee has learnt with regret that M. W. G. van Wettum, who has represented the Netherlands Government on the Advisory Committee since 1921, has asked to be relieved of this office. The Chairman of the Committee has already expressed the feelings of its members by conveying to M. van Wettum the Committee's regret at being deprived of the collaboration of such a highly qualified expert : he paid a tribute to M. van Wettum's technical capabilities and indefatigable energy, which have contributed in so great a measure to the advancement of the Committee's work, as well as to his personal qualities, which all his colleagues have so greatly appreciated.

M. van Wettum has been replaced by M. J. H. Delgorge, former Director of the Netherlands Indies Opium Régie.

2. Japan, having ceased to be a Member of the League of Nations on March 27th, 1935, will not be represented at the twentieth session of the Committee.

* * *

The present report contains an analysis of the replies received up to April 15th, 1935, since the spring session of the Advisory Committee (eighteenth session, 1934), to the Circular Letters sent to Governments, and also a summary of the progress made in the various spheres of the Committee's work, except as regards questions which form the subject of a special item of the agenda.

The various questions are grouped under the following fifteen heads :

I. Ratification of Conventions.
II. Despatch of annual reports on the traffic in opium and other dangerous drugs relating to Latin America.
III. Questions concerning the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.
IV. Questions relating to the Bangkok Conference (Final Act of the Conference).
V. Illicit traffic in opium and other dangerous drugs.
VI. Situation in the Far East.
VII. Preparatory work in connection with a conference on the limitation of raw materials.
VIII. Process employed by the " Alkaloida " Company Ltd., at Büdszentmihály (Hungary), to extract morphine and other opium alkaloids direct from the dry poppy plant (poppy straw).
IX. Dangers of wireless propaganda regarding drug addiction.
X. Campaign against the spread of drug addiction and against the illicit traffic in narcotic drugs.
XI. List of laws and regulations in force and preparation of a scheme for the study of existing legislation.
XII. Distribution of documents relating to narcotic drugs.
XIII. Questions which concern both the Advisory Committee and the Health Committee.
XIV. Pamphlet relating to the League's work in combating the traffic in narcotics.
XV. Other Circular Letters sent out by the Secretariat in pursuance of the resolutions adopted at the nineteenth session of the Committee.

I. RATIFICATION OF CONVENTIONS.

See introduction to the Summary of Annual Reports for 1935 (document O.C.1585).

II. DESPATCH OF ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS RELATING TO LATIN AMERICA.

(Circular Letter 198.1934.XI, of November 29th, 1934.)

When taking note on September 7th, 1934, of the work of the eighteenth session of the Advisory Committee, the Council observed that the Committee had received annual reports for the year 1932 from only six out of twenty Central and South American States, and approved the Committee's suggestion to request the Secretary-General to appeal to Central and South American countries to facilitate the Committee's work by furnishing these reports.

On November 29th, 1934, the Secretary-General sent a Circular Letter to the Governments concerned, reminding States parties to the 1931 Convention that, under Article 21 of that Convention, the parties are required to send in an annual report.

The only reply received by the Secretariat is from *Costa Rica*, which states that the Secretariat's request has been communicated to the Department of Public Health for necessary action.

Costa Rica has also sent in her annual report for 1933.

The Summary of Annual Reports sets forth the present position, which has grown worse, since, for 1933, the Secretariat has received reports only from *Costa Rica*, *Nicaragua* and *Uruguay*.

III. QUESTIONS CONCERNING THE 1931 CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS.

1. Reservation to which the Japanese Government desires to make its Ratification subject (Circular Letter 101.1934.XI, of June 19th, 1934).

In its letter of December 11th, 1933, the Japanese Government informed the Secretary-General that the ratification by Japan of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of July 13th, 1931, would be subject to a reservation which it asked should be communicated to all the contracting parties, with a request that they should, as soon as possible, and, at latest, by the end of December 1934, inform the Secretariat of any objections which they might have to make with regard to this reservation.

The reservation in question is formulated as follows :

> " The Japanese Government declare that, in view of the necessity of close co-operation between the High Contracting Parties in order to carry out most effectively the provisions of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, signed at Geneva on July 13th, 1931, they understand that the present position of Japan, regardless of whether she be a Member of the League of Nations or not, is to be maintained in the matter of the composition of the organs and the appointment of the members thereof mentioned in the said Convention."

The Secretary-General therefore communicated the above reservation to all the States parties to the 1931 Convention, with the request that they inform him by December 31st, 1934, whether their Governments had any objections with regard to this reservation (Circular Letter 101.1934.XI, of June 19th, 1934).

Copies of the same Circular Letter were also sent to States which might subsequently become parties to the Convention of July 13th, 1931.

The replies to the Circular Letter received by April 15th were as follows :

The following States replied that they had no objections or reservations to offer : *Afghanistan, Albania, Austria, Belgium, Brazil, Bulgaria, Canada, Chile, Czechoslovakia, Danzig, Germany, Greece, Hungary, India, Iran, Iraq, Irish Free State, Liechtenstein, Lithuania, Poland, Portugal, Roumania, Siam, Spain, Sudan, Switzerland, Turkey, Venezuela.*

The *Argentine, Ecuador, Egypt*, and *Uruguay* merely acknowledge receipt of the Circular Letter without formulating any objections.

A second group of countries includes those which also have no objections to offer, but make a proviso to the effect that the Japanese reservation cannot have the effect of limiting the Council's freedom in respect of appointments to the international bodies mentioned in the Convention.

In its letter of August 9th, 1934, for example, the *United Kingdom Government* stated that :

> " His Majesty's Government in the United Kingdom are most desirous of ensuring the co-operation of the Japanese Government in carrying out most effectively the provisions of the Convention, and that they have no objection to the reservation which has been submitted to them ; but that, as regards appointments which involve action by the Council, it does not appear to His Majesty's Government in the United Kingdom that the reservation would have the effect either of limiting the freedom or modifying the composition of that body in dealing with such matters."

On September 12th, 1934, the *French Government* replied in the same sense as follows :

" The French Government's interpretation of this reservation is that it cannot have the effect of modifying existing agreements—that is to say, of limiting the freedom or altering the composition of the Council when the latter is appointing members of the bodies set up under the Opium Conventions."

Australia, Italy and the *Netherlands* made a similar declaration. In the same group of countries must be included *Denmark, Norway* and *Sweden,* which associated themselves with the above-quoted declarations of the United Kingdom and France, and also *Spain,* which had no objections to make " provided that the reservation implied no alteration or modification of the provisions of the Conventions ".

On the same point, the reply from *China* was as follows :

" The Chinese Government is most desirous of ensuring the co-operation of the Japanese Government in carrying out most effectively the provisions of the Limitation Convention of 1931, and has no objection to the reservation submitted by the Japanese Government.

" It is, however, the understanding of the Chinese Government that this reservation cannot be so interpreted as to give it the effect of retroactively modifying existing international agreements or League decisions which have already been accepted by the Japanese Government and, in particular, of altering the composition or limiting the freedom of such bodies, including the Council of the League of Nations, as may be competent in accordance with the aforesaid international agreements and League decisions to take action in respect of the composition of the organs mentioned in the Convention of 1931 and the appointment of the members thereof."

Separate mention must be made of the *United States* reply of October 22nd, 1934, which refers to the fact that the United States is not a party to all the Opium Conventions, in the following terms :

" In so far as the subject-matter of the reservation set forth above is within its competence, the Government of the United States of America offers no objection thereto. The Government of the United States of America is, however, constrained to point out that, except in the case of the Office international de l'Hygiène publique and of the Supervisory Body, the composition of the organs mentioned in the Convention, as well as the selection and appointment of the members thereof, is governed by international Conventions to which the United States of America is not a party."

On January 23rd, 1935, the *Japanese Government* sent a further communication to the Secretary-General informing him that, as the period during which the various Governments were invited to file any objections to the reservation proposed by Japan had expired, the Japanese Government felt that they might act, as regards ratifying the Convention, on the assumption that those Governments which had not replied by the contemplated date of December 31st, 1934, had no objection to the said reservation. The Japanese Government requested the Secretary-General to notify the contracting parties to the above effect.

The Japanese Government's letter was communicated to the Governments concerned under cover of Circular Letter 17.1935.XI, of January 30th, 1935.

On February 25th, 1935, the Government of *Nicaragua* and, on February 28th, the Government of *Cuba* acknowledged receipt of this new Circular Letter in terms which appeared to imply that they concurred in the Japanese declaration.

On March 25th, 1935, the Japanese Government reiterated the declaration regarding its reservation in identical terms, and this new declaration was communicated to the contracting parties under cover of Circular Letter 54.1935.XI, dated April 8th, 1935.

Copies of this Circular Letter were sent, for information, to States which might ultimately accede to the 1931 Convention, even though they have not yet done so.

The Japanese Consul-General in Geneva has informed the Secretariat that the Convention has been ratified by Japan and that the deposit of the instrument of ratification will take place as soon as the instrument has arrived.

2. Interpretation of Certain Articles of the Convention

(Articles 10, 11 and 17) (Circular Letter 87.1934.XI, of June 15th, 1934).

On June 15th, 1934, the Secretary-General addressed to Governments a Circular Letter transmitting the recommendations adopted by the Advisory Committee at its seventeenth session (October—November 1933) regarding a defect in the drafting of Article 10 and the interpretation of Articles 11 and 17 of the Limitation Convention.

The Secretariat has received replies from the following States : *Argentine, Australia, Belgium, Bolivia, United Kingdom, Bulgaria, Canada, Chile, China, Costa Rica, Danzig, Ecuador, Egypt, France, Germany, Guatemala, Haiti, Hungary, India, Iran, Irish Free State, Italy, Liechtenstein, Lithuania, Mexico, Poland, Siam, Sudan, Sweden, Turkey, United States of America, Uruguay, Venezuela.*

1. *Belgium, Bulgaria, Canada, Chile, China, Danzig, Egypt, Germany, India, Iran, Irish Free State, Lithuania, Mexico, Siam, Sudan, Sweden, Turkey* and the *United States of America* accept without comment the interpretation which the Advisory Committee gives of

the articles in question. *Poland* further states that the Polish authorities had already interpreted the various points in the same way as the Committee.

