of Traffic in Women and Children of 1921 and the International Convention for the Suppression of the Circulation of and Traffic in Obscene Publications of 1923 are steadily progressing towards universal application. Since the last Assembly, the 1921 Convention has been ratified or definitely acceded to by the Argentine Republic and Turkey. It is thus ratified or acceded to by forty-six countries, not including the colonies, overseas possessions, protectorates, etc., which are also parties to this Convention. The 1923 Convention has been ratified or acceded to since the last Assembly by Afghanistan and the Argentine Republic, and this brings the number of countries which are parties to this Convention up to forty-seven, not including the colonies and overseas territories, etc. In addition, nine countries which had signed the Convention have not yet ratified it.

The most recent of the international instruments in this field, the International Convention for the Suppression of the Traffic in Women of Full Age of 1933, has been ratified since the last Assembly by Finland, Portugal and Salvador, which brings the number of definite ratifications of this Convention, which came into force on August 24th, 1934, up to twenty-two. Of the signatures to this Convention, thirteen are still awaiting ratification.

Annual Reports of Governments on the Traffic in Women and Children and on Obscene Publications.

In spite of the appeal made by the Assembly in 1936, an even smaller number of Governments than in the previous year have sent information on the traffic in women and children and on obscene publications. Only fourteen Member-States and two non-member States have submitted reports for 1935/36 in spite of the emphasis laid on this point by the Fifth Committee of the Assembly in 1936. This figure does not include, however, communications or reports referring to fifty-five colonies, possessions, protectorates and mandated territories.

From the report of the French Government, it appears that the two new institutions established at the Paris Prefecture of Police: the Anti-Venereal Social Service (Service social à l'hôpital) and the Women Police Assistants have given altogether satisfactory results. This is shown from the fact that it is now proposed to increase the number both of the social assistants
and the women police assistants. From the report on the French colonies and mandated territories, it appears that traffic in women and children in Indo-China, which had always been carefully watched by the administrative authorities, is now fast dying out. The number of cases of traffic is decreasing every year, except in Tonkin.

The unsatisfactory number of replies to the questionnaire on traffic in women and children had led the Traffic in Women and Children Committee in 1936 to raise the matter of rearranging or re-drafting the questionnaire. Members of the Committee were requested to send suggestions by November 1st, 1936. The number of answers received was considered insufficient as a basis for revision, and the Advisory Committee on Social Questions in 1937 therefore renewed its appeal to its members. It was understood that, at the next meeting of the Committee, the Secretariat would submit a study based on the answers to hand.

Abolition of Licensed Houses.

Since the last Assembly, considerable progress with regard to the abolition of licensed and tolerated houses in the different countries has been achieved. Three new laws, draft laws or bills were notified to the League Secretariat, in addition to statements made in the Advisory Committee on Social Questions which intimated further progress.

The Argentine Republic has enacted a law for the prevention of venereal disease in all parts of the national territory; this law combines measures for the prevention of venereal disease and its treatment from the standpoint of public health with measures for the prohibition of houses or premises in which prostitution is practised or encouraged. A draft law submitted to the Uruguayan Parliament contained similar stipulations. The existing regulations regarding prostitution are to be abolished; any persons suffering from an infectious venereal disease must undergo treatment. Infected persons who refuse treatment or who are a social menace may be taken to hospital by order of the health authority.

The most important of these legislative measures, enacted or under consideration, is the draft law concerning the prophylaxis of venereal disease and the repression of public incitement
to immorality and of procuring, submitted by the French Government to the Parliament. This draft law (the Sellier Law) goes beyond the scope of a purely health measure and contains a number of articles dealing with the abolition of the special legal status previously applied to prostitutes and reinforcing punitive measures for incitement to immorality. It contains provisions for the prevention of the exploitation of prostitutes, even of full age, thus bringing French legislation into line with the 1933 Convention for the Suppression of Traffic in Women of Full Age which has been signed but not yet ratified by France. Whilst this draft was under consideration, a further step forward in France was marked by the circular of the Health Ministry of December 1936, in which the prefects were formally asked not to authorise the opening of any new licensed house in France. The Advisory Committee on Social Questions, which examined the new French draft law, was unanimously of opinion that it constituted great progress, and the hope was expressed that this draft would soon become part of the French legislation.

A further development is forecast in a communication received by the League from the Mexican Government, stating that the authorities have decided to abolish regulation. The Mexican Government is considering compulsory treatment of infected persons, and free treatment for the indigent. The offence of contamination will be punished. Simultaneously with the abolition of regulation an educational campaign will be launched.

Furthermore, several delegates on the Advisory Committee on Social Questions, speaking of the situation in their respective countries, announced impending changes. The Japanese delegate stated that, encouraged by the very marked tendency of public opinion in favour of abolition, the Japanese Government contemplated the total abolition of licensed houses in the near future, while the Belgian delegate informed the Committee that, in Belgium, a private member's bill dealing with the same subject had been accepted by the Government and was now under consideration.

In all these circumstances, the Committee felt that definite progress with regard to the abolition of licensed houses has been made and that the developments within the last year constitute the greatest advance achieved in any one year since the beginning of the abolitionist movement.
Rehabilitation of Adult Prostitutes.

The enquiry into the rehabilitation of adult prostitutes is nearing its final stage. During 1936, the countries which had not previously forwarded information in answer to the questionnaire were approached, and forty-five countries have now submitted information on this matter. The majority have sent in very full reports. Countries which had already collaborated have been invited to furnish additional observations, thus bringing their material entirely up to date. Special information was sought from certain countries.

