Council. M. Coursin is at present carrying out this mission, devoting special attention to road questions and road transport.

Public Health.

In undertaking reconstruction work in the field of public health, with the help of the Health Organisation, the Chinese Government's primary aim was to establish a central organism consisting of the National Health Administration, the Central Applied Hygiene Station, the Nanking Central Hospital, the Central Laboratory of Hygiene, the Central School of Nursing, the Central School of Midwifery, and the Nanking Municipal School of Hygiene. This organism is now firmly established. It forms at one and the same time a central administration, whose duty it is to regulate and administer public health, a centre of technical studies, and a school for the training of health officers.

The Government is now concentrating chiefly on providing better facilities in the interior.

For this purpose, the National Economic Council is making use of the services of one of the Health Organisation's experts, Dr. A. Stampar, Honorary Director of Public Health in Yugoslavia and a former member of the Health Committee. Dr. Stampar is studying the medical and sanitary equipment of the provinces. He has investigated the situation on the spot and is now engaged in drawing up schemes of organisation and supervising their execution. The provinces so far covered are Kansu, Hunan, Kiangsi, Shensi and Shansi, Yunnan, Szechwan and Fukien.

Up to December 31st, 1934, Dr. B. Borcic, Director of the Zagreb Institute of Hygiene, had been attached to the Central Health Authorities of China as representative of the Health Organisation. On July 26th, 1935, the Chinese Government asked that his mission should be renewed. Dr. Borcic took over his duties on May 1st, 1936. He devotes most of his time to co-operating in the work of the Central Applied Hygiene Station, one of whose most important functions is to train the officials of the health services (medical officers of health, public health nurses, sanitary engineers and sanitary inspectors, midwives, etc.). It also organises research work in its laboratories in bacteriology, pharmacology, etc.; carries out, on behalf of the central
administer, certain practical work such as bacteriological, serological, and pathological examinations; analyses and inspects water, biological products and patent medicines; organises water supplies, hospital administration, health propaganda, etc.

Under the plan of collaboration between the Chinese Government and the Health Organisation, the latter is continuing to give the Chinese Health Administration the facilities of its liaison system. During the last quarter of 1935, the Shanghai Commissioner of Public Health was thus able to study the municipal administration of public health in several large European cities. For 1936, the Chinese Administration has proposed the following missions:

Mission of the Dean of the Kiangsi Provincial Midwifery School: to study maternity and child health and welfare;

Mission of the Assistant Superintendent and Surgeon-in-Chief of the Central Hospital: to study hospital administration;

Mission of the Director of the National Epidemic Prevention Bureau: to study the manufacture of vaccines, sera, and other biological products.

The Chinese Administration has also selected one of its members to attend the malariology course at Singapore.

In accordance with the arrangements approved by the Council Committee for China in March 1936, these experts will be attached to the Secretariat. Under the guidance of a member of the Health Section, they will study collectively for six months in certain European cities.

An expert attached to the Anti-Epidemic Bureau of Mongolia and Suiyen will study methods of combating plague in certain special institutes in India and the Netherlands Indies.¹

¹ The co-operation of the League with China in intellectual matters will be dealt with in Part II of this report, to be published early in September 1936.
10.

SOCIAL QUESTIONS.

I. Protection and Welfare of Children and Young People.

A. TRAFFIC IN WOMEN AND CHILDREN COMMITTEE.

The Traffic in Women and Children Committee met for its fifteenth session from April 20th to 27th, 1936, and the Committee's report was communicated to the Council on May 13th, 1936.\(^1\) The Council noted the report and authorised the Secretary-General to give effect to the Committee's recommendations.\(^2\)

1. Ratification of Conventions.

Since the last session, Nicaragua has become a party to the International Convention for the Suppression of the Traffic in Women and Children of 1921; Australia, Estonia and the Union of Soviet Socialist Republics have become parties to the International Convention for the Suppression of the Circulation of and the Traffic in Obscene Publications of 1923; and the following States have become parties to the Convention for the Suppression of the Traffic in Women of Full Age of 1933: the Union of South Africa, Czechoslovakia, Hungary, Latvia, Netherlands (Netherlands Indies, Surinam and Curaçao), Nicaragua, Norway, Roumania.

2. Rehabilitation of Adult Prostitutes.

In 1935, the Committee had considered a preliminary report on an enquiry into direct methods of prevention and rehabilitation and had framed a questionnaire, based on suggestions made

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\(^1\) Document C.204.M.127.1936.IV.
in the course of its discussions, with a view to the continuation of this enquiry. In 1936, the Committee had before it an extensive report on this question in four parts, with an addendum submitted by the Rapporteur, Mr. S. Cohen, Secretary-General of the Jewish Association for the Protection of Girls, Women and Children. This second stage of the enquiry was confined to the rehabilitation of adult prostitutes. In discussing the report, the Committee had the valuable assistance of two experts — Dr. Cavaillon, Secretary-General of the Union internationale contre le péril vénérien, Paris, and Dr. Kemp, of the University Institute, Copenhagen.

Among the points the Committee specially noted were the difficulties arising out of domestic service, as well as the fact that illegitimate birth is no longer as great a contributing factor in leading women into prostitution as has been assumed, although the social and economic difficulties consequent upon having an illegitimate child still constitute an important contributing factor. It was observed also that a considerable percentage of these women had left school below the normal school-leaving age of their respective countries, that they showed a readiness to frequent change of occupation, that the home background of a considerable proportion was more unsatisfactory from the moral than from the material point of view, and that rather more than half of the women had been assessed by the investigators concerned as being of normal intelligence. This point gave rise to discussion on the need for a psychological and psychiatric study of prostitutes at an early stage and for a system of care of the feebleminded and insane which should result in reducing the number of such cases among prostitutes.

As regards the establishment of social services at the centres for the treatment of venereal disease, the Committee recognised that this represented a new line of social activity which had already had considerable success in connection with rehabilitation in certain countries. The Committee was of opinion that the attention of health authorities should be drawn to this point and that the institution or extension of such service would be desirable. The Committee also gave consideration to problems

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relating to institutional training and individual care and to the general question of the respective rôles of public authorities and voluntary effort. General agreement was expressed with regard to the obstacles in the way of rehabilitation, such as the activity of the souteneur and the system of regulation where it exists.

The general outline of the report was approved and the Committee agreed that a final report or reports on the question dealt with by the two previous stages of the enquiry should be submitted next year.


In January 1936, a Sub-Committee of the Traffic in Women and Children Committee drew up a preliminary draft multilateral convention for the suppression of the exploitation of prostitution. At its April session, the Traffic in Women and Children Committee decided to ask the Council to recommend Governments to conclude an international convention on the subject, based on the principles of the laws in force in abolitionist countries. Being anxious, however, to secure as many accessions to the convention as possible, the Committee thought it necessary to provide an opportunity for those States which still maintain the regulation system to make reservations with regard to the provisions of this convention.

At its session in May 1936, the Council decided to send the draft convention to the States Members and non-members of the League for their observations and to place on the agenda of the next Assembly the question of the conclusion of an international convention for the suppression of the exploitation of prostitution.


The 1935 Assembly decided that, the chief purpose of this Conference being the establishment of closer co-operation and fuller exchange of information between the authorities in the East, it could only usefully take place in the East itself; and that the beginning of 1937 was the most suitable date for the

The holding of the Conference. The Assembly instructed the Secretary-General to make all the necessary preparatory arrangements in consultation with the Governments concerned.

The Secretary-General approached the interested Governments with regard to the manner in which the Conference was to be constituted and the subjects to be discussed. In the light of the answers received, of information given orally by Governments to the Traffic in Women and Children Committee, of the discussion which took place in that Committee and of subsequent information received by the Secretariat, the situation with regard to this Conference is now as follows.