Italy replies that the Italian Government has no observations to make on the Advisory Committee's interpretation; this reply has been taken as an acceptance. Similarly, *Venezuela* replies that the Chancellory has taken note of the indications given in the Circular Letter and will bear them in mind should occasion arise; and here again the Secretariat has interpreted this reply as an acceptance.

France also accepts the Advisory Committee's interpretation, adding, in connection with the application of Article 10, that it would be desirable for the League Secretariat to call the attention of importing countries to the expediency of mentioning on the import certificate the Government department to which the goods are to be consigned.

The *United Kingdom* accepts the interpretation of Articles 10 and 17 recommended by the Advisory Committee and approved by the Council. As regards Article 11, it states that substances other than synthetic cocaine produced by synthetic process but identical in chemical structure with products manufactured from the phenanthrene alkaloids of opium and the ecgonine alkaloids of the coca leaf have not, up to the present, been brought under control in the United Kingdom. His Majesty's Government takes note, however, of the interpretation placed upon the words " any product obtained from " in the first paragraph of Article 11, and will be prepared to take the necessary action to control such substances if and when the need arises.

2. The *Australian* Government informs the Secretariat that, with regard to Article 10, it accepts the interpretation given by the Advisory Committee, and that on the subject of Articles 11 and 17 it has thought it necessary to consult the State Governments; having done so, it intimates that New South Wales, Tasmania, Victoria, Queensland and Western Australia accept the Committee's interpretation. Lastly, when transmitting to the Secretariat the text of an Act promulgated in South Australia on November 29th, 1934, to regulate the manufacture and distribution of dangerous drugs, the Australian Government states that the regulations for the enforcement of that Act will give effect to the provisions of Article 17 of the Convention, inasmuch as the desired interpretation of the article has been adopted.

3. The *Hungarian* Government raises a constitutional question, pointing out that the modification of the text of the Convention appears to come within the sphere of legislation, and that, consequently, it cannot tacitly accept such modification. It is of the opinion that the modification should be effected by means of a supplementary Act; as the question has not yet been entirely settled, it cannot give any reply at present.

4. *Guatemala* informs the Secretariat that she will transmit the reply of the Public Health Department in due course. *Costa Rica* and *Uruguay* have also forwarded the Circular Letter to their Public Health Departments.

5. Lastly, the *Argentine*, *Bolivia*, *Ecuador*, *Haiti* and *Liechtenstein* merely acknowledge receipt of the Circular Letter.

Inasmuch as the Secretariat intimated, in the final paragraph of the Circular Letter, that, should the reply of any Government not have been received before December 31st, 1934, that Government would be regarded as having accepted the interpretations in question, it seems that one is entitled to regard those Governments which have not announced that they would reply at a later date as having accepted the Advisory Committee's interpretations.

3. Interpretation of Article 13, Paragraph 2(b), of the 1931 Convention.

(Circular Letter 192.1934 XI of November 30th, 1934).

At its eighteenth session (May-June 1934), the Advisory Committee examined the question of the interpretation of the following phrase in Article 13, paragraph 2(b), of the 1931 Limitation Convention : " *Compounds adapted to a normal therapeutic use* ", and proposed that an opinion on the meaning to be attached to this phrase from a medical point of view—given by the Health Committee of the League of Nations at the Secretariat's request—be forwarded to Governments for their information.

The Secretary-General having been instructed by the Council on September 7th, 1934, to give effect to this proposal, accordingly communicated it to the Governments for information under cover of Circular Letter 192.1934.XI, of November 30th, 1934.

The resolution adopted by the Health Committee at its twentieth session was as follows :

> " The Health Committee,
>
> " Considers that, in the case of dry preparations (pills, tablets, etc.) containing codeine and dionine, those which contain not more than 0.1 grm. of either substance (this being the highest of the maximum doses prescribed in the majority of pharmacopœias) might be regarded as ' adapted to a normal therapeutic use ', while, in the case of solutions, the definition is applicable to those in which the proportion included does not exceed 10 % ;
>
> " Decides to communicate its views on the question to the Advisory Committee on Traffic in Opium, with the reservation that, not being competent to interpret the text of the Convention, it can offer these only by way of suggestion."

Hitherto, the Secretariat has only received the replies enumerated below. *Egypt*, *Guatemala*, *Nicaragua*, *Union of Soviet Socialist Republics*, *Uruguay* and *Venezuela* have so far only acknowledged receipt. The Public Health Department of *Costa Rica* has transmitted the resolution, by way of a suggestion, to the Narcotics Board, and *Estonia* has also transmitted it to the competent authorities.

Ecuador and *Monaco* have accepted the Health Committee's resolution.

The Department of the Interior and Public Assistance of Ecuador states that " having consulted the Directors of the Public Assistance Departments of Pichincha and the coastal area, who are the only authorities empowered to import, distribute and control narcotics under the special law on trade in opium and its derivatives, the Department fully approves of the Committee's action in fixing the doses at 0.10 grm. of codeine and dionine in the case of dried preparations (pills, tablets, etc.) and not more than 10% of these substances in the case of solutions. It further states that, in the case of codeine and dionine, the doses usually prescribed by doctors in Ecuador vary between 0.06 and 0.10 cgrm. as the total dose for a period of twenty-four hours."

4. Study of the Methods employed for the Compilation of Consumption Statistics

(Circular Letter 19.1934.XI, of February 22nd, 1934).

In accordance with the recommendation adopted by the Advisory Committee at its sixteenth session (May 1933) and approved by the Council, the Secretary-General sent a Circular Letter to Governments, requesting them to furnish information as to the methods they have followed in compiling consumption statistics.

The analysis of the replies received is given in a separate document (document O.C. 1487*(a)*).

5. Recommendations I (Centralisation of Control) and VI (Abolition or Restriction of the Use of Diacetylmorphine) of the Final Act of the Conference for limiting the Manufacture of Narcotic Drugs

(Circular Letters 62.1934.XI and 61.1934.XI, May 7th, 1934).

In accordance with the recommendation adopted by the Advisory Committee at its seventeenth session, and approved by the Council, the Secretary-General drew the attention of Governments to the two recommendations in question contained in the Final Act of the Limitation Conference, requesting those which had not yet done so to communicate their observations on the matter.

IV. QUESTIONS RELATING TO THE BANGKOK CONFERENCE

(Final act of the Conference).

1. Recommendation X regarding Scientific Research into Drug Addiction.

Report of the Bureau of the Health Committee on the Report of the Joint Sub-Committee of the Advisory Committee and the Health Committee.

At its eighteenth session (May-June 1934), the Advisory Committee adopted the report submitted to it on this matter by the Joint Sub-Committee of the Advisory Committee and the Health Committee (Annex 6 of the report to the Council on the work of the eighteenth session, document C.256.M.105.1934.XI), consisting, for the Health Committee, of M. Carrière, M. Chodzko and M. Tsurumi, and for the Advisory Committee, of M. van Wettum, Sir Malcolm Delevingne and Dr. Hoo Chi-Tsai.

The conclusions of this report were as follows :

" Our conclusion is that the various questions raised by the Bangkok Conference's recommendation must be examined locally by agreement among the various countries they concern, and that the investigations must be centralised as much as possible. We therefore feel that it would be advantageous for those countries to decide to summon to any place in the Far East (a place as central as possible) some specially qualified expert, selected locally, to examine the problem as a whole and draw up a programme of investigations and scientific researches which could be carried out in the various countries on lines as uniform as possible.

" The execution of the programme when established should be put in hand with the least possible delay. The Advisory Committee and the Health Committee of the League should be informed of the nature of the programme and of the arrangements made for carrying it out.

" If, therefore, our report is accepted by the Advisory Committee and the Health Committee, and approved by the Council, the first thing to be done will be to send it, together with all the material so far collected, to the Governments concerned, asking them to take the matter in hand."

On November 26th, 1934, the Bureau of the Health Committee examined the Joint Sub-Committee's report, but was unable to endorse the above-mentioned conclusion.

The views of the Bureau of the Health Committee, taken from a note by the Medical Director (document C.H.1156) of December 20th, 1934, on the meeting of the Bureau of the Health Committee on November 26th and 27th, 1934, are given below :

" The Bureau was unable to endorse the conclusion of the report that the various questions raised by the Bangkok Conference should be ' examined locally by agreement among the various countries they concern '.

" The first of these questions concerned *the effects, physiological and psychological, on the individual of the practice of smoking opium and opium dross.* The Bureau considered that those effects are well known and have already been dealt with in a series of technical publications. It therefore does not think that the question deserves fresh study.

" The second question raised was that of the *constituents of opium which produce those physiological and psychological effects, and the possibility of eliminating and replacing by some harmless substance, or otherwise rendering harmless, such constituents.*

" The Bureau thought that this question had some practical importance, and proposed that the Health Organisation should entrust its study to various Far Eastern Institutes, such as the Pasteur Institute of Indo-China, the Hong-Kong Laboratory, the Institute of Medical Research at Kuala Lumpur (Federated Malay States), the Institute of Physiology of the Peiping Union Medical College (China), etc.

" The third question concerned the *methods of cure of addiction to opium-smoking.* This had already been carefully studied by the Health Organisation, which possessed much documentary material on the subject. The Bureau suggested that a general report might be prepared on the basis of this material, showing the methods of cure employed in the various countries.

" The fourth question concerned *the elaboration of a test which could be readily applied for determining the character of dross brought in*—e.g., *whether it had already been resmoked or was adulterated, or was the product of other than Government opium.*

" This is a purely technical chemical problem and, as such, not within the province of the Health Organisation."

General Enquiry into Drug Addiction.

This subject is connected with the previous question.

It will be remembered that the eleventh Assembly (1930) instructed the Advisory Committee :

" To study and report to the Council upon the question whether Governments should be asked to indicate, as far as it is possible for them to do so, either in their annual reports or by means of an answer to a special questionnaire, the approximate number of persons in their country addicted to each type of drug, the approximate amount of such drugs consumed, and the methods of treatment employed."