The Advisory Committee on Social Questions expressed the wish that the final report should be issued with the least possible delay, and that those parts of the study which may be regarded as complete should be published separately, especially the section on the antecedents of prostitutes and that dealing with the supply of social services as part of the treatment for venereal disease. It was pointed out that this latter question was of particular interest at this time, in view of the developments in a number of countries, and that an early publication of this information would therefore be of practical value.

In 1936, the Traffic in Women and Children Committee had expressed the opinion that the question of preventive measures, especially with regard to minors who have become or are in danger of becoming prostitutes, should be studied in connection with an enquiry into rehabilitation. The Advisory Committee on Social Questions expressed the opinion that the same factors which led to delinquency in minors were, generally speaking, the factors also predisposing to prostitution. It was, however, considered expedient that a study of preventive measures should be restricted to those factors which might be directly contributing to prostitution among minors. In this connection, the direct influence of the souteneur in leading minors into prostitution was emphasised; the need for better organisation of leisure time, especially in the case of domestic workers, and the necessity for adequate supervision of the employment of minors, etc., were also stressed.

As certain aspects of these questions — especially the spare time of young workers and the conditions of domestic service — are dealt with at present by the International Labour Organi-
sation, the hope was expressed by the Advisory Committee of close collaboration with that Organisation.

**Suppression of the Exploitation of Prostitution.**

Thirty-seven Governments have submitted to the Secretariat their observations on the draft Convention for the Suppression of the Exploitation of Prostitution, which was sent to Governments in accordance with a decision of the Council in May 1936. Nearly all the Governments which replied expressed their agreement with the object and main principles of the draft. The Advisory Committee therefore took steps with a view to accelerating the conclusion of such a convention, and, in September 1937, proposals to that end will be submitted to the Council.

**Conference of Central Authorities in Eastern Countries.**¹

The Assembly at its seventeenth session approved the proposed agenda of the Conference and expressed the hope that practical measures for combating the traffic in women and children might result from the discussions of the Conference. The Council, at its ninety-fourth session, convoked the Conference of Central Authorities in Eastern Countries at Bandoeng, Java, on February 2nd, 1937. It authorised the Secretary-General to issue invitations to Governments which had declared themselves ready to participate; to missions and international organisations whose participation was agreed upon by the majority of the countries taking part in the Conference; to any international, regional or local organisation proposed by the participating Governments; and to experts whose participation might be deemed to be desirable for the success of the Conference.

The Conference met at Bandoeng from February 2nd to February 13th, 1937.

It was composed of delegates, experts, advisers and secretaries from the Governments of the Straits Settlements and the Federated Malay States and of Hong-Kong, China, France (for the Indo-Chinese Union and the French Concession of Shanghai), India, Japan, the Netherlands (for the Netherlands Indies), Portugal (for Portuguese India and Macao), and Siam.

¹ See document C.228.M.164.1937.IV.
The United States of America were represented by an observer.

The following missions and voluntary international organisations sent delegates: the International Missionary Council, the Salvation Army, the Pan-Pacific Women's Association, the World's Alliance of Young Men's Christian Associations, the World Young Women's Christian Association.

The Sacred Congregation de propaganda fide sent an observer.

A number of national, regional and local organisations operating in the territory of the Governments which had proposed their inclusion were present. From China: The World Red Swastika Society of China; the Children's Home, Hsiang-Shan, Peiping; and the China Child Welfare Association. From India: the Association for Moral and Social Hygiene. From the Netherlands Indies: the Association "Ati Soetji"; the Indo-Europeesch-Verbond Vrouwen-Organisatie; the Perkoempoelan Pembasmian Perdagangan Perempoean dan Anak-anak.

Two experts were also present, one representing the International Criminal Police Commission, and a former member of the Commission of Enquiry into the Traffic in Women and Children in the East.

The Conference was presided over by the first delegate of the Netherlands, Jonkheer A. T. Baud; Mrs. Mukerjee, delegate of India, acted as Vice-President.

The agenda of the Conference was composed of six items, some of which involved decisions of principle, while others concerned decisions of a more technical character and aimed at a better organisation of the existing measures for fighting the traffic in women and children.

As far as the questions of the first type were concerned, the Conference adopted a resolution on the abolition of licensed or tolerated brothels in the East. The Conference pronounced itself in favour of abolition as a final goal, recommended that educational measures be taken for the formation of favourable public opinion in those countries in the East in which tolerated brothels still exist, and also recommended that abolition should be anticipated or accompanied by administrative, medical and social measures in order to guarantee the permanence of its success.

The special significance of this declaration was, in the Advisory Committee's opinion, the fact that it emanated from the repre-
sentatives of Eastern countries which only a few years ago would certainly not have supported such a principle. Its importance might also be gauged by the fact that, in at least four of the nine countries represented at the Conference, licensed houses still exist, whilst in a fifth country they have not, on the admission of the Government itself, yet been closed in practice.

Among other resolutions on matters of principle, the Conference recommended that Governments should welcome practical co-operation with voluntary organisations established in their territories, and should consider the possibility of employing a larger number of women officials on work connected with the welfare of women and children, with the special stipulation "as women with the necessary attainments and training become available".