Of the twelve Governments approached, all except one have indicated their position. The United Kingdom (in agreement with the Governments of Hong-Kong and the Straits Settlements), China, France, Japan, Portugal, the Netherlands and Siam are in favour of holding the Conference; the United States Government, which had originally accepted the invitation to take part in the Conference officially, will be represented instead by an observer. The Governments of Iran, Iraq and India have informed the Secretariat that they are unable to participate in the Conference, the Indian representative pointing out, however, that he would fully inform his Government of the views expressed as to the necessity for India to be represented, and would urge the importance of at least an observer being sent to the Conference. The Government of Afghanistan has not yet stated its position.

February 1937 is considered the most suitable date by the majority of the Governments concerned.

The Netherlands Government invited the Secretary-General to hold the Conference in Bandoeng, Java. The Traffic in Women and Children Committee was informed by the United Kingdom delegate that the Government of Hong-Kong would also have been glad to offer the Conference its hospitality. At its ninety-second session, the Council joined with the Committee in thanking the Netherlands Government for its invitation.

As regards the agenda of the Conference, general agreement has been reached. The following are the chief subjects to be dealt with:

Closer collaboration and wider exchange of information between the police and other authorities in the different
countries who are responsible for measures concerning the prevention of traffic in women and children in the East;

Closer collaboration between police and other authorities and private organisations;

Migration, in so far as this question affects the protection of migrants against traffic in women and children;

Possibility of employing a larger number of women officials by the authorities responsible for the welfare of women and children;

Possibility of abolishing licensed or tolerated brothels in the East;

Problem of women refugees of Russian origin in the Far East who have become or who are in danger of becoming victims of the traffic.

Most of the Governments were of opinion that the participation of private organisations and missions would be an advantage. The Japanese Government, however, expressed the view that, for purely practical reasons, the Conference should consist only of Government delegates. A similar attitude was taken by the Government of Ceylon.

The Council decided at its ninety-second session on May 13th, 1936, that the participation of voluntary organisations or of missions should be of an advisory or consultative character.


The Assembly, at its fifteenth session, approved a resolution authorising the Secretary-General to endeavour to secure the services of a competent person, preferably a woman, who could act as an agent of the League of Nations for the purpose of encouraging and co-ordinating efforts to improve the position of women of Russian origin who are engaged or likely to become engaged in prostitution. The Assembly stipulated that this appointment should not involve any financial charge upon the League. Since this resolution was adopted, efforts have been made in different parts of the world to collect funds which will enable the Council to appoint a League agent. At the meeting of the Traffic in Women and Children Committee, several Assessors reported on these voluntary efforts. It is understood that this collection of sufficient funds constituted an indispensable condition for the appointment of an agent by the Secretary-General.
6. Annual Reports on Traffic in Women and Children and on Obscene Publications.

Twenty-seven countries have in 1936 reported on traffic in women and children for the year 1934/35. This constitutes a slight improvement compared with the situation in previous years. In the Traffic in Women and Children Committee, the question of rearranging the questionnaire on traffic in women and children was raised and it was pointed out that a lack of comparability of the answers was still obvious from the replies received. The new questionnaire, which is the basis of the answers from the Governments, having been approved in 1931 and first utilised for the answers of the Governments in 1932, it was agreed that one more year’s experience was desirable before new changes could be suggested. The members of the Committee were requested to send suggestions with regard to the revision of the questionnaire by November 1st, 1936. It was generally recognised that the Committee should give closer attention in future to the examination of the Summary of Annual Reports on Traffic in Women and Children and on Obscene Publications, as they still constituted the basis of the work of the Committee.

7. Abolition of Licensed Houses.

The Egyptian Government informed the Secretariat that the Commission of Enquiry into the Problem of Licensed Prostitution in Egypt had prepared a report. The proposals it contains had been approved by the Egyptian Government and the necessary measures were being taken to put them into effect.

The Japanese Government informed the Secretary-General that licensed prostitution had been abolished in the Nagasaki Prefecture since July 7th, 1934, and in the Aomori Prefecture since December 22nd, 1934. The number of prefectures in which licensed prostitution had been abolished was now five — namely, Gunma, Saitama and Akita, in addition to the two prefectures already mentioned.

The Roumanian Government reported that, in application of the Health Law of 1930 providing for the abolition of licensed houses, the necessary steps had been taken by the Roumanian authorities for the closing of such houses.
B. Child Welfare Committee.

The Child Welfare Committee held its twelfth session at Geneva from April 27th to May 2nd, 1936. Its report\(^1\) was communicated to the Council on May 13th, 1936.

The Council took note of the report and authorised the Secretary-General to give effect to the Committee's recommendations.\(^2\)

The chief subjects discussed by the Committee were:

1. **Boarding-out of Children in Families.**

When the Committee first placed this question on its agenda, it regarded it as part of the general systematic enquiry into the treatment of young offenders and children in moral danger. During its twelfth session, however, after examining the material supplied by Governments and women's associations, the "Save the Children" International Union, and the Rapporteur,\(^3\) the Committee came to the general decision that the question of the boarding-out of children in families should be treated separately from the problem of erring or delinquent children.

It also considered that the enquiry had not yet reached its final stage, and that, having regard to the suggestions made by the Rapporteur, it would be advisable to re-examine in greater detail the material to hand, especially that relating to methods of administration and current practice. The Committee has consequently not reached any conclusions this year. It is agreed, however, upon the following broad principles:

1. Placing in foster-homes, whether boarding out or placing in family homes of other types, is a valuable means of providing the normal experience of home and community life for children whose own parents are unable to care for them. It should never be resorted to for reasons of poverty alone, or solely because the child is illegitimate. It is a method of care which should be applied only after it is clearly shown that for the child to remain in his own home or with his mother is not conducive to his welfare or to that of society.

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\(^1\) Document C.204.M.127.1936.IV.

\(^2\) See *Official Journal*, June 1936, page 553.

\(^3\) Documents C.P.E.515, 516 and 514.
2. All child-placing agencies should make provision for the complete study of the child they are placing and of the environment from which he has come, as well as of the home in which he is to be placed. Such information is essential in achieving the successful adjustment of the child to his foster family. Each child must be dealt with as an individual who is distinct in his endowment, character, personality and capacity for full development.

3. Supervision by competent workers should be provided for the child in the foster-home, and care should be taken to afford him the fullest opportunity for healthy development and for sound education, and to give him an adequate training for earning a living.

The Committee also laid down certain guiding principles for the work to be undertaken prior to the discussion of the question at its next session.

2. Cinematograph.

This question was approached from two different angles: the cinema as a recreation for young people, and co-operation between the Child Welfare Committee and the Educational Cinematographic Institute.

In 1934, when the Committee decided to study the recreational aspect of the cinema for young people, the members and assessors of the Committee were asked to collect preliminary information from the countries and international organisations they represent. The headings included the age of admission, frequency of attendance, the effect on mentality, special performances, the types of films which appeal to children, and the provision of special films.

In 1935, when the Committee examined the material collected, it decided to enlarge the scope of the enquiry by sending the questionnaire to all Governments Members of the League. The information received was to be submitted to the Educational Cinematographic Institute at Rome for any observations it might have to offer.

By April 1936, more than thirty Governments as well as several international organisations had sent particulars.

During these discussions, the Committee received very valuable assistance from two experts — Mr. A. C. Cameron,
representing the British Film Institute, and Dr. E. Dale, of the Payne Fund of New York City.¹

The Committee still felt, however, that the question was not sufficiently ripe, and decided to continue the discussion next year; meanwhile, the whole of the material will again be reviewed and additional information obtained from Governments and any other available sources.

The liaison officer with the International Educational Cinematographic Institute emphasised in his report ² the importance to the Child Welfare Committee's work of the International Convention signed at Geneva in 1933 regarding the International Circulation of Educational Films. It was suggested that Government representatives on the Committee should do their utmost to promote the signature of that Convention, and that close co-operation should be established between the Rome Institute and the Child Welfare Committee, which are studying different aspects of the same problem.