Of the three points covered by the enquiry, one—methods of treating addicts—had already received and is still receiving the Health Committee's attention, as stated in the Health Bureau's opinion, reproduced above, on the third part of Recommendation X contained in the Final Act of the Bangkok Conference. The Health Committee has undertaken exhaustive enquiries, not only into the question of drug addicts in general, but also into the question of opium-smoking. It has now completed its enquiry in regard to addicts, other than opium-smokers, but before making definite recommendations to Governments it has to go more fully into one point of this general enquiry—*i.e.*, that relating to opium-smokers, in regard to which it does not yet possess sufficient data. The Health Committee is at present endeavouring to supplement these data with the help of competent experts.

As regards the other two points of the enquiry covered by the eleventh Assembly's resolution, the Health Committee considered that they did not concern it, and on those points the Advisory Committee is free to take any action it may consider expedient.

The replies furnished by Governments on this matter to Circular Letter 294.1931.XI, dated November 23rd, 1931, have been dealt with in document O.C.1408*(l)*, of October 28th, 1933, which has been communicated to the Committee ; document O.C.1408*(e)*, communicated to the Committee at its eighteenth session, also summarised the present state of the question and pointed out that, although it was still inadequate, the information collected had proved that the problem of drug addiction is not a purely medical problem, but also an administrative and social one, and that a solution might be attempted on the lines of State legislation. These replies also raised the highly important question of the relation between drug addiction and crime.

It therefore appears to be expedient for the Advisory Committee to re-examine the whole question. It will very likely be desirable for it to take into account the conclusions of the general enquiry undertaken by the Health Committee into the methods of treating addicts, the results of which will be embodied in the general report to be issued.

2. Recommendation XI relating to the Despatch of an Annual Report on Prepared Opium (Circular Letter 226.1933.XI of December 19th, 1933).

With the above-mentioned circular, the Secretary-General transmitted to the Governments of territories where the use of prepared opium is temporarily authorised, the form of annual report on prepared opium approved by the Council on September 22nd, 1933, requesting them to furnish an annual report on the territories in question.

The situation is set forth in the summary of annual reports. It may be summed up by saying that a report based on the above-mentioned form was received for 1933 in respect of all the Far Eastern territories where the use of prepared opium is temporarily authorised, with the exception of Macao and Indo-China ; the French Government sent a report for Indo-China, which, however, was not drawn up in accordance with the form.

3. Other Recommendations contained in the Final Act.

The memorandum which the Advisory Committee, at its nineteenth session, instructed the Secretariat to prepare concerning the effect given to the other recommendations contained in the Final Act of the Bangkok Conference is being prepared and will be submitted at the autumn session.

V. ILLICIT TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

1. Recommendations of the Sub-Committee on Seizures (Circular Letter 105.1932.XI, of July 27th, 1932).

The Advisory Committee, at its fifteenth session, adopted, as conclusions to the discussions on the illicit traffic, a body of recommendations formulated by the Sub-Committee on Seizures relating, *inter alia*, to penalties, to the offence of participation in transactions in another country, to deportation of foreign traffickers, etc. The Secretary-General communicated these recommendations to Governments, requesting them to consider whether it would be possible for them to take the measures indicated by the Advisory Committee and to inform him in due course of such results as they might have obtained. The Secretary's progress report (Annex II of the Minutes of the Eighteenth Session (document C.317.M.142.1934.XI)) contains the text of these resolutions, together with an analysis of the replies received from Governments.

Since the publication of that report, the Secretariat has received a further supplementary reply from the *United States of America*, and from *Australia* for the State of Victoria.

The *United States of America* have replied to point 4 of the recommendations in question, which reads as follows :

> " To suggest to Governments that, when an alien is deported on the grounds of his being concerned in the illicit traffic, the authorities of the country to which he is sent should be informed of his deportation and of his connection with the illicit traffic."

The American Government states that it has concluded arrangements with the Governments of a number of nations for direct informal exchange, between the heads of services controlling the traffic in narcotic drugs or charged with the suppression of illicit drug traffic, of police information concerning persons engaged in the illicit traffic. The Governments with which such arrangements have been concluded are those of *Austria, Belgium, United Kingdom, Canada, Cuba, Czechoslovakia, Danzig, Denmark, Egypt, France, Germany, Greece, Italy, Japan, Mexico, the Netherlands, Poland, Portugal, Roumania, Spain, Switzerland, Turkey* and *Yugoslavia*. In the case of persons deported to those countries following conviction for violation of the laws controlling narcotic drugs, notification will be transmitted by the Commissioner of Narcotics in the United States directly to the appointed correspondent in the country concerned. In cases of deportation to countries other than those named above, the notification will be transmitted through the usual diplomatic channels.

Australia has replied, for the State of Victoria, on the following points, supplementing her previous reply concerning the other States :

> " Co-operation between the competent authorities, and with the League of Nations, for the suppression of illicit traffic in narcotic drugs, particularly as regards the rapid transmission of information concerning cases of illicit traffic and seizures :
>
> > " Effect has already been given to this suggestion. The Pharmacy Board of Victoria is in constant touch with both the Customs Department of the Commonwealth and the Police Department of this State, and the three authorities co-operate in every way possible. Seizure of dangerous drugs by Customs officials is a function of the Commonwealth. In the case of seizures by the police, arrangements have been made for immediate reports to be made to the Pharmacy Board so that that body will be in possession of details of all seizures within the State.
>
> " Inclusion by Governments in their next annual report to the League of Nations of a full statement as to the regulations applicable to the practice of the profession of pharmacy :
>
> > " In its next report, the Pharmacy Board of Victoria will include the particulars required. The existing practice is to furnish an annual report to the Customs Department of the Commonwealth, which, in turn, consolidates the reports of the States and forwards to the League of Nations a comprehensive report covering the whole position.

" Adequate penalties for offences against the narcotics laws :

" The legislation of this State provides stringent penalties for offences under the Dangerous Drugs Regulations, which are considered to be adequate.

" Consideration of possibility of making it an offence for a person within the Government's jurisdiction to procure or to take part as an intermediary or otherwise in procuring dangerous drugs to be supplied in any other country unless authorised to do so by the Government having jurisdiction over such person :

" The suggestion made will receive the consideration of the Government when amending legislation on the subject is receiving attention, with a view to strengthening the existing law where considered necessary.

" Suggestion that, when an alien is deported on the grounds of his being concerned in the illicit traffic, the authorities of the country to which he is sent should be informed of his deportation and of his connection with the illicit traffic :

" This question is not within the jurisdiction of the State, but co-operation with the appropriate authorities will be freely given.

" Recommendations adopted by the Advisory Committee in regard to co-operation between Governments in the investigation of the transactions and movements of illicit traffickers :

" The following is a summary of the procedure in this State : (1) Arrangements have been made that, in every case where the police come into contact with illicit traffic in drugs, a report shall be furnished to the Pharmacy Board ; (2) The Pharmacy Board is the official organisation specifically entrusted with the task of watching the application of the laws restricting the manufacture, sale and use of dangerous drugs, and this body will prepare information to be forwarded through the proper channels to the League of Nations ; (3) An officer of the police force has been specifically named as being the official in charge of the police work connected with illicit traffic in drugs, and arrangements have been made that such officer shall report, each month, to the Pharmacy Board the activities undertaken in dealing with such traffic ; (4) The Pharmacy Board also has an inspector constantly enquiring into reported cases of infringement of the laws relating to dangerous drugs, so far as pharmacists are concerned."

2. Extension of the System of affixing Serial Numbers to Packages of Drugs despatched by Wholesalers

(Circular Letter 190.1934.XI, of November 12th, 1934).

At its eighteenth session, the Advisory Committee adopted a resolution advocating the extension of the system of serial numbers to packages of drugs despatched by wholesalers, in order to facilitate enquiries with regard to the points at which drugs may have been diverted into the illicit traffic and the persons responsible, and the Secretary-General transmitted this resolution, with the Council's approval, to all Governments with a view to its application. The resolution was accompanied by a reservation made by the representatives of Canada and the United States of America, who stated that, in their opinion, the recommendations should, as far as wholesalers were concerned, apply only to packages of a minimum capacity of 1 oz. (28.4 grm.). The Secretariat has received replies from the following States : *Argentine, Belgium, Bulgaria, Canada, Costa Rica, Ecuador, Egypt, Estonia, France, Iran, Iraq, Irish Free State, Japan, Latvia, Luxemburg, Netherlands, Nicaragua, Poland, Portugal, Salvador, Switzerland, Union of Soviet Socialist Republics, United States of America, Uruguay, Venezuela.*

1. Most countries express themselves in favour of this resolution.

France is already applying this system, which has in several cases made it possible to discover the points at which drugs entered the illicit traffic.

The system is also partially in force in *Belgium*, where paragraph 3 of Article 18 of the Royal Ordinance of December 31st, 1930, makes it obligatory for drug-manufacturers to pack their products in containers bearing a mark and number by which they can be identified at any time. The regulations are to be revised shortly, and attention will be paid to the Advisory Committee's recommendations for the extension of compulsory serial numbers to resellers, where packages are subsequently broken up.

Bulgaria, which also accepts the resolution, is in favour of an even more complete system, and observes that greater restrictions can be imposed on wholesalers by forbidding them to repack drugs obtained from factories and requiring them to sell such drugs in their original packing, exceptions being made only for raw opium, coca leaves, and *Cannabis indica*.

Ecuador, Egypt, Iran, Luxemburg and *Nicaragua* accept the resolution without comment.

2. A number of Governments have already put the Advisory Committee's resolution into effect, or are about to do so.

In *Estonia*, the Department of Health and Social Welfare has already, in compliance with the League's request, issued detailed regulations, which have been communicated to the Secretariat. They are as follows :

" As from January 1st, 1935, wholesale dealers in pharmaceutical products who are authorised to sell narcotic drugs must observe the following rules when despatching narcotics :

" 1. All packages of narcotics despatched by wholesalers must bear serial numbers, the numbering being done separately for each class of narcotic.