From the point of view of action to be taken in the international field, the most important recommendations of the Conference were those referring to closer collaboration and wider exchange of information between the police and other authorities in different countries who are responsible for measures concerning the traffic in women and children. On this point, the Conference made a concrete and detailed suggestion. It proposed that a Bureau of the League of Nations should be created in the East to receive regular reports from all participating countries in regard to traffic in women and children and circulate them. These reports should contain information on four classes of individuals: those convicted of traffic in women and children, those deported or banished from the territories of participating countries for trafficking but whose conviction in court has been impossible in spite of the clear establishment of guilt, and such persons as are wanted in connection with trafficking but who made their escape before they could be arrested. This Bureau should suggest to the Governments concerned any measures which might facilitate the collection and distribution of information. It should generally promote such collaboration between participating countries as may appear desirable to these countries, and make annual reports to the League of Nations.

The Advisory Committee on Social Questions was of opinion that the creation of such a Bureau would materially assist in concentrating the activities for suppressing the traffic in women
and children. In the Committee's opinion, the Bureau should be established in 1938 at a place found to be most suitable for the purpose after consideration of all the technical and budgetary aspects of the question. The Bureau should work on a modest scale until it had proved its full usefulness and justified an extension of its activities. In May 1937, when considering the work of this Conference, the Council reserved the question of the establishment of this proposed Bureau to the Assembly, as it considered it to be principally a constitutional and financial question.

The Conference also made recommendations as to the necessity for instituting measures at other ports in the East such as have been enforced in Hong-Kong; the extension by the Hong-Kong Government of provisions regulating the control of emigrants to cover the case of female and minor passengers on other categories of ships; the adoption of special measures by the Governments for the protection against traffic in women and children who belong to travelling troupes of entertainers; the adoption by Governments of arrangements or regulations under which their national shipping should collaborate with port authorities; and the introduction of precautions by steamship companies to prevent the evasion of certain examinations by female and minor emigrants.

In order that the information made available by the Conference should be utilised to the greatest possible extent, the Conference requested that its Minutes should be printed, for reference and for the use of the authorities. It also asked that a report be prepared by the Secretariat of the League of Nations suitable for distribution to a wider public.

The Advisory Committee on Social Questions, in unanimously adopting the recommendations and resolutions of the Conference, expressed agreement with this desire that the Minutes and a report on the work and results of the Conference should be printed.

Position of Women of Russian Origin in the Far East.

The Assembly, at its sixteenth session, authorised the Secretary-General to nominate an agent of the League of Nations for the purpose of co-ordinating efforts to improve the position
of women of Russian origin who are engaged or likely to be engaged in prostitution, on the understanding that no financial charge should fall upon the League in this connection. The efforts which had been made during 1935 and 1936 have been continued up to the present, without however the necessary sums for the appointment of such an agent being collected. The Conference of Bandoeng, which was attended by a number of persons familiar with this question, supported in a resolution the appeal addressed by the League to the voluntary organisations. A new element was introduced by the suggestion made in the Advisory Committee on Social Questions that the proposed Bureau of the League in the East might, as a temporary duty, be charged with the duty originally proposed for this agent.

V. PENAL AND PENITENTIARY QUESTIONS.

The last Assembly instructed the Secretary-General to have recourse to the good offices of the International Penal and Penitentiary Commission, asking it to institute, if necessary with the assistance of the League Secretariat, an enquiry into the number of prisoners over 18 years of age and the measures taken in different countries during recent years with the object of reducing the number of prisoners.¹

The Secretary-General accordingly got into touch with the International Penal and Penitentiary Commission, which promised to submit before July 1st, 1937, a report based on the information which it was able to collect concerning the number of prisoners in different countries. This report will be communicated to the delegates at the next Assembly of the League of Nations.

For some years it has been the practice of the Assembly to ask the Secretary-General to submit information to it every year regarding the activities of seven technical organisations dealing with penal and penitentiary questions. The following are the organisations in question:

(a) International Penal Association;
(b) International Bureau for the Unification of Penal Law;

¹ See document A.70.1936.IV.
(c) International Penal and Penitentiary Commission;
(d) International Criminal Police Commission;
(e) The Howard League for Penal Reform;
(f) The International Law Association;
(g) The International Penal Law Union.

This information will be summarised, as usual, in a special document which will be distributed to delegates at the next Assembly.¹

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-second session in Geneva from May 24th to June 12th, 1937. The Committee, after its customary general review of the illicit traffic in narcotic drugs and of the annual reports of Governments, concentrated its attention upon three important questions on its agenda: the situation in the Far East; the problem of clandestine manufacture; and the preparation for a Conference on the Limitation and Control of the Cultivation of the Opium Poppy and the Production of Raw Opium.

The situation in the Far East was considered in the light of information conveyed more particularly by the representatives of China, the United States of America, Egypt, Canada and Japan. The discussion showed that, while progress was being made in China by the Chinese Government with the effective application of the six-year plan, which aimed at a reduction of the cultivation and use of opium and the non-medical use of narcotic drugs with a view to their entire suppression by 1940, the situation in the parts of China under Japanese influence had in the year 1936/37 become increasingly serious. The Committee has felt it necessary to draw special attention to the conditions disclosed.

For its consideration of the preparatory work for a Conference on the Limitation of the Cultivation of the Opium Poppy, the Committee had at its disposal a considerable body of information furnished by Governments and material prepared by the
Secretariat. Important statements, moreover, were made by members of the Committee in the course of its discussions. The Committee examined the data so far available and took certain decisions as to its future work and procedure, which will be found below in a special section of this report.