3. General Study of the Problem of Young Offenders and Children in Moral Danger.³

The Committee examined the Rapporteur's scheme for the general study of the problem of young offenders and children in moral danger, which has been placed on the agenda of the 1937 session. Acting on the Rapporteur's suggestions, the Committee decided that the work to be submitted at its next session should take the form of a "general study of the principles applicable in dealing with young offenders and children in moral danger". In laying down those principles, account will be taken of the Committee's previous work and conclusions relating to the auxiliary services of juvenile courts, the organisation and operation of those courts, and institutions for erring and delinquent minors. The Committee decided to appoint a sub-committee of experts to assist the Rapporteur.

¹ Documents C.P.E.533 and 541.
² Document C.P.E.535.
³ Document C.P.E.536.

The Committee had before it reports on the Child Welfare Councils in Denmark, Norway, and Sweden, by experts from each of those countries. The Secretary decided that this information would be useful in connection with the study of the problem of young offenders and children in moral danger, because these Councils, which cover the whole field of child welfare, perform the duties entrusted to juvenile courts in other countries. The Committee proposes to examine these reports at its next session, when making a general study of the question of young offenders and children in moral danger.

5. Work of the Secretariat as an Information Centre in the Field of Child Welfare.

This work has been developed on the lines laid down by the Assembly and the Child Welfare Committee. Special efforts have been made to get together, and to make easily accessible, the first essential elements of the material to be collected.

Some sixty requests for information from both official and private bodies have been replied to.

At its last session, the Committee asked the Social Questions Section to undertake certain specific tasks in regard to the publication of information; but, at the same time, it pointed out that, as regards the work entrusted to the Section as an information centre in the field of child welfare, progress should be gradual.

6. Reports of the Liaison Officers.

(a) With the International Labour Office. — In his report, the liaison officer informed the Child Welfare Committee of the questions discussed by the International Labour Conference in 1935 with reference to the effect of the economic depression and unemployment among young persons, and the aspects of welfare work on behalf of children and adolescents touched upon at the International Labour Organisation’s Regional Conference at Santiago de Chile in 1936.

1 Documents C.P.E.521, 522 and 523.
The Committee took note of this information and expressed the hope that the International Labour Office would continue its efforts: (a) to raise the minimum age of employment, and, concurrently, the school-leaving age, as it recognised the great importance of this both for the reduction of unemployment and for the protection of young persons; (b) to study the question of unemployment among young intellectual workers (already raised at the last session), the urgency and social importance of which it emphasised.

(b) With the Health Organisation. — During the past year, the Health Organisation has devoted much attention to the problem of nutrition. The Committee noted the information furnished by the liaison officer regarding the Health Organisation’s enquiries into the influence of the economic depression and of the nutrition of the unemployed and other population-groups on public health. The Committee also received particulars of the work of the Mixed Committee on Health and Nutrition, and was informed that economic and wage questions would be studied in the Mixed Committee, the International Labour Organisation being represented. The Committee felt that it should itself be represented on the Mixed Committee, to ensure that social assistance questions should receive proper attention. On considering the Committee’s report (May 13th, 1936), the Council agreed to this.

7. Future Work of the Committee.

The Child Welfare Committee considered the proposals submitted to the 1935 Assembly by its Fifth Committee concerning the Child Welfare Committee’s future policy and the questions to which special attention should be paid. The delegates of Canada and the United States also put forward a general scheme of work ¹ to be spread over several years, suggesting that the different questions might be taken up gradually as and when the Child Welfare Committee was qualified to deal with them, due regard being paid to their international importance.

¹ Document C.P.E.539.
The Committee approved in principle the idea of a broader and more general survey of child welfare problems, but observed that the work must proceed on clearly defined lines.

As the Child Welfare Committee is now being reorganised, it was decided to confine the discussion to questions of procedure and not to discuss the substance of the reports until the 1937 session.

The delegate of Chile was appointed Rapporteur.

II. Penal and Penitentiary Questions.

In 1934, the Assembly adopted a resolution requesting Governments to communicate — if possible annually, and, if necessary with the collaboration of qualified associations — any information relating either to the application of the Standard Minimum Rules for the Treatment of Prisoners or to reforms brought about in penitentiary matters.¹

In 1935, the Assembly instructed the Secretary-General² to ask the Governments which accept the Standard Minimum Rules to give these all possible publicity; to inform Governments that the Assembly's attention had been drawn to the alleged existence in certain parts of the world of various reprehensible practices (such as: the use of violence and other forms of physical constraint either in police cells or in prisons or other places of detention with a view to extorting confession or evidence; protracted underfeeding to an extent likely to be injurious to the health and lives of prisoners; the detention of women in prisons without the direct supervision of women officers), which are inconsistent with the Rules and contrary to the principles or rational treatment of prisoners; and to convey to them an expression of its hope that such practices, where they exist, will be abandoned.

The Secretary-General has carried out these instructions by a circular letter addressed to Members and non-members of the League on October 28th, 1935.

The communications sent in under the Assembly resolutions of 1934 and 1935, together with a review of the current activity

² Document A.63.1935.IV.
of technical organisations working in the field of penal and penitentiary methods, will as usual be submitted to the delegates of the forthcoming Assembly in a separate document.

III. Assistance to Indigent Foreigners.

The Committee of Experts appointed by the Council in 1931 to study this question held a second session in 1936 (January 27th-February 1st).

At its first session (December 1933), the Committee had drafted the text of a multilateral Convention,\(^1\) which was then submitted to Governments. The purpose of the recent session was to enable the Committee to study the replies received from Governments and international organisations. The majority of these were in favour of a multilateral convention, but the Governments suggested numerous amendments to the draft text, which the Committee revised accordingly.\(^2\)

The Committee considered it unnecessary to draft a model bilateral treaty, but recommended States which for any reason might find it impossible to become parties to the multilateral Convention to conclude bilateral treaties based upon the same principles.

On the proposal of the American experts, the Committee decided to collect information as to the practice of various countries in the matter of assistance to indigent foreigners.

As regards the enforcement of maintenance obligations abroad, the Committee instructed the Secretariat to approach the International Institute for the Unification of Private Law, Rome, with a view to being kept abreast of its activities in this respect. The Institute has already gone very thoroughly into the matter of maintenance obligations.

The Polish experts urged, for reasons of principle as well as on practical grounds, that as many countries as possible should expedite their ratification of the Conventions adopted by the International Labour Conference with a view to ensuring the payment of unemployment benefit to those out of work through no fault of their own. Taking into account the aforesaid

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\(^1\) See document C.10.M.8.1934.IV.

\(^2\) See document C.94.M.37.1936.IV.
reasons, the Committee of Experts considered that its members might draw the attention of their respective Governments to the advantages to be derived from such ratification.

On the proposal of the Polish experts, the Committee also recommended that the attention of the International Labour Office should be drawn to the distressing position of persons who, after working abroad, found the obtaining of their rights under the social system of their country of residence such a long and costly business that they were in danger of being reduced to indigence. It asked the appropriate organs of the International Labour Organisation to examine the possibility of reducing these difficulties to a strict minimum, so that those concerned might be treated with the humanity that was their due.
TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

A. WORK OF THE ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs met for its twenty-first session at Geneva from May 18th to June 5th, 1936.

The Committee, apart from its periodic general review of the illicit traffic and of the annual reports of Governments, devoted special consideration to three important questions: the manufacture of narcotic drugs in clandestine factories, the serious situation which has arisen in the Far East in regions where the present system of control is difficult and, in effect, inadequate, and the preparatory work to be undertaken with a view to the limitation and control of raw materials by international agreement.