" 2. If the drug is despatched by the wholesaler without the package's having been opened or interfered with in the state in which it was received from abroad or from another wholesaler, the number on the package must be entered in the drug register.

" 3. If the drugs are repacked by the wholesaler, each new package must be marked with a serial number, which will be entered in the drug register when the drug is despatched.

" 4. If the drug is contained in ampoules or other special containers which cannot be directly numbered, the serial number must be placed on the box or sealed wrapper in which the drug is supplied by the wholesaler.

" 5. These regulations apply only to narcotics and their salts in the solid state and not to solutions and preparations containing narcotics.

" 6. These regulations are not compulsory for packages containing narcotics in quantities of 10 grm. or less."

Iraq is prepared to enact the necessary legislation to put the resolution into effect, and will in due course send particulars regarding the embodiment of the Advisory Committee's recommendation in the regulations relating to dangerous drugs which are now under consideration by the authorities concerned.

Salvador transmits a report of the Council of Chemistry and Pharmacy, which is of opinion that this measure should be adopted, and that a provision to that effect should be added to the regulations for the control of harmful substances. The Government does not agree to the United States reservation, because, in the case of cocaine, morphine and their derivatives, 1 oz. is a large quantity. It further points out that the measure in question is perfectly easy to apply.

In *Switzerland* it has been possible to comply with the recommendation, because the Federal legislation is being completely reframed.

Portugal sees no objection to requiring wholesalers to record their sales, provided always that the following regulations are adopted by all the Governments which have signed the Opium Conventions :

(1) All manufacturers should place a number on every package of drugs, and should undertake not to offer for sale any packages that do not contain quantities of drugs within the means of all pharmaceutical chemists ;

(2) A clause prohibiting wholesale dealers in dangerous drugs from opening or interfering with such packages should be embodied in the Model Administrative Code, so as to ensure that pharmaceutical chemists will always receive them as prepared by the manufacturers.

The Portuguese Government does not think that the system advocated by the Opium Committee will work unless it is supported by regulations on the lines of those suggested above. It adds that the competent authorities in the Portuguese colonies have been consulted, and that their views will be forwarded in due course.

In *Latvia*, the competent authorities are in favour of applying the system to cocaine and morphine, those being the only two drugs in which there is an illicit trade.

In the case of *Japan*, a distinction must be made between Japan proper, Chosen, Formosa and the leased territory of Kwantung :

I. In *Japan proper*, Articles 16 and 18 of Ordinance No. 17, issued by the Ministry of Home Affairs in 1930, provide that the drugs enumerated below, in quantities of not less than 5 grm., which are sold by the manufacturers of the drugs or by those licensed drug-dealers who repack the drugs of the original package into smaller quantities, must be sold in the container or package which bears a serial number, the date of the packing and the names of the persons responsible for the packing. All those licensed persons who trade in those drugs packed in the packages specified above must record in the register the serial numbers as well as other details provided for in the regulations.

The authorities consider that this regulation is sufficient at present to ensure strict control over the trade in narcotic drugs.

The following drugs come under this regulation :.

(1) Morphine, diacetylmorphine, and other morphine esters, and their respective salts ;

(2) Ecgonine (both lævo-and dextro-rotatory) and cocaine and other ecgonine esters and their respective salts ;

(3) Dihydrohydrooxycodeinone, dihydrocodeinone, dihydromorphinone, acetyldihydrocodeinone, dihydromorphine and their esters and respective salts.

II. In *Chosen Formosa* and other possessions, the competent authorities have no objection to accepting the Advisory Committee's resolution, since the regulations in force contain similar provisions to those contemplated in the Committee's recommendations.

III. In the *Kwantung Leased Territory*, the authorities recognise certain advantages in having serial numbers on the packages for tracing the persons responsible for leakages of drugs, but at the same time they doubt the efficacy of the system as a means of controlling the illicit traffic. Before it is adopted, some arrangement must be devised for preserving the original numbers, etc. It is necessary, therefore, to consider carefully how the resolution can be effectively operated before making any regulations for the enforcement of this system, so that no abuse may be possible in affixing such serial numbers to drug-containers.

3. The *Irish Free State* accepts the resolution, subject, however, to the Canadian and United States reservation—that is to say, that the system shall apply to bottles, flasks, packages or other containers of a minimum capacity of 1 oz. (28.4 grm.).

The *United States* offer a number of observations on the manner in which they contemplate applying the Advisory Committee's resolution, having regard to the reservation which they formulated at the time of its adoption. In view of the fact that almost no drugs of American manufacture have been seized in many years, this question has not hitherto been a pressing one in the United States. It is the desire, however, of American manufacturers, American wholesale distributors and the American Government to co-operate with Governments, manufacturers and distributors abroad in this matter in every way that is found to be practicable and necessary. American manufacturers of alkaloids and salts all voluntarily number serially the immediate containers of drugs despatched by them and keep records which make it possible to trace individual packages. The American Government, through the principal trade associations, has arranged with American pharmaceutical manufacturers for the installation of a similar sytem in respect of all immediate receptacles containing 1 oz. (28.4 grm.) or more of morphine or cocaine or their salts. The Government is now informed that each American manufacturer producing packages containing 1 oz. or more of either of these drugs, or of the salts thereof, has installed a system of serial numbering which will enable the manufacturer to identify the original purchaser of each such package when the identification number is known.

The American Government is now proceeding, through the appropriate trade organisations, to extend this system to wholesale dealers, insisting that such dealers, within a reasonable time, inaugurate a system of recording such numbers in their registers of sales in such a manner that, upon the receipt of information in regard to the manufacturer and the identification number, the name of the purchaser may be readily ascertained. The details of the system of recording are being left to the individual wholesale dealer, subject only to the requirement that there must be some orderly recording which will readily assure the positive identification of the purchaser. The arrangements already made and those now being made contemplate the serial numbering of all immediate containers large enough to carry a number label which are sold for export by either manufacturers or wholesalers.

4. The *Netherlands* and *Poland* are against the resolution. The *Netherlands* Government gives the following reasons :

" In *Surinam* and *Curaçao* there are no wholesale dealers.

" In the *Dutch Indies*, where there are very few wholesale dealers and little trade in drugs is done, there is already a system of numbering containers. This system was introduced in consequence of a request that containers should be numbered, which was made in the Secretary-General's Circular Letter 51.1929.XI, of April 6th, 1929. The Government conveyed this request to the dealers, who voluntarily co-operated. Hence there is no legislation on the subject, and none at present seems necessary.

" In the *Netherlands*, the voluntary co-operation of wholesalers in introducing a system for the serial numbering of the containers of drugs despatched by them cannot be secured.

" If it were made compulsory, that would necessitate an enlargement of the Department of Commerce, which would involve considerable expense.

" It is possible that, in a few isolated cases, a serial number may make it easier to ascertain at what point the drug entered the illicit traffic ; but the number of cases in which drugs have been seized in their original containers, especially in containers sent out by Dutch wholesalers, has been so small that the inherent drawbacks of the system seem to outweigh its advantages.

" Moreover, the traffickers could quickly eliminate the number, either by effacing or detaching it or by repacking the drugs.

" For these reasons, the Netherlands Government regrets that it cannot comply with the Advisory Committee's recommendations. "

The *Polish* Government states that :

" The competent Polish authorities have several times pronounced ag
of a system of serial numbering ; they once more repeat their objections, and are obliged to adopt a negative attitude to the recommendation in question. In their view, the

application of the recommendation would cause serious difficulties to Polish manufacturers, and would, at the same time, be of no value in tracing the point at which drugs entered the illicit traffic. Some years' experience has shown that the drugs seized in the illicit traffic always come from abroad. "

5. Reference must be made to the special position of the *Union of Soviet Socialist Republics*, which states that there would be no occasion for the recommendation to operate in that country, seeing that the distribution, both wholesale and retail, of the products in question is entirely in the hands of the State.

Venezuela also intimates that the question does not arise, inasmuch as she is neither a manufacturing nor an exporting country.

6. The *Argentine*, *Costa Rica* and *Uruguay* have as yet only acknowledged receipt ; *Canada* has referred the question to the competent authorities, and will reply later.

3. Study of the System of Import Certificates and Export Authorisations.

The Advisory Committee had before it the series of documents O.C.1535 for the detailed study of this question. Moreover, since the last session, the Secretariat has been called upon on several occasions and at the request of various Governments to give an opinion whether various import certificates were genuine, or to clear up certain points of a legal or administrative nature concerning the application of the import-certificate system. Among these cases on which it was consulted, the Secretariat has communicated to the Advisory Committee the case relating to the import-certificate system in Brazil. Such consultations show the utility of contact between the Governments and the Secretariat for clearing up difficulties of this kind.

4. Draft International Convention for the Suppression of Illicit Traffic in Dangerous Drugs.

The Committee will remember that the Secretary-General communicated to the Governments, with a view to a second consultation, the Advisory Committee's report on this subject, together with the draft annotated Convention drawn up at the Committee's eighteenth session and the observations transmitted by the Governments at the time of the first consultation.

As a result of this second consultation, twenty-five replies were received, of which nineteen were favourable, three were merely acknowledgments of receipt, and three were to the effect that this Convention was of no interest to the Governments in question.

The complete results, taking into account all the Governments which replied, whether at the first or at the second consultation, are as follows :

33 favourable replie ;
8 acknowledgments of receipt ;
4 replies stating that the draft was of no interest to the Governments in question, or that it is not compatible with their legislation.

The following are the thirty-three States which gave favourable replies : Australia, Austria, Belgium, Bolivia, United Kingdom, Canada, Chile, China, Colombia, Czechoslovakia, Denmark, Ecuador, France, Greece, Hungary, India, Iraq, Irish Free State, Italy, Japan, Lithuania, Luxemburg, Monaco, Netherlands, Poland, Portugal, Roumania, Spain, Sudan, Sweden, Switzerland, Union of Soviet Socialist Republics, Venezuela.[1]

The eight acknowledgments of receipt came from : Costa Rica, Danzig, Egypt, Estonia, Guatemala, Peru, Uruguay, Venezuela.