I. ILICIT TRAFFIC.

Review of the Illicit Traffic in 1936.

The Sub-Committee on Seizures of the Advisory Committee, reviewing the illicit traffic in 1936 and the first three months of 1937, was gratified to note that the material furnished by Governments in their advance reports on the illicit traffic and in their annual reports was more complete than any that had been received in previous years. Surveys of the illicit traffic in 1936 were sent by the Governments of thirty-four different countries and territories, while eleven other countries and territories reported that there had been no cases in the period under review. All reports submitted by Governments on individual important cases of illicit traffic, moreover, are now communicated to all parties to the Limitation Convention of 1931 — an arrangement which has greatly assisted the police authorities in the various countries.

It was noted, however, that some Governments parties to the Convention had not yet begun to furnish separate reports on important individual seizures as required by the 1931 Convention, but only rendered general statements once a year in their annual reports or reviews of the illicit traffic. The Advisory Committee observed that Article 23 of the Convention required Governments to communicate as soon as possible any cases of illicit traffic which might be of importance, either because of the quantities of narcotic drugs involved or because of the light thrown on the sources from which the drugs were obtained for the illicit traffic or on the methods employed by the illicit traffickers.

* * *

As in previous years, the principal markets for illicit drugs were the United States of America, Canada, Egypt, China, India
and the Far-Eastern territories where opium-smoking still continued.

Raw opium seized in the illicit traffic was mainly of Iranian or Chinese origin. There was evidence to show that all the raw opium seized elsewhere than in Asia and a large proportion of the raw opium seized in Asia as well was of Iranian origin.

There was a considerable movement of prepared opium from the Far East to North America. The largest seizures of prepared opium, however, were made in Far-Eastern countries and territories.

There was continued evidence of a traffic in raw opium and crude morphine coming from Balkan countries—a fact which appeared to indicate that the countries in question were beginning to be used by persons engaged in the illicit manufacture of narcotic drugs.

The most important morphine seizures were reported from Turkey and the United States of America.

The principal markets for illicit heroin, as in previous years, were the United States of America and China.

The representatives both of the United States and Canada reported a distinct reduction in the demand for cocaine in illicit circles—a condition which has not as yet been noticed in the countries of the Far East. The traffic in cocaine appears to be prevalent in India and in certain Central-European countries.

Manufactured drugs found in the illicit traffic, according to the available evidence, came chiefly from the Far East. Such manufactured drugs as were of European origin had apparently been produced and made in clandestine laboratories. The small quantities seized of manufactured drugs made in licensed European factories had in all cases been diverted into the illicit traffic only after lawful export from the manufacturing country. Illicitly manufactured drugs from the Far East were transported from Far-Eastern ports to Europe and thence to the Atlantic coast of North America.

The Secretariat has been instructed to prepare for the calendar year 1937 a table grouping seizures of raw opium, prepared opium and manufactured drugs with a special view to indicating their source. It is recommended that, to facilitate the preparation of this table, a special effort should be made
by Governments to trace the origin of drugs found in the illicit traffic.

The French representative informed the Committee that drug addiction in Tunis had suddenly developed to such an alarming extent that the Government had found it necessary to take special measures. Severe penalties were imposed for offences against the regulations applying to narcotic drugs, including, not only long terms of imprisonment, but also confiscation of the substances and materials used, the closing for at least one year of establishments in which offences had been committed, prohibition of residence in the country for from five to ten years and exclusion of the offender from the exercise of his profession. As a result of the application of these measures, the situation in Tunis had been successfully met.

The Committee noted an interesting statement furnished by the French Government concerning the extent of the illicit traffic in Indo-China, the methods used by the smugglers and the organisation of the services engaged in fighting the traffic. There was active smuggling of raw opium, with a tendency to replace raw opium by prepared opium with a view to facilitating the transport of the drug. Opium seizures amounted to from 8 to 10 tons annually—a quantity corresponding to about a third of the amount of prepared opium sold by the Monopoly. The smuggled opium came from Yunnan, Laos and the Shan States.

The Committee was gratified to receive a full report from the authorities of the French Concession in Shanghai on the situation in 1935. The figures contained in this report, giving the quantities of drugs seized and the number of persons prosecuted, indicated that the situation had greatly improved. The progress achieved in the French Concession and in the International Settlement in Shanghai showed, to the satisfaction of the Committee, that it was possible to cope with the drug traffic in concessions and settlements in China if determined efforts were made by the responsible authorities.

*Measures to deal with the Illicit Traffic.*

The penalties imposed for offences connected with the illicit traffic were increased or about to be increased in several countries during 1935, more particularly in China, Mexico, the Shanghai
International Settlement and Siam. Other countries, in particular Bulgaria and Japan, where penalties are still inadequate, have announced that steps are being taken to increase them. The importance of adequate penalties was again emphasised during the discussions of the Advisory Committee, more particularly in reference to the serious situation prevailing in parts of China under Japanese influence.

Canada reported that one of the chief causes for the decrease of opium-smoking in that country had been the infliction of a minimum penalty of six months of imprisonment and a fine of $200 for the illegal possession of opium, and the French representative on the Committee, in describing the measures recently taken by the French authorities in Tunis to meet the sudden outbreak of addiction in that territory, emphasised that one of the principal reasons for their success had been the drastic penalties imposed.