I. IIICIT TRAFFIC.


The Sub-Committee on Seizures of the Advisory Committee, reviewing the illicit traffic in 1935 and the first three months of 1936, expressed itself as encouraged by the progress achieved. It referred in particular to the cessation of activity on the part of powerful gangs of narcotic traffickers which had operated in various countries of the world. It noted that the traffickers in Europe and on the American continent had been driven to forgery of prescriptions, theft from pharmacies and increasingly heavy adulteration of the drugs which they purveyed, and it drew a contrast between this situation and that which had prevailed five
years ago, when unlimited quantities of illicit morphine could be obtained in Europe for 9 Swiss francs per ounce and in the United States of America and Canada for 36 Swiss francs per ounce, calculated at present exchange rates. It was now difficult to obtain illicit morphine in Europe at all and that commodity was sold in the illicit traffic in the United States and Canada for the equivalent of 450 Swiss francs per ounce.

The principal markets for illicit drugs are still to be found in the United States of America, Canada, China, India and other Far-Eastern territories and Egypt. In general, the seizures made are of comparatively small quantities, which seems to indicate that traffickers continue their policy, to which allusion has been made in previous years, of dividing up the drugs in smaller lots in order to avoid heavy losses in cases of discovery. In the United States, illicit drugs are entering through the Atlantic seaboard and the Pacific coast and, to a lesser extent, from Latin-American countries. In Canada, almost all the traffic seems to originate in the Far East. In China, imported supplies of heroin appear to come from Dairen. Clandestine factories discovered in Shanghai, partly working on crude drugs apparently of Chinese origin, are undoubtedly another source of supply for the illicit traffic in China. In Egypt, seizures of raw opium and hashish are frequent, but manufactured drugs are less often detected.

The representatives of Canada and the United States of America furnished conclusive evidence of an organised traffic into these countries of narcotic drugs from Japan.

Measure to deal with the Illicit Traffic.

The Committee decided to forward to Governments for their information a memorandum on the smuggling of narcotic drugs through the post. Evidence before the Committee showed that illicit traffickers were continuing to make use of the mails in various countries.

The Committee further considered measures to prevent the use of ocean-going steamers for illicit traffic and to ensure supervision in the larger seaports. The representative of the

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1 For clandestine manufacture in Chinese territory, see below, pages 180 and 183.

2 See below, under the paragraph headed "Situation in Japan", page 185.
United States of America submitted suggestions to the Committee for general application by Governments and steamship companies, so that countries threatened with this form of smuggling might consider the possibility of their application.

Among other questions considered by the Committee in reviewing methods adopted by illicit traffickers was a suggestion that a study should be made of the extent to which illicit traffic might arise from the forging of medical prescriptions and the question whether it would be possible to provide, by international agreement, for adequate and uniform penalties to be imposed on illicit traffickers who offered for sale narcotic drugs which were adulterated or replaced by other inert or non-narcotic substances.

Governments, in view of the fact that acid acetic anhydride is used in the manufacture of heroin, were asked in 1934 to furnish figures of their imports and exports of this substance for the years 1931-1934 and subsequently for each calendar year. The question arose whether it was desirable to ask the Governments to continue to furnish these statistics, particularly as certain administrations had drawn attention to the difficulties involved and as acid acetic anhydride was used in very large quantities for the manufacture of other substances, such as aspirin and rayon pulp. The Committee decided to warn Governments of the dangers inherent in the possible use of acid acetic anhydride for the illicit manufacture of heroin, and asked them to give special attention to the movements of this commodity. It will continue its enquiries with a view to ascertaining whether a special control of this product would afford a definite possibility of preventing or detecting clandestine manufacture, but Governments will be informed that they will not be required to furnish statistics of imports and exports of this substance after the end of 1936.

The Assembly, in 1934, expressed the view that specialised police services represented the only means whereby Governments could detect and close clandestine drug factories and effectively combat the illicit traffic, and had requested the Advisory Committee to obtain information as to the numbers and character of the staff assigned to this class of work in different countries.

The Committee noted a memorandum on specialised police forces and decided that it should be sent to the Governments for information.
II. CONSIDERATION OF THE ANNUAL REPORTS FROM GOVERNMENTS FOR 1934.

The Committee, during its survey of the annual reports, considered a number of questions, to some of which reference is made under the appropriate headings. Special attention was paid to the synoptic statistical tables based on information supplied in the annual reports and on the annual statistical returns prepared and published by the Permanent Central Opium Board. The Committee, in connection with certain statistical data supplied by Governments to the Board which the Board for practical reasons did not publish in their entirety, expressed its appreciation of the assistance afforded by the Board and hoped that it would be possible for it to continue to furnish this information to the Advisory Committee.

III. CLANDESTINE MANUFACTURE.

The Committee considered a confidential memorandum prepared by the Secretariat on clandestine manufacture and on the measures to be taken by Governments to prevent and detect it.

Information available to the Committee shows that fifty-four clandestine factories or laboratories were discovered and suppressed during the years 1929-1936. Of these factories, sixteen were discovered in 1934 and seventeen in 1935. The fifty-four factories, most of which were of small importance, were distributed as follows: Shanghai 21, Tientsin 5, Dairen 6, Hankow 1, Turkey 13, Bulgaria 1, France 4, Greece 2, United States of America 1. Seizures made in the illicit traffic point to the existence of clandestine factories in China, north and south of the Great Wall, and information has in recent years been given as to the existence of specific establishments. These facts have been confirmed officially only in a few cases. There are known to exist in different parts of China large numbers of shops selling narcotic drugs, but the drugs supplied to these shops may be of foreign or of native manufacture or both. The Advisory Committee expressed the earnest hope that the Chinese Government and the other Governments concerned will shortly supply it with as full information
as possible in regard to the clandestine manufacture on Chinese territory under their control.

The Committee decided that the document prepared by the Secretariat should be forwarded confidentially to Governments for their information and guidance and that Governments should be asked to submit their observations or any additional suggestions which they might wish to put forward with a view to intensifying the campaign against clandestine manufacture. It was further decided that the Committee would reconsider the subject in the light of any new material which might thus be placed at its disposal.

IV. SITUATION IN THE FAR EAST.

One of the principal preoccupations of the Committee during the session was the alarming situation in China. Information placed before the Committee showed the continued existence in China of clandestine manufacture and of a widespread illicit traffic in narcotic drugs carried on in part by foreigners, principally Japanese, living under extra-territorial jurisdiction and liable to penalties which, in the case of the Japanese subjects, were described by members of the Committee as, in the circumstances, “derisory”.

Application of Chapter IV of the Hague Convention.

The Committee, on the report of its Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention, noted that the Chinese Government was receiving more effective co-operation from the authorities of the Settlements and certain Concessions in China and hoped that such co-operation would be forthcoming in cases where it was not yet in being. It endorsed the following suggestions made by the Government of the United States of America:

(1) That the Chinese Government should publish annually detailed statistics by provinces of the areas planted with poppy, the production of raw opium, the movement of opium both raw and prepared, the quantities of raw opium used for producing opium prepared for smoking, stocks at the end of each year and revenue obtained from the traffic;
(2) That the Chinese Government should render more effective its prohibition of the import into China of Iranian or other foreign opium;

(3) That the Chinese Government should submit for transmission to all the parties to the 1931 Convention individual reports on all important cases of illicit traffic and clandestine manufacture discovered in China;

(4) That the authorities of the International Settlement of Shanghai should continue to send reports on individual cases of illicit traffic for distribution to the authorities of parties to the 1931 Convention, and that similar reports should continue to be submitted in regard to other foreign concessions in China.

General Situation in China.

The representative of China gave to the Committee the latest information at his disposal regarding the enforcement in China of the measures whereby it was proposed to suppress opium-smoking and the cultivation of the opium poppy within a period of six years.