The four other States are : Union of South Africa, Finland, Latvia, United States of America.

All these replies will be submitted to the Council at its May session to enable it to take a decision regarding the convening of the Conference which it is proposed to hold with a view to the conclusion of the Convention.

The Council's decision will be communicated to the Committee during the present session.

5. Illicit Traffic by Aircraft

(Circular Letter 33.1934.XI, of March 23rd, 1934).

This question forms the subject of a separate document (O.C.1588).

6. Use by Narcotic Drug Traffickers of International Sleeping-car and Dining-car Services (Circular Letter 108.1934.XI, of June 28th, 1934).

This question forms the subject of a separate document (O.C.1590).

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[1] Venezuela gave a favourable reply at the first consultation and sent an acknowledgment of receipt at the second.

VI. SITUATION IN THE FAR EAST.

1. Collaboration between China and the Treaty Powers : Application of Chapter IV of the Hague Convention.

A. *Questionnaire regarding the Concessions, Settlements and Leased Territories in China* (Circular Letter 69.1934.XI, of May 17th, 1934).

The Committee will remember that, on January 20th, 1934, the Council, on the Committee's proposal, approved the despatch to the Chinese Government and, as regards the concessions, settlements and leased territories, to the Governments concerned, of a questionnaire, preceded by an introduction, with a view to enabling the Chinese Government and the foreign authorities to supply more easily essential information regarding the provisions of the regulations in force in China and in the concessions, settlements and leased territories, the administrative methods employed and the difficulties encountered by the various authorities, the object being to facilitate their co-operation by the regular exchange of information (Appendix III of the report to the Council on the work of the Committee's seventeenth session, document C.642. M.305.1933.XI).

The progress report submitted at the nineteenth session (November 15th-28th, 1934) stated that the Secretariat had already received replies from the Shanghai Municipal Council (document O.C.1569), from the Government of the United States regarding the jurisdiction applicable to United States citizens in China (document O.C.1569*a*), and from the Japanese authorities at Hankow and Tientsin (document O.C.1569*c*).

Since the Committee's last session, the Secretariat has received a reply from the Mayor and Consul of the Italian concession in Tientsin (document O.C.1569*d*), the reply of the Consuls-General at Tientsin and Canton regarding the British Concessions at Tientsin and Shameen (document O.C.1569*e*), the reply of the International Settlement of Kulangsu (Amoy) (document O.C.1569*f*) and the replies of Norway (document O.C.1569*b*), Netherlands (document O.C.1569*h*) and Sweden (document O.C.1569*g*).

These documents have already been distributed to the Committee.

B. *Position in China as regards Opium and Other Narcotic Drugs* (Circular Letter 211.1934.XI, of December 13th, 1934).

The Committee will recollect that, on the conclusion of its discussions at its eighteenth session (May-June 1934) on the position in China, it adopted the two following resolutions :

" *Resolution I.*

" The Advisory Committee asks the Council to request Governments having extra-territorial powers in China to take the following measures without delay, unless they have already been adopted :

" 1. To deport from China all their nationals who have been convicted of taking part in the illicit manufacture of drugs in China or in the illicit traffic in such drugs in China. Once deported, these persons should not be allowed to re-enter China.

" 2. Enactment of legislation which will apply in extra-territorial jurisdiction to impose adequate penalties upon their respective nationals who may in future be convicted of illicit trafficking in opium or narcotic drugs in China or of complicity in the illicit manufacture in China of narcotic drugs.

" 3. Withdrawal of the protection accorded to vessels engaged in inland water navigation in China and flying the flags of these countries when those vessels are found to be habitually employed in the illicit traffic in opium and dangerous drugs. "

" *Resolution II.*

" The Advisory Committee,

" Having examined carefully the information available to it concerning the alarming situation existing in China as regards poppy cultivation and consumption of opium, the illicit traffic in opium and its derivatives, and, above all, as regards the rapid development of clandestine manufacture of morphine and heroin in Chinese territory :

" Expresses the desire to be informed as soon as possible of the results of the enquiry which was announced a year ago by the Chinese Government and which was intended to serve as a basis for the establishment of a comprehensive plan to prevent illicit traffic in opium and its derivatives and to suppress immediately all illicit manufacture of opium derivatives ;

" Expresses the wish that, while awaiting the results of this enquiry, the Chinese Government should take every possible step to combat the illicit traffic in opium and drugs in China and to prevent its territory from becoming a source of supply for traffickers in other countries :

" Recommends that the Council should communicate officially to the Chinese Government and the Governments of the Treaty Powers, through the Secretary-General,

the Minutes of the Committee's discussion on the situation in the Far-East at its sittings on May 29th and 30th, with a request for the observations of those Governments on the facts disclosed by the discussion and for their replies to the questions put in the course of this discussion. "

Acting upon the Council's decision of September 7th, 1934, the Secretary-General sent a Circular Letter to the Governments concerned, requesting them to inform him as soon as possible, as regards Resolution I, of the measures they have already taken or propose to take on the lines indicated by the Advisory Committee. Furthermore, in accordance with resolution II when transmitting to them the Minutes of the Advisory Committee's meetings on May 29th and 30th, 1934 (document C.317.M.142.1934.XI), he requested them to submit their observations on the facts disclosed by the discussion and to furnish replies to the questions raised during the debate.

By April 15th, the only replies which the Secretariat had received were those from *Italy* and the *Netherlands*.

As regards Resolution I, the *Italian* Government confirmed the information already conveyed in the note of December 28th last—namely :

" That, in the Italian Concession in Tientsin, the laws and regulations prohibiting drug trafficking are strictly applied and that the local police keep a most careful watch to prevent the smoking of opium in private dwellings.

" Such being the position, which calls for no special observations regarding the abuse of or traffic in narcotic drugs, there appears to be no need to modify the present police measures or to increase the severity of the legislative provisions in force.

" The deportation recommended by the Committee would, moreover, be a very serious measure in the case of persons who have severed so many ties with their native country and formed such close ones with the country in which they reside. Such a penalty could not therefore be added to those already provided for by the present Criminal Code.

" As to point 3 in the resolution under consideration, the Advisory Committee cannot fail to make due allowance for the very special conditions obtaining in the shipping services on the seas and rivers of China.

" It is a well known fact that, in China, the organisation of foreign shipping companies differs in respect of the arrangements made for Chinese passengers from current practice in other countries. The third class accommodation is generally let to a Chinese ' compradore ', who contracts with the companies so much per voyage. The ' compradore ' disposes of the third-class accommodation and is in sole charge of the Chinese passengers.

" It is clear that, if Chinese passengers are engaged in illicit activities, the companies cannot be held responsible.

" The Royal Government is therefore of opinion that, in cases of the manufacture of or illicit traffic in narcotic drugs, the laws at present in force should be applied as they are, without any increase in the penalties. "

In a letter dated January 23rd, 1935, the *Netherlands* Government submitted the following observations :

" The questions dealt with in Resolution I are of only slight importance so far as the Netherlands are concerned. Hitherto, Netherlands nationals have not been concerned in the illicit manufacture of or illicit traffic in narcotics in China.

" The Netherlands Consular Law allows of the deportation from China of Netherlands nationals who are deemed to be a danger to public security and order.

" Persons deported may not return to China.

" As regards the enactment of laws imposing adequate penalties on nationals who may in future be convicted of illicit traffic in opium or other narcotic drugs, the Netherlands Government proposes to enact new legislation on the conclusion of the Convention for the Suppression of the Illicit Traffic in Dangerous Drugs at present in preparation.

" It would moreover, be desirable to possess more accurate information regarding the activities in the matter of the manufacture of and illicit traffic in narcotic drugs by nationals of countries enjoying extra-territorial privileges in China. As regards manufacture, the inferior quality of the Chinese products would scarcely seem to point to close co-operation with foreign chemists.

" In regard to the Minutes transmitted in accordance with Resolution II, the Netherlands Government notes that all the important questions raised in the course of the discussion have been embodied in the resolutions. As these resolutions have already been communicated by Circular Letter they do not call for comment. Nevertheless, Her Majesty's Government considers it desirable to single out from the discussion certain remarks which deserve special attention. The Netherlands Government is happy to note that certain observations made more particularly by the Chinese delegate proved that it has been realised that punitive measures are not in themselves sufficient but that preventive action is also required. If no attempt is made to deal effectively with the causes of the improper use of opium and other dangerous drugs, the demand for such drugs will continue, and however great the vigilance of the police and the rigours of the law, there will always be people prepared to run the risks of the illicit traffic for the sake of the enormous profits it yields. In the sphere of police measures, on which the Committee more particularly concentrated its attention in the course of the discussions, the traffickers will always be engaged in a battle of wits with the forces of law and order.

" The causes of the abuse of opium were described in the letter read by Mr. Fuller, in which it was said that individuals took opium either to relieve physical pain or for the transient pleasure which it might procure. The only way of dealing with the first of these causes is by the provision of more efficient medical assistance and the improvement of health conditions, thus shaking the conviction that opium is a panacea ; in the case of the second, the only remedy is to deliver the Chinese from their worst hardships both material and moral and by giving them a new interest in life. These points are closely related to the national reconstruction of China.

" The Netherlands Government considers that it is only in this way that important results can be achieved and the disquieting problem of opium and other dangerous drugs in China effectively solved. "

The Secretariat has preferred to communicate these two replies immediately on account of their current interest ; it proposes to make a general survey of the replies when more have come to hand.

2. Control of Trade in Opium and Drugs in Manchuria and Jehol, Territory also known as " Manchukuo ", and Trade with that Territory.