There was further evidence in the reports on the illicit traffic in 1936 of the extent to which drugs are smuggled with the connivance of members of crews of ocean-going steamers. Such cases were apparently on the increase, while there was a corresponding diminution in the number of cases in which drugs were shipped hidden in ordinary cargo.

The Advisory Committee last year decided to communicate to Governments suggestions for stricter measures of supervision submitted by the Canadian representative and the representative of the United States of America for general application by Governments and steamship companies. The Committee, during its present session, received evidence that certain Governments and certain steamship lines were taking active steps to ensure by organised inspection and searches and by the employment of specially trained officers a more effective supervision over members of their crews.

The representative of Egypt drew attention to the special difficulties existing at Port Said, where in a single year an average of 300,000 passengers and 50,000 members of ships' crews came ashore for brief periods. He assured the Committee that these difficulties would be overcome as soon as the necessary funds were available.
II. CONSIDERATION OF THE ANNUAL REPORTS OF GOVERNMENTS FOR 1935.

The Committee devoted several meetings to discussion of the annual reports of Governments for 1935. The number of annual reports received by the Secretariat was 126, of which 18 related to prepared opium. There were 50 annual reports from sovereign States and 76 reports covering various territories. The Committee was grateful to note that the annual reports contained an increasing body of information which made it possible to follow in detail the application of the International Opium Conventions in the various countries and the system of control in force. It observed that the year 1935 was one of considerable legislative activity. More than half of the countries and territories reported the enactment of new laws or changes in the existing laws or stated that new laws were in course of study or preparation. There was clearly a general tendency on the part of Governments to bring existing laws and regulations into harmony with their international obligations.

The Committee expressed regret that the majority of the Latin-American States still did not furnish annual reports. It again appealed to those countries to co-operate in the work that was being done in this field. Only eight of the twenty countries of Latin America rendered reports for the year 1935. The representatives of Uruguay and Mexico suggested that more effective co-operation might best be secured by a mission to the Latin-American countries to be undertaken by the Secretariat. The Committee concurred in this proposal, and expressed the hope that it might be possible to give effect to it in the near future.

III. CLANDESTINE MANUFACTURE OF NARCOTIC DRUGS.

The Advisory Committee last year recommended that a memorandum prepared by the Secretariat on the clandestine manufacture of narcotic drugs and on the measures to be taken by Governments to detect and prevent it should be forwarded
to Governments for their observations and guidance. The Committee noted the replies from Governments so far received.

The Advisory Committee, in reviewing these replies, observed that certain countries appeared to be under the impression that there was no need for special vigilance in regard to clandestine manufacture in places where there was no addiction to narcotic drugs. It was pointed out, however, that the absence of drug addiction within a country did not necessarily mean that there was no clandestine manufacture for the account of the international illicit traffic, and that almost any country where special measures were not taken might serve as a base for such manufacture.

The Committee recommended that Governments should exchange information regarding the chemical analyses of drugs seized in the illicit traffic. The police authorities in various countries have found that such analyses often enable them to determine the origin of the drugs. The Committee further recalled a suggestion, put forward some six years previously, that Governments should refuse passports for travel to their nationals convicted of offences in connection with narcotic drugs.

In view of the fact that acid acetic anhydride was being used in the manufacture of heroin, Governments 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 Committee last year concluded that the statistical information supplied in response to this request would not help countries where clandestine manufacture of heroin existed to deal effectively with the problem, but decided nevertheless that Governments should be warned of the dangers inherent in the possible use of acid acetic anhydride for the illicit manufacture of heroin and should be requested to give special attention to the movements of this commodity. It further asked the Secretariat to consider, if necessary with the help of experts, whether a special control of acid acetic anhydride would provide a means of checking or preventing the clandestine manufacture of heroin.

The Committee, during its twenty-second session, examined statistics supplied by certain Governments for the years 1935 and 1936, together with the conclusions reached by the Secretariat as the result of the enquiry which it had undertaken.
The Committee notes that acid acetic anhydride is used by numerous countries for a variety of industrial, chemical and pharmaceutical purposes; that it is not indispensable for the manufacture of heroin; that local manufacture of this substance can be readily organised; that it is easily distinguished from similar substances and is difficult to import or export under a false name, so that it does not lend itself easily to smuggling operations.

No further enquiries will be undertaken and Governments have not been asked to supply statistics after the end of 1936. The Committee recommends, however, that, in countries where clandestine manufacture is known to exist and where acid acetic anhydride is not normally required for legitimate industrial purposes, special attention should continue to be given to the movements of this commodity.

The Advisory Committee, when deciding that an enquiry should be made into imports and exports of acid acetic anhydride, further proposed that similar statistics concerning the international trade in caffeine should be requested from Governments. The Committee took this decision in view of the fact that large quantities of caffeine, one of the principal substances used in the manufacture of heroin pills, were being imported into China. Governments were informed at a later stage of the enquiry that such statistics need only be furnished by countries or territories in which heroin pills were manufactured or seized.

The Committee, during its twenty-second session, noted statistics in respect of the three countries and territories in which heroin pills had in recent years been manufactured or had appeared in the illicit traffic — namely, China, Hong-Kong and Macao. It observed that, in 1935, 36 tons of caffeine had been imported into China, mostly through Tientsin and Shanghai, which were believed to be centres of the illicit manufacture of heroin pills. Imports into Tientsin alone represented more than half the total. The traffic in narcotic pills had, moreover, increased enormously during the same year in Hong-Kong.