In May 1935, the Central Political Committee of the Kuomintang had appointed Generalissimo Chiang Kai Chek as Inspector-General for the suppression of opium with powers to take any measures necessary for the accomplishment of his task. The Inspector-General was assisted by two bodies subject to his orders — namely, the Opium Suppression Supervisory Bureau at Hankow, whose task it was to suppress the illicit transport and sale of narcotic drugs and to control the transport and sale of opium for registered smokers, and the Central Commission for the Suppression of Opium, which had begun work at Nanking in January 1936. The Central Commission, which co-ordinated the work of suppression in the various provinces, had declared, at the close of its first plenary meeting in February 1936, that the Government was firmly resolved totally to suppress opium-smoking within the prescribed period of six years, that its plans would in no way be modified by regard for the comparatively small revenue derived from the sale of opium and that the whole nation was expected to support the Government in the work of suppression. In twelve provinces, the cultivation of the poppy was already prohibited and in seven others a scheme of progressive reduction was in course of application.
The Chinese representative, in referring to measures taken in respect of manufactured drugs, informed the Committee that in 1935 45 kg. of morphine, 188 kg. of heroin and 703 kg. of narcotic pills had been seized. 970 persons had been sentenced to death and executed for breaches of the narcotic laws. He stated that the greatest difficulty encountered in the suppression of the illicit traffic in narcotic drugs lay in the fact that certain foreign nationals profited from their privileged position to engage within Chinese territory in the illicit traffic in narcotics on a vast scale. He referred especially to the activities of Japanese nationals and, while paying a tribute to the assistance afforded on several occasions by the Japanese authorities in combating the illicit traffic, emphasised that the situation remained extremely serious in certain parts of China and particularly in Northern China.

The representative of the United States of America informed the Committee of the results of an enquiry for the purposes of which the American authorities had recently enlisted the aid of Chinese citizens in every province to conduct an extensive survey of the production of raw opium and opium derivatives in every province of China, both north and south of the Great Wall. The production of opium, at a minimum estimate, had been calculated to be 12,261 metric tons, or over 90 % of the total world production, while the situation in regard to the clandestine manufacture of opium derivatives was described as "terrifying", more particularly in Manchuria and Jehol. The clandestine manufacture of narcotic drugs appeared to exist in all provinces of China except Kwangsi, Chekiang, Kiangsi, Sikiang, Chinghai, Kansu, Shensi, Anhui, Shansi, Ninghsia and Chahar.

The representative of the United States of America, in placing the results of this enquiry before the Committee, laid special emphasis on the conditions obtaining in the province of Hopeh, and in Tientsin, Peiping and Shanghai, for which, as he stated, Japanese and Korean traffickers were responsible. The Japanese consular authorities in China were helpless to remedy this situation owing to the low penalties provided for by the Japanese legislation for cases of illicit traffic.

Mr. Lyall, assessor on the Committee, in confirmation of the evidence submitted as to the extreme gravity of the situation,
referred specially to the district of Changli, an area of about 800 square miles with 400,000 inhabitants. For this district alone he had received a list of 131 shops owned by Japanese or Koreans in which morphine or heroin were sold. Only two of those shops had been closed as a result of action taken by the authorities. According to other lists in his possession, there were 323 opium dens in Amoy and 319 in Foochow kept by Japanese subjects. Other foreigners were involved in the illicit traffic, but, at a time when China was making a great effort to suppress opium-smoking, it was essential that the effective co-operation of the Japanese authorities in Northern China should be secured in dealing with Japanese nationals who had extra-territorial rights.

The representative of Japan said that his Government was fully alive to the gravity of the situation in Northern China and was anxious to help in every possible way to remedy it. He had received a report from the Japanese Consul-General at Tientsin stating that the establishment of consular police posts had done much to improve matters. In particular, on May 21st, 1935, the Consular Police had undertaken operations in the district of Changli as a result of which twenty-one persons had been expelled from the territory and two shops had been closed.

The Committee, summarising the conclusions of the discussion, adopted the following resolution:

"The Advisory Committee,

"Having again had its attention drawn to the increasingly serious situation existing in China as regards the clandestine manufacture and the illicit traffic in narcotic drugs;

"Considering that the appeal made by the Chinese representative for the collaboration of the Governments concerned for the purpose of ending the alarming illicit traffic merits the practical support of Governments;

"Considering also that the seriousness of the situation in China is partly due to the fact that the maximum penalties which can be imposed under Japanese law on traffickers of Japanese nationality have proved totally inadequate to serve as a deterrent or to prevent the illicit traffic;

"Realising that the situation as revealed to the Committee has developed into a serious menace, not only to China, but also to the rest of the world;"
"Anxious to make every contribution to assist China in its campaign against the drug menace:

"Notes with great satisfaction the measures already taken by the Chinese Government for the purpose of suppressing the clandestine manufacture and the illicit traffic in narcotic drugs in the territory under its control;

"Addresses an earnest appeal to the Government of China to continue and intensify its efforts towards this end and requests to be kept constantly informed of the situation;

"Addresses an equally earnest appeal to the Japanese Government to continue and redouble its efforts and to take such action as may be necessary to provide penalties for the illicit traffic in narcotic drugs and for their manufacture likely to act as effective deterrents wherever Japanese jurisdiction extends;

"Recommends all Governments which have not already done so to take every possible step to prevent their nationals from engaging in illicit traffic in China."

Situation in Japan.

For some years past, the Advisory Committee has had reason to suspect that there was an extensive traffic in cocaine and other drugs from Japan to the North-American continent, India and other Far-Eastern territories, and the representatives of Canada and the United States of America this year furnished conclusive evidence of such traffic.

The Japanese Government had been given all the details of this traffic, including the name and address of the principal supplier in Japan, who, in correspondence with persons on the American continent, had offered unlimited quantities of morphine, heroin and cocaine of best quality, manufactured with the permission of the Japanese Ministry of the Interior, and had informed his agents in Canada of the methods to be used for the smuggling operations, which, he stated, had proved so successful in the traffic to India and China as to have completely defied detection.

It was again noted that the Japanese authorities had not yet discovered how the drugs, labelled as of Japanese origin and seized in many places, had been diverted into the illicit traffic from authorised factories in Japan, and attention was called once more to the inadequacy of sentences passed by the Japanese courts on Japanese traffickers.
The Committee is of opinion that effective action in dealing with these two points would go a long way towards stopping the illicit traffic out of Japan.

The representative of Japan, who, in reference to the situation in China, had assured the Committee that his Government was resolved to take effective measures, which, he believed, were already being put into operation, and who asked the Committee to have confidence in his assurances and in the goodwill of the Japanese Government, informed the Committee that he had received a telegram from his Government stating that at Kobe the police had arrested twenty-six persons who were apparently the centre of an organisation of traffickers, presumably of the same group implicated in cases to which the Canadian Government had drawn attention. The telegram further stated that the police at Kobe were investigating information to the effect that use was being made of ships sailing from Kobe to the Pacific coast.

Situation in Macao.

The Committee learned with satisfaction that the Portuguese Central Government, which had for some time been dissatisfied with the working of the Macao Opium Monopoly, had instituted an enquiry, which was still proceeding. Certain officials had been dismissed by the Governor and expelled from the colony. The Committee noted that a new Governor would shortly be appointed and that the Portuguese Government had decided to reorganise the whole administration of the monopoly.

Export of Iranian Opium to the Far East.

The Committee noted a statement in the annual report for Iran that the import permit system did not exist in that country, and the representative of China referred to exports of raw opium from Iran in 1933 and 1934 which do not appear in the Chinese import statistics.

The representative of Iran explained that the system of import certificates, while it had not yet been adopted officially by the Iranian Government, was applied in practice in the case of Europe and of certain Far-Eastern countries and that no consignments were allowed to go forward unless accompanied by an import certificate. There were, however, certain areas
in China which did not come under the control of the Central Chinese Government, and certificates for the quantities referred to by the Chinese representative had probably been issued by the local authorities of these areas. The Iranian authorities were not under any formal obligation to require import certificates and did not feel bound to enquire fully into their source so long as they were satisfied that the certificates were issued by a public authority.