1. *Circular Letter 27.1934.XI, of March 16th, 1934.*

The Advisory Committee at its seventeenth session (October-November 1933), as a result of the examination which it had made of the new situation created in Manchuria and Jehol, territory also known as " Manchukuo ", felt it to be its duty to represent to the Council the importance of steps being taken, by whatever means might be found to be most suitable in existing circumstances, to secure the fullest possible information as to the production, sale and use of opium and drugs in the territory, the administration of the laws and regulations which had been adopted on the subject and their effects, cases of illicit traffic, and so on, such as the League received from other countries and territories. The Council, wishing to facilitate the Committee's work, decided on January 20th, 1934, in order to procure the desired information, to apply to the Governments of States Members of the League of Nations which were in a position to furnish the information required by the Advisory Committee—viz., Belgium, the United Kingdom, Czechoslovakia, France, Germany, Italy, Poland and Japan—and to the Governments of the United States of America and of the Union of Soviet Socialist Republics.

The Secretary-General, acting on the decision of the Council and of the Advisory Committee, addressed Circular Letter 27.1934.XI, on March 16th, 1934, to the above-mentioned Governments, requesting them to furnish him with any information which they might be able to obtain on the points indicated by the Committee, together with any other information which they might consider useful concerning the situation with regard to opium and other dangerous drugs in the territory in question.

The Secretary-General also sent a copy of this Circular Letter to the Chinese Government.

The Secretariat has received replies from *Japan*, the *Union of Soviet Socialist Republics* and *Czechoslovakia*.

Japan, on May 12th, 1934, forwarded the text of the principal laws and regulations issued by the Government of " Manchukuo " with regard to the trade in opium and the use of opium for smoking. The text of these laws and regulations has already been the subject of a document distributed to the Committee (document O.C.1564, of July 20th, 1934).

The *Union of Soviet Socialist Republics*, in a letter of July 4th, 1934, informed the Secretariat of the League of Nations that the following laws and regulations had been published in 1932 and 1933 in " Manchukuo " on the question of opium :

1.	The Law on Opium.[1]	Published on November 30th, 1932. This law was printed in *Bulletin* No. 21, of December 14th, 1932, edited by the Ministry of Foreign Affairs at Sintsin.
2.	The Law on the Control of the Illicit Traffic in Opium.[1]	Published on December 20th, 1932. This law was printed in *Bulletin* No. 28, of January 11th, 1933, edited by the Ministry of Foreign Affairs at Sintsin.
3.	Regulations concerning the Composition of the Opium Monopoly Directorate.	Confirmed by the Minister of Finance on February 28th, 1933, and published by the *Government Gazette* on March 3rd, 1933, No. 101.
4.	Regulations regarding the Application of the Law on Opium.	Published by the *Government Gazette* on April 28th, 1933.
5.	Decree of the Governor of the Province of Sinanji on Accountancy relating to Opium Transactions.	Published in the *Documents of the Administration of the Province of Sinanji* on August 5th, 1933, No. 5.

[1] The text of these two laws had been previously forwarded by the Japanese Government and is contained in document O.C.1564 ; the Secretariat does not possess the text of the other laws, decrees and regulations mentioned by the Union of Soviet Socialist Republics.

6.	Order by the Ministry of Finance containing a list of the offices of the Opium Monopoly Directorate.	Published in the *Government Gazette* on June 9th, 1933, No. 143.
7.	Order by the Ministry of Finance relating to the Tax on the Illicit Sowing of Opium.	Published in the *Government Gazette* on June 16th, 1933, No. 146.
8.	Law modifying the Composition of the Opium Monopoly Directorate.	Approved on October 25th, 1933. Published the same day in the *Government Gazette*, No. 246.
9.	List of the offices of the Opium Monopoly Directorate.	Approved by the Minister of Finance on October 24th, 1933. Published in the *Government Gazette* on October 26th, 1933, No. 247.

Lastly, the *Czechoslovak* Government informed the Secretariat on September 11th, 1934, that it was not in a position to furnish the desired information for the use of the Advisory Committee, since it had no relations with the territory in question.

2. *Circular Letter* 30.1934.*XI, of March 19th*, 1934.

When the same question was examined at the seventeenth session, the Advisory Committee also recommended that the attention of the chief producing and manufacturing countries should be drawn to the necessity of supervising most strictly any application for the introduction of narcotics into " Manchukuo ". The reasons for which the Council decided on January 20th, 1934, on the Advisory Committee's proposal to bring this question to the notice of the Governments are set out in the Advisory Committee's report to the Council on the work of its seventeenth session (document C.642.M.305.1933.XI, pages 3 and 4) and in the Minutes of the Council meeting of January 20th, 1934. The Secretary-General therefore addressed a Circular Letter to this effect on March 19th, 1934, to the Governments of the chief producing and manufacturing countries—viz., Belgium, United Kingdom, Bulgaria, Czechoslovakia, France, Germany, Hungary, India, Japan, Netherlands, Persia, Poland, Switzerland, Turkey, Union of Soviet Socialist Republics, United States of America and Yugoslavia, and also, in accordance with the Council's instructions, drew their attention to the following statement by the Council :

> " It is understood that, in accordance with Articles 3, 8 and 15 of the Hague Convention of 1912, exports of opium (raw and prepared) to the territory in question cannot be authorised."

In view of this statement, the Secretary-General also thought fit to communicate to the States parties to the International Opium Convention of The Hague of 1912, for their information, a copy of the Circular Letter addressed on March 19th, 1934, to the chief producing and manufacturing countries. The Secretary-General also forwarded a copy of the Circular Letter to the Chinese Government.

As regards the producing and manufacturing countries, the Secretariat received on April 15th replies from the *United States of America*, which acknowledged receipt of the letter, from *Switzerland*, which had forwarded the Secretariat's communication to the Federal authorities dealing with the supervision of the trade in narcotic drugs, and from *Japan*, whose reply has already been communicated in full to the Committee on July 20th, 1934, in document O.C.1565. In this letter, the Japanese Government states that all applications for the export of substances covered by the Conventions are examined very carefully and that moreover, as regards the application of the Hague Convention to the territory of " Manchukuo ", the Japanese Government wishes to point out that, having recognised " Manchukuo " as an independent State, it cannot agree with the views expressed by the Council—namely, that exports of opium to the territory in question cannot be authorised. It is of opinion that permits to export opium and other dangerous drugs to " Manchukuo " are valid and legal if they are issued in accordance with the provisions of the international Conventions.

As regards the States parties to the Hague Convention, the Secretariat has received replies from *Albania, Bolivia, Costa Rica, Nicaragua, Uruguay* and *Venezuela*, which noted the communication in question.

VII. PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

In pursuance of the instructions given by the Advisory Committee at its nineteenth session, the Secretariat sent a letter of reminder to the Governments of Bulgaria, Czechoslovakia, France, Greece, Iran, Portugal, Switzerland, Turkey, Union of Soviet Socialist Republics and Yugoslavia, which had either not replied at all or had only sent incomplete replies to the opium questionnaire, drawing their attention to the importance of the information they are requested to furnish with a view to the preparation for a possible conference.

As regards the questionnaire concerning coca leaves, the Secretariat, likewise in accordance with the Committee's instructions, has written to Bolivia and Peru asking them for additional information.

VIII. PROCESS EMPLOYED BY THE "ALKALOIDA COMPANY, LIMITED", AT BÜDSZENTMIHÄLY (HUNGARY) TO EXTRACT MORPHINE AND OTHER OPIUM ALKALOIDS DIRECT FROM THE DRY POPPY PLANT (POPPY STRAW).

This question is dealt with in a separate document (O.C.1546(1)*(c)*) concerning the "Legal and Practical Aspects of the Application of the Existing International Opium Conventions, and particularly Articles 16 and 17 of the 1931 Limitation Convention, to the New Raw Material".

IX. DANGERS OF WIRELESS PROPAGANDA REGARDING DRUG ADDICTION

(Circular Letter 201.1934.XI, of December 4th, 1934).

Following on the decision reached by the Advisory Committee at its eighteenth session (May-June 1934) and approved by the Council on September 7th, 1934, the Secretary-General transmitted to Governments in Circular Letter 201.1934.XI, dated December 4th, 1934, a letter from the representative of Poland (document O.C.1549) concerning the dangers of wireless propaganda regarding drug addiction carried on by unqualified persons insufficiently informed on the subject, with the request that Governments should submit on this matter any observations they might deem to be useful.

The Secretariat has, up to April 15th, 1935, received replies from the following countries: *Union of South Africa, United Kingdom, Bulgaria, Canada, China, Costa Rica, Danzig, Ecuador, Estonia, Finland, France, India, Iran, Iraq, Irish Free State, Italy, Monaco, Nicaragua, Poland, Portugal, Roumania, Salvador, Sweden, Switzerland, Turkey, Union of Soviet Socialist Republics, United States of America, Uruguay and Venezuela.*

Costa Rica and *Uruguay* have communicated the Circular Letter, for observations, to their Ministers of Public Health, and *Venezuela* has taken note of it with a view to forwarding any observations she may desire to make later. The *Union of Soviet Socialist Republics* has stated that it had no observations to submit on the subject.

A number of countries, *China, Italy* and *Turkey*, have stated that no propaganda is carried on in their territory of the kind referred to by the Polish representative and that the necessary steps were being, or would be, taken to prevent it; nor are there in *Italy* any gramophone records extolling the virtues of narcotics.

Similarly, *Iran* has stated that there are few broadcasting stations in Iran, and that moreover no unofficial person possesses a broadcasting set. Gramophone records are sold subject to police supervision. In these circumstances, there is no danger of harmful propaganda in Iran. Nevertheless, the Government approves the Polish proposal.

In *Portugal* and in *Cape Verde Colony*, all necessary steps have been taken to prevent wireless propaganda on questions of drug addiction. The authorities state that the gramophone record called "Cocaine" is not on the market.

In *Portuguese Guinea*, there is no need to apply special measures as there is no cinema in the colony and only very few gramophone records are imported.