The Committee instructed the Secretariat to continue the enquiry and recommended that the Governments of countries in which heroin pills were manufactured or seized should continue to furnish annual statistics of their imports of caffeine.
IV. SITUATION IN THE FAR EAST.

(a) General Situation.

The Committee again had occasion to review the situation in the Far East and, in the course of its discussions, received from the representatives of certain countries information which disclosed an extremely serious state of affairs.

The representative of China informed the Committee that poppy-growing was now confined to the provinces of Szechuen, Yunnan, Kweichow, Shensi, Kansu, Ninghsia and Suiyuan. Elsewhere throughout China, except those parts under foreign control, the cultivation of the poppy was prohibited and, in the provinces where cultivation was still permitted, it had been reduced in accordance with the six-year plan, which aimed at restricting the cultivation and use of opium and the non-medical use of narcotic drugs with a view to total suppression as from 1940. The regulations applying to the transport of opium, moreover, had in 1936 and 1937 been strengthened and extended and the sale of opium limited pari passu with an annual reduction in the number of registered smokers.

The sale and use of smoking-opium was prohibited in Chekiang and Shantung, in the three municipalities of Nanking, Tsingtao and Wei-hai-wei, in seven districts of the Kiangsi Province and in one district of the Province of Kwangtung. This prohibition was absolute, and there were no registered smokers in those districts. The Government had recently instructed local authorities to increase the hospital accommodation for registered smokers, and measures had been taken to provide occupation and vocational training for addicts after their discharge. In 1935, more than 300,000 addicts had been treated in hospital.

To ensure the application of the six-year plan, the Central Government had sent special commissioners into all the provinces, who had completed their tours of inspection and submitted their reports to the Government. The Chinese Government in March 1937 had appointed permanent residential commissioners
in fourteen provinces with offices and staffs, including statisticians specially trained in the compilation of statistics relating to opium.

The severe penalties, including the death penalty, now enforced in China for offences against the new regulations had produced appreciable results, and the success of the opium campaign had been noted by neutral and impartial witnesses. The representative of China stated, however, that the smuggling of opium and, to a greater extent, of manufactured drugs by certain foreign nationals in China was paralysing the efforts of the Chinese Government, which could not hope to deal effectively with the drug situation so long as those activities continued. The position had deteriorated within the last twelve months and its effects throughout the world had become increasingly apparent.

The representative of the United States of America said that information received in his country indicated that, in the provinces of China where there was no Japanese influence, the efforts made by the Chinese Government to reduce the production of raw opium had met with surprising success. It had been estimated that the production for the crop year 1936/37 had been reduced in Yunnan and Szechuen by about 50%. A very different state of affairs, however, prevailed in the provinces under Japanese influence. In the three North-Eastern Provinces—Manchuria—there had been an increase of 17%, as compared with 1936, in the area under poppy cultivation, while the anticipated gross revenue from Government opium sales in Manchuria in 1937 was estimated to be 28% greater than the gross revenue of the previous year. The occupation of northern Chahar by the military forces of Manchuria and Jehol had resulted in an increase in the area sown with poppy, an increase in opium production and the establishment of morphine factories by the Japanese. One factory at Kalgan was reported to have an output of 50 kg. of heroin daily, or some fifteen times the legitimate needs of the world.

Increasing quantities of Iranian opium, amounting to at least 40 or 50 tons a year, continued to be imported into Manchuria for use in the manufacture of morphine and heroin. The movement of raw opium from Chosen (Korea) to Manchuria was reported
to be some 18,796 kg. of opium annually, and the Director of the Monopoly Bureau in Chosen (Korea) had in February 1937 announced a three-year programme for the extension of poppy-growing with a view to increasing these exports.

The drugs manufactured from opium, which formerly came from Europe and went to China, now came from China and Dairen and went to Egypt, Europe and North America. The illicit manufacture of narcotic drugs continued unabated in all regions under Japanese influence, notably in Manchuria and Jehol and in the Province of Fukien. In Fukien, heroin was manufactured on a large scale from Iranian opium, while the Province of Hopei, which included Peiping, Tientsin and the so-called demilitarised zone, had become the centre of the world’s most extensive manufacture of that drug. The degradation of the population of Manchuria through the increasing use of opium and its derivatives had come to such a pass that the more reputable Japanese newspapers published in that area had been moved to protest.

*The representative of Egypt* quoted reports from eye-witnesses in confirmation of the statement made by the representative of the United States of America, *and the representative of Canada* said that his Government had been compelled to adopt special measures to cope with the flow of narcotic drugs from the Far East to the Pacific coast.

*The representative of Japan* drew the attention of the Committee to three new ordinances applying to Japanese nationals in China and "Manchukuo" whereby Japanese legislation against illicit traffickers had in the course of 1936 been strengthened. Moreover, a treaty had been concluded between "Manchukuo" and Japan providing for the application to Japanese nationals of "Manchukuo" laws and regulations relating to opium. Further, the Japanese Government had asked its consular authorities in China to inflict as far as possible the severest penalties provided by the ordinances.

There was satisfactory co-operation between the Chinese and Japanese authorities in Fukien and South China.