The Committee recalled that the representative of Iran had, at a previous session, given its members reason to hope that his Government would shortly ratify the Conventions of 1912 and 1925. The view was expressed that the whole problem of the illicit traffic was necessarily complicated by the fact that the Iranian authorities did not feel it necessary to enquire fully into the origin of the import certificates required for the export of consignments of raw opium from Iran.

The representative of Iran stated that it was the intention of his Government to ratify the Conventions as soon as it was possible for it to do so.


The Committee noted that the information supplied by Governments concerning the cultivation of the opium poppy, the production of raw opium and the cultivation and harvesting of the coca leaf was still very incomplete.

The Turkish representative, who drew the attention of the Committee to tendencies which had become apparent in certain countries to introduce cultivation of the poppy at a time when the old producing countries were endeavouring to decrease their output, stated that the policy of his Government in regulating the cultivation of the opium poppy was to maintain a balance between the yield of the poppy crop and the needs of the national and international markets, while at the same time safeguarding as far as possible the interests of the farmers. The Turkish Government could not at the moment admit the urgency for an international agreement restricting its liberty of action in this
matter, though it did not underrate the advantages of an international arrangement and was not in principle opposed to the meeting of an international conference.

The Iranian representative did not think that the problem was yet ripe for practical consideration, emphasising that the available information was still inadequate and that it would be difficult to complete it. His Government was prepared to limit the cultivation of the opium poppy and was not opposed to the calling of a conference in due course.

The Chinese representative expressed himself in favour of convening a conference, representing that, if opium cultivation could be limited internationally, such limitation would be a great encouragement to the Chinese Government in suppressing cultivation of the poppy in Chinese territory in accordance with the six-year plan.

The view was expressed by other members of the Committee that the sacrifices of the producing countries which would inevitably be imposed by a limitation of raw materials were a necessary sequel to the sacrifices which had led the countries manufacturing narcotic drugs to accept a system of rigid limitation, and it was strongly urged in the Committee that the proposed conference should not be indefinitely delayed owing to lack of information from the producing countries.

The representative of Portugal, noting that there was very little information available regarding the coca leaf, but that the principal opium-producing countries were prepared to co-operate with the Committee, suggested that the two questions of the cultivation of the opium poppy and the cultivation and harvesting of the coca leaf should be separated, and that efforts should be concentrated for the time being on preparing for a conference to limit and control the cultivation of the poppy only.

The Advisory Committee adopted the following resolution:

"The Advisory Committee on Traffic in Opium and other Dangerous Drugs,

"Considering that the studies carried out and the documentary material collected with a view to limitation and control of the cultivation of the opium poppy on the one hand and the cultivation and harvesting of the coca leaf on the other hand have shown that these two questions present themselves under different aspects and possess different economic characteristics;"
"Considering that, in regard to the opium poppy, measures of controlling cultivation are urgent;

"Considering on the other hand that the control of the cultivation and harvesting of the coca leaf are unlikely to become applicable in the near future on account of the special circumstances connected with its production:

"Decides:

"(1) To propose to the Council that the two problems should be dissociated from each other;

"(2) To continue the studies and the collection of documentary material relating to control of the cultivation of the opium poppy with a view to convening at as early a date as possible a conference for the limitation and control of this raw material;

"(3) To adjourn to a later date the problem of the control of the coca leaf, while nevertheless considering that the studies relating to this problem should be continued."

It was understood that the Committee would at its next session consider the general principles on which an international convention for the limitation and control of the cultivation of the opium poppy might be based. The French representative made at a private meeting an important statement directing the attention of the Committee to some of the main aspects of the problem.

The Committee decided that the Governments of the producing countries should be asked to furnish all the information which was asked for in the questionnaire and which it was possible for them to supply by January 1st, 1937.

VI. APPLICATION OF THE OPIUM CONVENTIONS.

Ratifications and Accessions.

The Union of Soviet Socialist Republics acceded to the Geneva Convention of 1925 in 1935. Fifty-three States are now parties to this instrument.

There were seven accessions in 1935 to the Limitation Convention of 1931: Afghanistan, Ecuador, Estonia, Japan, New Zealand, Panama and the Union of Soviet Socialist Republics. Denmark and Luxemburg ratified the Convention in 1936.
The total number of States parties to this Convention was thus increased to fifty-eight.

There are now six States parties to the Agreement for the Suppression of Opium-smoking, signed at Bangkok on November 27th, 1931, the latest ratification being that of India on December 4th, 1935. Japan, however, has yet to ratify the Agreement before it can come into force.

The Hague Opium Convention, 1912, though there have been no further accessions since 1933, remains the Convention to which the largest number of States — viz., fifty-nine — are parties.

Results of the Application of the Opium Conventions as shown in the Statistics of World Manufacture, Export and Consumption.

The results of the application of the Opium Conventions are strikingly shown in the statistics of world manufacture, export and consumption during the years 1930-1934. The quantities of diacetylmorphine and cocaine manufactured by licensed firms have come increasingly near to the quantities necessary for legitimate consumption and reached their lowest point in 1934, while the quantities of morphine effectively and legitimately used during 1934 actually exceeded the quantities effectively manufactured.

Manufacture.

The following table indicates the total quantities of the three principal drugs legitimately manufactured throughout the world for the period indicated:

<table>
<thead>
<tr>
<th></th>
<th>1930</th>
<th>1931</th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>38,634</td>
<td>30,457</td>
<td>27,580</td>
<td>29,997</td>
<td>26,778</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>4,088</td>
<td>1,249</td>
<td>1,315</td>
<td>1,347</td>
<td>1,110</td>
</tr>
<tr>
<td>Cocaine</td>
<td>5,838</td>
<td>4,612</td>
<td>3,968</td>
<td>4,010</td>
<td>3,472</td>
</tr>
</tbody>
</table>

The total quantities of morphine used in 1934 either for consumption or conversion or the manufacture of preparations exceeded by 2.1 tons the total quantity manufactured, the excess of consumption over manufacture being taken from the stocks of the previous year, which showed a decrease by a corresponding amount.
In the quantities of morphine manufactured throughout the world, two opposing tendencies are clearly evident. First, there is a relatively large increase of manufacture in certain new manufacturing countries — that is to say, countries which began to manufacture morphine in 1930 or subsequent to that year; secondly, there is a very appreciable decrease of manufacture in the old manufacturing countries.

This development is indicated in the following table:

**Manufacture of Morphine in Certain New Manufacturing Countries.**

<table>
<thead>
<tr>
<th>Country</th>
<th>Total manufacture of morphine</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1933</td>
</tr>
<tr>
<td>Belgium</td>
<td>419</td>
</tr>
<tr>
<td>Czechoslovakia</td>
<td>367</td>
</tr>
<tr>
<td>Hungary</td>
<td>192</td>
</tr>
<tr>
<td>Poland</td>
<td>174</td>
</tr>
<tr>
<td>Sweden</td>
<td>72</td>
</tr>
</tbody>
</table>

**Manufacture of Morphine in Certain Old Manufacturing Countries.**

<table>
<thead>
<tr>
<th>Country</th>
<th>Total manufacture of morphine</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1933</td>
</tr>
<tr>
<td>France</td>
<td>4,482</td>
</tr>
<tr>
<td>Germany</td>
<td>6,285</td>
</tr>
<tr>
<td>Switzerland</td>
<td>1,595</td>
</tr>
<tr>
<td>United States of America</td>
<td>7,015</td>
</tr>
</tbody>
</table>

**Exports.**

A comparison of the quantities of the three principal drugs exported during the period 1930-1934 shows the same tendency towards a decrease:

<table>
<thead>
<tr>
<th></th>
<th>1930</th>
<th>1931</th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>2,618</td>
<td>1,922</td>
<td>1,760</td>
<td>1,728</td>
<td>1,456</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>886</td>
<td>358</td>
<td>311</td>
<td>319</td>
<td>243</td>
</tr>
<tr>
<td>Cocaine</td>
<td>1,789</td>
<td>1,451</td>
<td>1,416</td>
<td>1,418</td>
<td>1,115</td>
</tr>
</tbody>
</table>

For all three drugs the exports for 1934 were the lowest as yet recorded.
Consumption.