Several States have described the special measures in force in their territory to prevent propaganda of this kind. In the *United Kingdom*, His Majesty's Government entrusts all matters relating to wireless broadcast programmes to the discretion of the Governors of the British Broadcasting Corporation. The Government is satisfied that this Corporation may be relied upon to ensure that nothing is broadcast from their stations which will be likely in any way to conduce to drug addiction. Moreover, it is well known that the policy of the British Broadcasting Corporation precludes in general terms any likelihood of such a reference to drugs at the microphone as might prove harmful directly or indirectly to the work of the Opium Advisory Committee of the League of Nations. As regards talks on the drug traffic itself, the Corporation's policy has been to avoid any reference to the subject, except in terms which could not possibly be a matter of such criticism as is made in the letter from the Polish representative. Similarly, in *Canada*, the Radio Broadcasting Commission, which is in charge of radio broadcasting in the country, has already provided by regulation that all material proposed to be broadcast in Canada in relation to narcotics shall be first submitted for approval to the Department of Pensions and National Health, where it is passed upon and where deletions are, if necessary, made by the Narcotic Division of that Department. In *Sweden* also, the Radio Broadcasting Concessionaire Company has made satisfactory arrangements to deal with any such propaganda and has not thought it necessary for the moment to take any special steps. Further, in the *Irish Free State*, very strict censorship is exercised over all broadcasting programmes and particularly over broadcast talks to ensure that nothing of an objectional or undesirable character from the point of view of public morals, social habits, etc., is broadcast. This general principle therefore covers any matter relating to dangerous

drugs or drug addiction. The Government of *India* also considers that wireless propaganda on drug addiction by unqualified persons should not be permitted. One of the principles already followed by the Government of India in the matter of censorship of broadcast matters in British India is that nothing should be broadcast which offends against public morals, and thus broadcasting of any matter relating to drug addiction which falls under this category is already prohibited. As regards the suggestion that gramophone records which reproduce songs extolling the virtues of dangerous drugs should be banned, no such records are—as far as the Government of India is aware—on sale in India, but the Indian Government is prepared to take the necessary steps in the direction suggested if the question assumes any practical importance at any time.

Several countries have adopted new measures as a result of the Advisory Committee's communication.

For instance, the Government of the *Union of South Africa* has brought the question raised by the Advisory Committee to the notice of the African Broadcasting Company by whom broadcasts in the Union are undertaken. Drug addiction is, however, of rare occurrence in the Union and propaganda of the nature indicated has not come to notice in the Union and its spread to that country is considered unlikely.

In *Danzig*, all wireless talks in the territory of the Free City must be submitted for examination and approval to the competent authorities. The League of Nations Circular Letter 201.1934.XI, of December 4th, 1934, and its annex have been communicated to this organ of control with the request that it shall under no circumstances authorise talks which might serve as propaganda for the use of dangerous drugs. At the same time, the competent authority has been requested to prevent the circulation of gramophone records and publications having the same tendencies. No propaganda such as that referred to in the Circular Letter has been noted up to the present.

The Ministry of the Interior and of Public Relief of *Ecuador* states that it approves, as on previous occasions, the steps taken by the Committee to combat drug addiction and, that the use of wireless being undoubtedly dangerous in this connection, it has written to the Ministry of Communications suggesting that that Ministry should take the necessary steps to prevent the broadcasting of any such propaganda.

Finland intimates that the broadcasting programmes of the only broadcasting station, which is entirely under State control, are subject to the approval of a special supervisory commission. Hitherto no incidents have been noted of the kind mentioned by the representative of Poland. The collection of records of the national broadcasting station does not include the record " Cocaine ", nor any other records extolling the virtues of narcotics. Fully realiing, however, the possible danger of including in wireless programmes any items which might even involuntarily serve to propagate addiction, the Supervisory Commission, to whom the documents of the Advisory Committee have been communicated, declares that it will exercise in the future, as it has done in the past, the greatest care in examining programmes with a view to avoiding all items that might have a pernicious effect, or might contain even veiled allusions to drug-addiction questions.

In *France*, the attention of the various services concerned has been drawn to this question and all precautions will be taken to prevent the danger referred to by the representative of Poland.

Switzerland shares the anxiety felt by the representative of Poland. Instructions have therefore been issued to the Swiss broadcasting stations to prevent the broadcasting of any lectures or communications concerning questions of drug addiction by unqualified persons.

The Government of the *United States of America* also declares that if any case comes to the attention of the American authorities of the use of the radio for the dissemination of improper information or information contrary to the public welfare, appropriate steps will be taken by the Government through the Federal authorities charged with supervision over radio broadcasting in the United States to have such broadcasting discontinued.

Iraq, which has no observations to submit for the present, will give due attention to this question as soon as there is any proposal to set up a wireless station.

Finally, several countries would seem to favour the entire suppression of such items from broadcasting programmes ; *Roumania*, for instance, shares the anxiety of the Polish Government and has always taken appropriate steps to prevent such items being included in broadcasting programmes. Roumanian stations have never broadcast lectures or information concerning drug addiction. The Director of the *Polish* broadcasting stations has formally undertaken, at the instance of the Ministry of Social Welfare, to prohibit in future any broadcasting of talks which might serve even indirectly as propaganda for drug addiction. Similarly, the *Estonian* authorities consider that propaganda concerning addiction in any form is improper and harmful to public health. Consequently, they suggest that all Governments should take appropriate steps to prohibit all propaganda either by wireless or by gramophone records of songs extolling the virtues of dangerous drugs. In *Nicaragua*, no propaganda is conducted with regard to drug addiction by wireless or in any other form, and, as this vice is not common in Nicaragua, the Ministry of Health considers that a campaign would, by arousing unhealthy curiosity, produce a result contrary to that which the Committee seeks to attain.

The Government of *Salvador* has transmitted a letter from the Board of Chemistry and Pharmacy which has been consulted on the subject. The Board is of opinion that, in Salvador, action should be taken along the lines suggested, as any public information either for or against

the use of narcotics can be of no utility : it is even likely to arouse curiosity and thus lead to the consumption of such substances. The Board of Chemistry and Pharmacy has already had occasion, on July 11th, 1934, to point out to the Ministry of the Interior the harm done by the daily Press in reporting on the questions dealt with by the Advisory Committee of the League of Nations ; this printed information is more harmful than that communicated by wireless. Failing more ample information, the Board considers that the public services do not need to conduct propaganda, particularly those which exercise control over dangerous substances and are responsible for combating smuggling. They should carry out their task as discreetly as possible. It would be advisable therefore to prohibit any communication by wireless, by gramophone records, by books or by the Press of facts revealing the existence of vices harmful to the moral health of the nation.

Bulgaria on the contrary expresses an entirely different opinion. The Bulgarian Director-General of Public Health considers that the use of the wireless for the campaign against drug addiction and the illicit traffic in narcotics not only should not be prohibited but should even be encouraged. In order, however, to prevent any possible abuse of this means of action, every wireless talk concerning drug addiction and the illicit traffic in narcotics should be submitted for approval to the competent authority. That authority should remove all tendencies or statements which might arouse the curiosity of many listeners and encourage them to experiment with these substances, or which might provide traffickers with information useful to them in their unlawful activities.

X. CAMPAIGN AGAINST THE SPREAD OF DRUG ADDICTION AND AGAINST THE ILLICIT TRAFFIC IN NARCOTIC DRUGS

(Circular Letter 199.1934.XI, of December 6th, 1934).

The Secretary-General brought to the knowledge of Governments the resolution adopted by the Advisory Committee at its eighteenth session (May-June 1934) and approved by the Council on September 7th, 1934, instructing the Secretariat :

> " *(a)* To ask Governments parties to the 1931 Convention for any information regarding the measures taken or contemplated for the purpose of establishing the special administration mentioned in Article 15 of the Convention, and regarding all other measures which they have taken or intend to take for the purpose of organising the campaign against drug addiction and suppressing the illicit traffic, in accordance with Article 15*(c)*.
>
> " *(b)* To obtain information regarding the action taken and the methods adopted in the campaign against narcotic drugs by the national and international associations devoting themselves to this campaign and also regarding the work undertaken in this field by missionary organisations."

1. The Secretary-General requested the Governments to be good enough to send him the information referred to in point *(a)* of the resolution.

2. As regards *(b)*, the Secretary-General requested the Governments to be good enough to communicate to him the information requested concerning national associations of all kinds, whether public or private, existing in their territory which take part in the campaign against narcotic drugs. Should, however, the Governments consider it preferable, the Secretary-General requested them to supply him with a list of those associations, in order that he might get into touch with them himself.

3. As regards international associations, the Secretariat received instructions from the Committee to apply to them direct. After consulting the Legal Section and the International Bureaux Section, it drew up a list of international associations which there was reason to suppose were engaged directly, or occasionally in the course of their general work, in the campaign against narcotics, and sent them a request for information in an appropriate form. Lastly, the Secretariat also applied to missionary organisations in accordance with the Committee's resolution. The list of these associations and missionary organisations was communicated to members of the Committee in document O.C.1586.

The Secretariat has received a number of replies from Governments on the one hand and from international associations on the other.

As regards Governments, the Secretariat has so far received replies from the following States : *Union of South Africa, Australia, United Kingdom, Bulgaria, Canada, Costa Rica, Czechoslovakia, Ecuador, Egypt, Estonia, Finland, France, Germany, Guatemala, India, Iraq, Italy, Latvia, Lithuania, Monaco, Nicaragua, Norway, Portugal, Roumania, Sudan, Switzerland, Uruguay, Union of Soviet Socialist Republics, United States of America, Venezuela.*

As a large number of States have not yet replied, and some of the replies received contain very full particulars regarding point *(a)* of the resolution, the Secretariat proposes to analyse the whole of the data received in a separate document, when it is in possession of all the replies.

As regards international associations, the Secretariat is also waiting to receive the whole of the replies before analysing them. It has already received a preliminary reply from the Geneva International Centre of the World Narcotic Defence Association, and replies from the International Alliance of Women for Suffrage and Equal Citizenship, the International Council of Women, the International Co-operative Women's Guild, the World Federation of Education Associations, the International Bureau of Education, the International Educational

Cinematographic Institute, the International Catholic Union for Social Service, the Universal Christian Council for Life and Work, the Catholic Union of International Study, the International Union of Catholic Medical Men, the World Alliance of Young Women's Christian Associations, the European Congresses on Mental Hygiene, the Permanent Committee of International Social Service Conferences, the International Bureau for the Protection of Natives and the International Criminal Police Commission.