The Japanese authorities intended as soon as possible to ratify the Convention of 1936 for the suppression of the illicit traffic. This would carry with it the obligation to provide severe
penalties for trafficking and would have an effect on the situation in North China. The representative of Japan considered that a great deal of the information conveyed to the Committee was highly exaggerated, more particularly in regard to the amount of heroin clandestinely manufactured. It was a further exaggeration to say that the increase in the illicit traffic in China coincided with the Japanese advance. He urged that the fundamental reason for the situation in Tientsin was to be sought in political and geographical circumstances. Tientsin was situated between two regions having entirely different principles for dealing with the drug problem. He emphasised that, in certain regions of North China, defence considerations naturally took precedence over all others and that the solution of the drug problem would be greatly facilitated by the restoration of peace and tranquillity. Japanese public opinion was fully alive to the defects of the Opium Monopoly in "Manchukuo", and Japan had no desire whatever to protect or encourage the illicit traffic. Her desire was to maintain normal commercial relations with her neighbours.

The Committee, in the light of a very full discussion on this subject, adopted the following resolution:

"The Advisory Committee,

"Recalling the resolution adopted at its twenty-first session concerning the serious situation existing in China as regards clandestine manufacture and the illicit traffic in narcotic drugs;

"Having at its present session received information from various members of the Committee — including the representatives of China, the United States of America, Canada and Egypt — which indicated that, while the situation in China shows that the efforts of the Chinese Government have brought about improvement in that country, the situation in those regions which are under Japanese influence has deteriorated to an alarming extent since the last session;

"Considering that the existing situation constitutes a very real danger, not only to the peoples of these regions, but also to the whole world, and cannot be allowed to continue:

"Notes with satisfaction the statement by the representative of Japan to the effect that all efforts are being made by the Japanese Government to remedy the position so far as lies within its power, and particularly that steps are being taken to provide severe penalties for drug trafficking;"
"Relies on the Government of Japan to take immediate and effective steps to put an end to clandestine manufacture and drug trafficking carried on by Japanese subjects in China and especially in those parts of China which are particularly affected by the illicit traffic;

"Appeals to the Governments of China and Japan to establish close co-operation wherever this is necessary for the purpose of combating clandestine manufacture and the illicit drug traffic;

"Requests those Governments and all other interested Governments to furnish the Committee with official and full information concerning further developments in the situation in respect of illicit traffic and clandestine manufacture;

"Recommends that the Council should communicate officially to the Governments of China and Japan and to the other interested Governments, through the Secretary-General, the Minutes of the Advisory Committee's discussion on the situation in the Far East at its sittings on June 1st and 2nd with the request for the observations of these Governments on the facts disclosed by the discussion.

"Considering, further, that the absence of official information as regards poppy cultivation, clandestine drug manufacture and use of opium and drugs in Manchuria and Jehol ('Manchukuo') seriously hampers the Committee in its efforts to deal with the situation:

"Asks in particular the Japanese Government and also all other interested Governments to provide the Advisory Committee with any available official information in this respect concerning Manchuria and Jehol ('Manchukuo') before the next session of the Committee."

(b) Application of Chapter IV of the Hague Convention.

The Permanent Sub-Committee for the Application of Chapter IV of the Hague Convention again considered the extent and character of the co-operation between China and the Treaty Powers, with a view to the effective application of Chapter IV of the Hague Convention. Special interest was shown in information received from the Japanese Government concerning the three ordinances referred to above and promulgated in 1936 relating to the control of traffic in opium and narcotic drugs by Japanese subjects in China and by Japanese subjects in Manchuria and Jehol ("Manchukuo").
The Committee made appreciable progress in its preparatory work for the Conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium. In regard to the scope of the future Conference and the nature of the preparatory work to be undertaken, certain principles emerged in regard to which there was common agreement. It was, for example, made clear that the terms of reference of the Conference would have to be sufficiently wide to include any problem relating to the production and use of the poppy plant and of opium.

The question was raised whether any limitation scheme which might be framed should make provision for raw opium required for the manufacture of prepared opium for smoking. The Committee expressed the opinion that an effective limitation and control of opium production would remove the difficulties caused by the illicit traffic and would thus assist the Governments concerned in their efforts to abolish opium-smoking and enable them ultimately to achieve the purpose in view. Statements were made to the effect that the Governments concerned were prepared to agree to far-reaching measures aiming at a final suppression of opium-smoking and it was urged that this situation would have to be taken into account by the Conference.

The representatives of certain producing countries emphasised the necessity for careful preparation which would enable the Conference to meet with a full knowledge of all the problems involved. Such preparation should leave the producing countries sufficient time to investigate the economic and social effects of limitation on their countries.

The Committee was unanimous in considering that the ultimate success of the Conference would depend on a full knowledge of all the factors affecting the problem of limitation, and that this knowledge could be obtained only through careful preparatory work on the part of the producing countries, the drug-manufacturing countries, the consuming countries and of
the Committee itself. It noted with satisfaction declarations by
the representatives of Bulgaria, China, India, Turkey and Yugo-
slavia that their Governments would wholeheartedly assist the
Committee in its task. It was evident from the discussions of
the Committee and its examination of the material already
available that all Governments represented on the Committee
had accepted the principle of limitation, and that producing
countries, drug-manufacturing countries, countries where there
were opium-smoking monopolies, and other consuming countries
were all prepared to co-operate fully in the work of preparation.
The Committee accordingly hopes to establish at its next session
the general principles on which a system of limitation may be
based.

Procedure to be followed in the Preparatory Work.