The world consumption of the three drugs appears to follow the general movement noticed in respect of manufacture and exports:

<table>
<thead>
<tr>
<th></th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Kilogrammes</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morphine (as such)</td>
<td>7,255</td>
<td>7,410</td>
<td>6,810</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>1,257</td>
<td>1,135</td>
<td>1,019</td>
</tr>
<tr>
<td>Cocaine</td>
<td>3,542</td>
<td>3,409</td>
<td>3,209</td>
</tr>
</tbody>
</table>

World consumption accordingly appeared to have reached its lowest level up to date in 1934.

VII. Enquiry into Drug Addiction.

The attention of the Assembly in 1935 was drawn to the fact that the campaign against the illicit traffic in narcotic drugs and drug addiction was hampered by the lack of knowledge as to the magnitude of the problem, the real extent of addiction and the amounts of the drugs consumed annually by addicts in the various countries being at present unknown factors. The Assembly, while appreciating the difficulties inherent in the task, supported a decision of the Advisory Committee to ask the Secretariat to collect such information as might be available and expressed the hope that the Governments would not hesitate to make every effort to supply the information required.

The Advisory Committee, during its twenty-first session, noted a memorandum prepared by the Secretariat in accordance with these instructions based on information furnished by Governments in their annual reports or otherwise placed at the disposal of the Advisory Committee.

The Committee decided that a questionnaire on drug addiction should be sent to the Governments requesting them, as from January 1937, to supply the Secretary-General of the League of Nations annually for a few years with information relating to the extent of addiction, establishments for the treatment of addicts and the number of addicts belonging to certain professions. The questionnaire was framed and revised by a special Sub-Committee appointed for the purpose.

The Committee was of opinion that the enquiry should be
limited to cases of addiction to the following drugs: opium, morphine, heroin, cocaine and cannabis.

The Committee decided that Governments which sent in separate annual reports on prepared opium should not be required to answer the questionnaire, but should be asked to supply similar information in preparing those reports.

VIII. Anti-narcotic Education and Propaganda.

The Committee noted information obtained from Governments as to the measures which they had taken and the experience which they had acquired concerning the effectiveness of education and propaganda against the abuse of narcotic drugs.

The Assembly in September 1935 had requested the Advisory Committee to discuss the question at the first opportunity and "to endeavour to outline a constructive plan for organising on an international basis the campaign of educational propaganda against the abuse of narcotic drugs".

Two methods of propaganda have been put forward for consideration, the direct method which includes propaganda by means of the Press, pamphlets, posters, lectures and instruction in schools and colleges, and the indirect method which consists in improving conditions of life and thus providing other and more wholesome activities.

The direct method has been strongly criticised by several Governments, which feel that, instead of diverting young people from addiction, propaganda and education of this kind might awaken interest and curiosity and thus defeat their own object.

This point of view was urged by various members of the Committee, who emphasised that, while the direct method might be useful in countries where addiction was widespread, and more particularly in some of the opium-smoking countries, it was not to be recommended and might even be dangerous in other countries.

The Committee adopted the following resolution:

"The Advisory Committee has carefully examined the request of the Sixteenth Assembly relating to education and propaganda against the abuse of narcotic drugs. After studying information supplied by Governments and summarised in document O.C.1642,
it is of opinion that propaganda in schools and other direct propaganda should only be practised in certain countries where addiction is a substantial problem. In other countries where addiction is, on the contrary, sporadic, such propaganda would be evidently dangerous. It would not accordingly seem desirable to frame a constructive plan on an international basis in this field.

“The Committee, however, would insist on the utility of propaganda of this kind organised within the medical profession and among pharmacists, nurses, etc., and considers that special courses on addiction should be organised in the medical faculties and in establishments training persons for the auxiliary medical services.

“The Advisory Committee asks the Council to instruct the Secretary-General to forward this resolution to Governments, asking them to furnish all useful information concerning propaganda among medical and auxiliary medical circles.”

IX. INDIAN HEMP.

The Committee noted a report from its Sub-Committee on Indian Hemp, which had before it a series of studies communicated by experts in response to a questionnaire sent to them at the close of the previous session. Discussion in the Sub-Committee showed that, from the medical point of view, in some countries the use of Indian hemp in its various forms was not regarded as indispensable and that no objection would be raised to a strict limitation of the use of its derivatives for medical, if not veterinary, purposes. The question will be further examined when the studies are completed. The Committee expressed its appreciation of the researches undertaken by M. de Myttenaere, assessor, during the past year and noted that his experiments had successfully confirmed the value of Beam’s test for the detection of cannabis.¹

¹ The above chapter is based almost entirely on the report of the Advisory Committee to the Council (twenty-first session). This report has not yet been printed, however, and, accordingly, a mere reference is made here to the various roneoed documents of which it will consist. They are the following:

(1) Report to the Council: documents O.C.1656, 1656(a) and 1656(b);
(2) Report of the Sub-Committee on Seizures: document O.C.S.281;
B. WORK OF THE SUPERVISORY BODY.

Estimated World Requirements of Dangerous Drugs in 1936.

The Supervisory Body, constituted under paragraph 6 of Article 5 of the Limitation Convention of 1931, issued on October 18th, 1935, its statement of the estimated world requirements of dangerous drugs in 1936.

Estimates were furnished by Governments in respect of fifty-nine countries, including eleven countries not parties to the Convention, and in respect of eighty-nine colonies, protectorates, overseas territories and territories under suzerainty or mandate.

The Supervisory Body framed estimates in respect of eleven countries and nine territories for which estimates were not furnished by Governments. Eight of the countries which did not furnish estimates were in Central and South America.

The grand totals of estimates of quantities necessary for home consumption, conversion and replenishing reserve and Government stocks for 1936 in respect of the five principal drugs as compared with the previous two years are shown in the following table:

<table>
<thead>
<tr>
<th></th>
<th>1934</th>
<th>1935</th>
<th>1936</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kilogrammes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morphine</td>
<td>39,089</td>
<td>39,001</td>
<td>44,126</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>1,554</td>
<td>1,084</td>
<td>803</td>
</tr>
<tr>
<td>Codeine</td>
<td>29,848</td>
<td>28,330</td>
<td>28,177</td>
</tr>
<tr>
<td>Dionine</td>
<td>3,102</td>
<td>2,996</td>
<td>3,577</td>
</tr>
<tr>
<td>Cocaine</td>
<td>6,613</td>
<td>5,542</td>
<td>4,600</td>
</tr>
</tbody>
</table>

The totals of the estimates of the amounts of these five drugs required as such for medical and scientific use were as follows:

<table>
<thead>
<tr>
<th></th>
<th>1934</th>
<th>1935</th>
<th>1936</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kilogrammes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morphine</td>
<td>9,371</td>
<td>8,987</td>
<td>9,799</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>1,557</td>
<td>1,089</td>
<td>930</td>
</tr>
<tr>
<td>Codeine</td>
<td>26,487</td>
<td>24,898</td>
<td>25,710</td>
</tr>
<tr>
<td>Dionine</td>
<td>2,833</td>
<td>2,670</td>
<td>3,314</td>
</tr>
<tr>
<td>Cocaine</td>
<td>5,766</td>
<td>4,996</td>
<td>4,503</td>
</tr>
</tbody>
</table>

\(^1\) See document O.C.1644.
The table shows an increase in the estimated consumption of morphine and dionine, which is partly offset by a marked decrease in the use of diacetylmorphine. The estimated consumption of codeine shows only small variations from year to year, but there continues to be a marked decrease in the estimates for cocaine.