The Committee will be interested to know that a number of the replies received already show that several of the above-mentioned organisations, such as the Universal Christian Council for Life and Work, the Catholic Union of International Study, the World Alliance of Young Women's Christian Associations, the International Criminal Police Commission, and the European Congresses on Mental Hygiene, have actually taken part or are showing a genuine interest in the campaign against addiction ; and, as a result of the Advisory Committee's resolution, other organisations, such as the International Catholic Union for Social Service, the Internationl Council of Women, the International Alliance of Women for Suffrage and Equal Citizenship, the International Co-operative Women's Guild, and the International Union of Catholic Medical Men have stated that they are prepared to assist the Committee in its work, or to take an interest in the campaign.

On the other hand, the Permanent Committee of International Social Service Conferences and the International Bureau for the Protection of Natives, without anticipating the future, indicate that up to the present they have taken no part in the campaign against addiction ; the World Federation of Education Associations, although it fully approves of the Committee's campaign, and the International Bureau of Education, although it happened to be consulted on this point, have taken no special measures.

XI. LIST OF LAWS AND REGULATIONS IN FORCE (Circular Letter 57.1934.XI, of May 7th, 1934), AND PREPARATION OF A SCHEME FOR THE STUDY OF EXISTING LEGISLATION WITH A VIEW TO ENSURING THE APPLICATION OF THE CONVENTIONS AND AGREEMENTS CONCERNING THE TRAFFIC IN DANGEROUS DRUGS.

In accordance with the Advisory Committee's recommendation (seventeenth session), approved by the Council, the Secretary-General sent a Circular Letter to Governments requesting them to furnish a list giving the titles of the laws and regulations in force at the present time, in order that the list of laws which is regularly compiled by the Secretariat can be revised and brought up to date.

A large number of Governments have already sent a list of their laws and regulations, and their replies are now being collated. This work will also be of assistance in drawing up the scheme for the study of existing laws, requested by the Committee on the suggestion of the Polish representative at the nineteenth session, and the preparatory work has already been put in hand by the Secretariat.

XII. DISTRIBUTION OF DOCUMENTS RELATING TO NARCOTIC DRUGS

(Circular Letter 191.1934.XI, of November 29th, 1934).

At its eighteenth session (May-June 1934), the Advisory Committee put forward a proposal for the purpose of ensuring a more effective and more complete distribution of official publications of the League of Nations relating to narcotic drugs, in view of the increase in the number of administrative services and public and private institutions concerned in the campaign against narcotic drugs. This proposal having been approved by the Council on September 7th, 1934, the Secretary-General requested the Governments, by a Circular Letter dated November 29th, 1934, to inform him whether documents relating to narcotic drugs should be sent to one or several authorities and in how many copies ; and whether there were any institutions (technical, medical, philanthropic, etc.) to which such documents might also be sent direct by the Secretariat with the permission of the Government.

The Secretariat has received replies from the following countries : *Union of South Africa, Albania, Austria, Belgium, United Kingdom, Bulgaria, Canada, China, Colombia, Costa Rica, Ecuador, Egypt, Estonia, Finland, France, Germany, India, Iran, Iraq, Irish Free State, Italy, Lithuania, Mexico, Monaco, Poland, Portugal, Roumania, Salvador, Sweden, Turkey, United States of America, Uruguay.*

1. Some countries would prefer that no change should be made in the present system of distribution, whereby documents are sent to a single official authority, which itself arranges for their distribution to other services. Such is the case in *Albania, Austria, United Kingdom, Canada, Costa Rica, Ecuador, Egypt, Estonia, France, Germany, India, Iraq, Mexico, Portugal, Salvador, Turkey, United States of America.*

Several of these Governments ask for an increase in the number of copies, to meet the needs of their departments more adequately.

2. A number of countries intimate that they would like direct distribution to various departments as well as to the Ministry for Foreign Affairs. These countries are the following : *Union of South Africa, Belgium, Bulgaria, China, Colombia, Iran, Irish Free State, Italy, Poland, Roumania.*

3. A few countries have asked for distribution, not only to Government departments, but also to a number of institutions concerned in anti-narcotic work. These countries are *Italy, Poland* and *Lithuania.*

The Secretariat will publish a list after receipt of all the replies.

XIII. QUESTIONS WHICH CONCERN BOTH THE ADVISORY COMMITTEE AND THE HEALTH COMMITTEE.

1. Standardisation of Methods for determining the Morphine Content of Raw Opium (Circular Letter 63.1934.XI, of May 17th, 1934).

This question is dealt with in a separate document (O.C.1512*(a)*).

2. Research Work with a view to the Discovery of Non-habit-forming Medicaments: Use of Cobra Venom.

At the nineteenth session of the Advisory Committee, the Italian representative, referring to recommendation X of the Limitation Conference regarding the encouragement of research work with a view to discovering medicaments which, while producing the same therapeutic effects as narcotic drugs, do not give rise to addiction, drew the Committee's attention to the researches carried out at the Pasteur Institute in Paris in 1934 and at the Haffkin Institute at Bombay, as well as to the information furnished by the late Professor Calmette regarding the use of cobra poison for the relief of pain in cancer cases.

In accordance with the Committee's instructions, the Secretariat has begun collecting documentation on this subject in collaboration with the Health Section, which is proceeding with its enquiries.

3. Application of Article 10 of the Geneva Opium Convention of February 19th, 1925, and of Article 14*(d)* of the Hague Convention of 1912; List of Replies from Governments to the Recommendations of the Health Committee.

This question forms the subject of a separate document (O.C.1411(3)).

XIV. PAMPHLET RELATING TO THE LEAGUE'S WORK IN COMBATING THE TRAFFIC IN NARCOTICS.

The Advisory Committee will remember that, in pursuance of a proposal by the representative of Poland, approved by the Fifth Committee, the fifteenth Assembly expressed the desire that the Fifth Committee's report to the Assembly (document A.51.1934.XI) summarising the work so far accomplished by the League in combating the traffic in narcotics should be "published by the Information Section of the Secretariat, with the necessary changes or adjustments, in the form of a pamphlet for general distribution".

The Information Section published the report in question, adapted for the purposes of public distribution, in the form of an annex to the *Monthly Summary* for October 1934. It was also reproduced in the *Bulletin of League of Nations Teaching* for December 1934, and was also separately printed.

This document was sent by the Secretariat to various persons in political, medical, legal and educational circles in a large number of countries. The interest which it aroused may be judged not only from the fact that numerous passages were reproduced in the Press of various countries, but also from the number and character of the letters received by the Secretariat. These letters prove the personal interest taken in the question; in many cases, requests were made that a certain number of copies of the document should be sent to various associations or organisations.

XV. OTHER CIRCULAR LETTERS SENT OUT BY THE SECRETARIAT IN PURSUANCE OF THE RESOLUTIONS ADOPTED AT THE ADVISORY COMMITTEE'S LAST SESSION (NINETEENTH).

In addition to the Circular Letters specially mentioned in the present report, the Secretariat sent a number of other Circular Letters to Governments concerning the various questions raised by the Committee in its report on the work of its last session (nineteenth). It will not be possible to analyse the replies until the Secretariat is in possession of the whole of the replies from Governments.

ANNEX 3.

O.C.417(s).

Geneva, April 24th, 1935.

SHIPMENTS OF PERSIAN OPIUM KNOWN TO HAVE BEEN SHIPPED FROM THE PORT OF BUSHIRE DURING THE PERIOD JANUARY 1ST TO DECEMBER 31ST, 1934.

MEMORANDUM BY THE BRITISH REPRESENTATIVE IN CONTINUATION OF THE PREVIOUS MEMORANDUM (Document O.C.417(r)) APPEARING AS ANNEX 2 TO THE REPORT TO THE COUNCIL ON THE WORK OF THE EIGHTEENTH SESSION OF THE OPIUM ADVISORY COMMITTEE (Document C.256.M.105. 1934.XI).

Vessel	Date	Number of chests (160 lb.)	Destination	Flag
Varsova	April 8th, 1934	85	Hamburg	British
Vasna	May 13th, 1934	200	Macao	British
Vasna	May 13th, 1934	120	Hamburg	British
Varela	May 27th, 1934	10	London	British
Vasna	June 13th, 1934	120	Hamburg	British
Vasna	June 13th, 1934	200	Macao	British
Vita	June 24th, 1934	50	Marseilles	British
Vita	June 24th, 1934	10	London	British
Sturmfels	June 6th, 1934	10	Hamburg	German
Vita	July 15th, 1934	50	Marseilles	British
Vasna	August 13th, 1934	80	Hamburg	British
Unknown [1] ..	September 2nd, 1934	300	Unknown	Unknown
Unknown [2] ..	September 9th, 1934	300	Unknown	Unknown
Vasna	September 24th, 1934	10	London	British
Vasna	November 26th, 1934	1	Czechoslovakia, via Hamburg	British
Trautenfels ..	December 1st, 1934	100	Amsterdam	German
Varsova	December 3rd, 1934	230	Macao	British
Vasna	December 17th, 1934	70	Macao	British

The opium carried on British vessels was covered by export certificates issued by the Government of the country to which the opium was consigned.

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[1] Steamer surmised to be Japanese arrived at Bushire on the evening of September 2nd and, having loaded in darkness 300 cases of opium, left during the night for an unknown destination. The name was hidden; the ship was probably about 5,000 tons and had a yellow funnel.

[2] A second steamer believed to be Japanese or Chinese, of about the same size and type as that mentioned in the previous footnote, but with the funnel painted with a black and white check design, arrived at Bushire at about 10 p.m. on September 9th and loaded 300 cases of opium. She withdrew before dawn but returned for a few hours on the following evening for stores.

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Abbreviations.

Art. = Article.
Cttee. = Committee.
Co. = Company.
Cl. = Council.
Conf. = Conference.
Conv. = Convention.
Govt. = Government.
Int. = International.
Resol. = Resolution.

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