The most striking feature of the estimates for 1936 is a wide divergence between the total of the amounts of morphine estimated as required for conversion, which shows a large increase, and the total of the estimated requirements of the drugs into which morphine is converted. The total of the estimated requirements of morphine for purposes of conversion has risen from 29,330 kg. in 1935 to 34,279 kg. in 1936, whereas the total of the estimates for diacetylmorphine, codeine and dionine in 1936 is nearly 2,000 kg. less than the amount of morphine estimated as required for their production, and this notwithstanding that a substantial amount of codeine is produced, not by conversion from morphine, but by direct extraction from raw opium. The inference would seem to be that manufacturing countries, or some of them, are greatly over-estimating their requirements of the amounts of morphine required for conversion. The position, in the opinion of the Supervisory Body, calls for careful examination and will this year be reconsidered.

**Difficulties of the Supervisory Body.**

The Supervisory Body this year was again unable to complete its examination of the estimates in the time available under the Convention, partly owing to the fact that some of the estimates were received late and partly owing to the fact that there was not time between its sessions in August and October to obtain from certain Governments the information and explanations required from them in respect of the estimates received.

The Supervisory Body, in fact, came to the conclusion that the time available for correspondence with the Governments in the interval between its two sessions was insufficient and it drew attention to these difficulties in a resolution at its eighth session (October 1935) requesting the Council to take certain action. The Council, on January 20th, 1936, took note of the difficulties of the Supervisory Body and instructed the Secretary-General to write to the Governments parties to the 1931 Convention invited to take part in the Conference which will meet to consider the draft
Convention for the Suppression of Illicit Traffic in Dangerous Drugs, pointing out on behalf of the Council the desirability of empowering their delegates to this Conference to conclude an administrative agreement whereby the latest date of issue of the annual statement of estimates would be altered from November 1st to December 1st.

C. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

1. Twenty-fifth Session of the Board.

At its twenty-fifth session, held from August 26th to September 7th, 1935, the Permanent Central Opium Board decided that, owing to administrative difficulties, it would be obliged to divide into two parts the annual report which it submits to the Council under Article 27 of the Geneva Opium Convention of 1925.

The first report submitted in September 1935 deals with the activities of the Board since the previous report and contains information in regard to manufacturing countries and conclusions based upon that information. It deals also with the difficulties encountered by the Board owing to the fact that not all the Governments interpret in the same way paragraph 2 of Article 12 of the 1931 Convention:

"The imports in any one year into any country or territory of any of the drugs shall not exceed the total of the estimates as defined in Article 5 and of the amount exported from that country or territory during the year, less the amount manufactured in that country or territory in that year."

The Board considers that, in accordance with the spirit of the new Convention, an exporting country, when it appears from its own records that a country has exceeded its import quota, should refuse to allow any further exports to that country until it had ascertained from the Board that the excess imports had been counterbalanced by exports. It seems to the Board that some such procedure is particularly necessary when the importing country is one that neither manufactures nor exports drugs.

As to the way the Limitation Convention has worked in 1934 in connection with imports taken in relation to estimates, the Board reports that, during that year, a large number of cases
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occurred in which countries imported more than was permissible under their estimates. In nearly every case the excess was small, but, in twenty-nine cases, the Board, in accordance with the provisions of Article 14 of the Limitation Convention, notified Governments that the estimates of certain countries for certain drugs had been exceeded. As prescribed by the Convention, the Governments, upon receipt of this notification, ceased to authorise any further exports to the countries concerned unless supplementary estimates were furnished or in certain exceptional cases. In the first year of the entry into force of the Limitation Convention, the system of estimates and embargoes established by the Convention seemed to work without too much difficulty.

The Board further examined the extent to which the contracting parties had succeeded in carrying out their obligations under the new Convention in respect of the manufacture of drugs. Leaving out of account excess manufacture over estimates of less than 5 kg., the Board found that, in 1934, of the twenty-one countries that manufactured morphine, fifteen had manufactured too much; of the eleven countries that manufactured diacetylmorphine, five had manufactured too much; of the thirteen that manufactured cocaine, five had manufactured too much. Considering that 1934 was the first year the Limitation Convention had been in force and that the difficulty of calculating for the first time the quantities of morphine which would be required for conversion into codeine and dionine was very great — since the trade in these drugs had not been previously controlled — the Board sees no reason to be disappointed with the year's results.

2. Twenty-sixth Session of the Board.

At its twenty-sixth session, held from March 24th to 31st, 1936, the Board examined all the statistics relating to the year 1934, furnished by Governments under the terms of the 1925 and 1931 Conventions. These statistics, which are annexed to the second part of the Board's report presented to the Council on May 13th, 1936, are tabulated so as to include the Statement called for in Article 14, paragraph 3, of the 1931 Convention. This part of the report is particularly important in that it deals with the first year in which the 1931 Convention was fully
applied. The main conclusions arrived at by the Board will no doubt be of interest.

As regards the examination of possible accumulations of narcotic drugs in the various countries — the Board's chief task under the 1925 Convention — the Board is, generally speaking, well satisfied with the position of stocks of manufactured drugs. The same cannot be said with regard to stocks of raw materials. At the end of 1934, several countries had in stock a quantity of raw opium, medicinal opium and opium in the form of tinctures, etc., which was considerably in excess of one year's requirements. The Board realises that more opium is grown in the world than can be legitimately consumed and that, until production is reduced, stocks in hand are more likely to grow than to diminish; it is therefore particularly concerned at the accumulation of such stocks, as, while the provisions of the various Conventions have gradually resulted in an increasingly adequate control of the output of manufactured drugs from known factories, there is nevertheless ample evidence that tons of raw materials escape to unknown destinations and may thus become available for use in clandestine factories.

The Board devotes a large part of its report to the question of how Governments have discharged their obligations under the 1931 Limitation Convention as regards manufacture, imports, consumption, conversion, and stocks in 1934 in comparison with the estimates for that year. It is gratifying to note that the Board is of opinion that, in spite of the difficulties encountered during the first year of its application, the main objects of the Convention were successfully attained; no more of the main drugs were manufactured in the year than were needed to meet world requirements and the stocks in hand at the end of the year were not unduly large.

As regards world consumption, the Board notes that the consumption of drugs manufactured from both opium and coca leaves has fallen far below the world requirements of these drugs as approximately estimated during the Limitation Conference in 1931.

On the other hand, the Board's findings, after examination of the figures for quantities seized in 1934 on account of illicit importation or exportation, are less optimistic. These quantities are insignificant in comparison with the number of
addicts who are known to exist in certain countries, and the comparison brings out the great difficulties with which the Customs authorities have to contend in their efforts to put an end to the smuggling of manufactured drugs on account, among other reasons, of their extremely small bulk. Were the Customs control sufficiently strict to constitute a serious check upon the illicit drug traffic, legitimate trade would also be very gravely hampered.

In conclusion, the Board would specially emphasise that the statistics at its disposal would appear to indicate that the illicit traffic is not supplied to any appreciable extent with drugs manufactured in authorised factories. The inevitable conclusion is that the present methods of combating the illicit traffic have not proved sufficiently effective and that the position necessitates both new methods and the allocation of sufficient funds to the national organisations which the contracting parties to the 1931 Convention have undertaken to create under Article 15 of that Convention.

3. Twenty-seventh Session of the Board.

The Board, at its twenty seventh session, held from June 23rd to 27th, 1936, examined, in accordance with its usual practice, the cases of discrepancy between the quantities of drugs reported quarterly by the Governments of exporting countries as having been exported and the quantities reported by the Governments of the importing countries as having been imported during the corresponding quarters.

The Board discussed some of the methods of calculating the consumption of drugs in the various countries as set forth in the Model Administrative Code to the International Opium Conventions of 1925 and 1931. In this connection, the Board came to the conclusion that, whatever the method adopted to calculate consumption, it should be accompanied by an effective control in the country, and that the calculation and the actual control should be used by the authorities as a check on each other.