The Committee decided last year that it would, at its next
session, examine the principles which might serve as a basis
for a limitation Convention and consider the creation of a pre-
paratory committee for the purpose of framing a preliminary
draft. These proposals were approved by the Council in September
and by the Assembly in October 1936. The Assembly, moreover,
suggested that the Committee might consider the possibility
of holding two preliminary conferences between certain groups
of countries.

The Committee, in discussing means and methods, came to
the conclusion that it was not bound to follow any particular
form of procedure, nor was its freedom of action at this stage
in any way limited in respect of the preparatory work to be
undertaken.

There was considerable divergence of opinion in the Committee
in regard to the suggestion made by the Assembly that two
preliminary conferences should be held, limited to certain groups
of countries. Some members saw a danger for the ultimate
success of the final Conference in dividing the preparatory work
into two separate preliminary conferences of this kind and there-
fore opposed the suggestion. The representatives of some of the
producing countries, on the other hand, were inclined to empha-
sise the importance of or even necessity for separate preliminary
conferences. The Committee observed in this connection that
the expression "preliminary conference" might be variously interpreted and that the Advisory Committee itself, which already included representatives of the principal producing countries, the drug-manufacturing countries, the monopoly and other consuming countries, might, reinforced by representatives of the remaining producing countries and by experts whose advice was necessary, be regarded as a preliminary conference within the terms of the Assembly resolution of October last.

The procedure which the Committee ultimately adopted is indicated in its final decisions.

Examination by the Committee of the Material placed at its Disposal.

The Committee, at its twenty-second session, confined itself to an examination of the material so far placed at its disposal by Governments or assembled by the Secretariat. For this purpose, it resolved itself into a special committee meeting in private session.

The Committee had before it tables prepared by the Secretariat showing statistics relating to the production, consumption, stocks and exports of raw opium. It observed that these statistics required both completion and revision. Any conclusions to be drawn from them must, for example, be interpreted in the light of the fact that figures relating to the production of raw opium in China, available only for the years 1934 and 1935, had been excluded from consideration; that there was no information available regarding the production, consumption, stocks or exports of raw opium from Afghanistan, Manchuria or Jehol; and that there as yet existed no satisfactory basis of comparison between the amounts of raw opium produced, the amounts used for different purposes and the amounts held in stock in different countries owing to wide variations in morphine content and consistency.

Certain broad conclusions, subject always to correction in the light of the above considerations, were nevertheless suggested. It was obvious in the first place that, in the period 1930-1935, there had been a progressive decrease in the area under poppy cultivation and in the quantity of raw opium produced in certain of the principal producing countries. There had in fact been a voluntary limitation of production in these countries due
to a deliberate policy adopted by the Governments concerned and also to difficulties which had arisen in disposing of the opium produced and to the unremunerative prices prevailing in the world markets. British India, which was limiting its production to the internal needs of India, had, in the period 1930-1935, reduced the area under cultivation by approximately four-fifths. China, under the six-year plan, which aimed at the suppression of poppy cultivation in China by the year 1940, was progressively reducing her output. In Turkey and Iran, the area under cultivation in 1935 was estimated to be less than half of what it had been in 1931.

A further conclusion as to the world situation was that the legitimate demand for raw opium was decreasing. It became apparent that the world production of opium, plus the large stocks at present accumulated in certain producing countries, was so greatly in excess of world requirements that it was in the direct interest of the producing countries, which were already limiting their production by voluntary measures, that a systematic scheme of limitation by international agreement should be adopted and applied as soon as possible.

**Necessity for completing and revising the Material available.**

The Committee, in drawing the above conclusions, emphasises that the statistics so far available are not adequate for the purposes of a final and comprehensive view of the situation. No estimate of world production can be a sure basis of inference which does not include a clear appreciation of the situation in Afghanistan, China proper, Manchuria and Jehol.

The Committee took the following decisions:

1. That all the opium-producing countries should take part in the preparatory work, and accordingly requests the Council to invite the Governments of Afghanistan, Greece, Hungary and the Union of Soviet Socialist Republics to participate in the discussions at the next session, including those of the Preparatory Committee.

During the preparatory work, the Committee might find it necessary to have recourse to the assistance of representatives of other countries not permanently represented on the Committee. It therefore suggests that it should be authorised by the Council
to invite such representatives at its discretion to participate in its work.

2. That the Secretariat shall continue its preparatory work, as indicated above.

3. That the Secretariat, on completing the necessary material and studies, should prepare for the Committee a document containing an outline of the general principles on which a Convention for limiting and controlling the cultivation of the opium poppy and the production of raw opium might be based.

4. That this material and draft principles shall be communicated to members of the Advisory Committee as early as possible next year with a view to its consideration by the Advisory Committee at its next session.

5. That, for the purpose of examining this completed material and draft principles, the Committee shall continue to regard itself as a preparatory committee for the general Conference.

6. That the Committee, sitting as a preparatory committee, shall have recourse, if and when necessary, to the assistance of experts, who will be invited to attend its meetings. For the moment, it proposes that arrangements should be made for inviting Sir Malcolm Delevingne to assist the Committee in an expert capacity in its discussions on this matter.

7. That the proposed meeting of the Advisory Committee, sitting as a preparatory committee, shall be held next year, not later than Monday, May 23rd, 1938.

VI. Application of the Opium Conventions.

Ratifications and Accessions.

The total number of sovereign States parties to the Hague Opium Convention of 1912 remains at sixty. Fifty-four sovereign States are now parties to the Geneva Convention of 1925, and sixty-one to the Limitation Convention of 1931. The Governments of Latvia and Albania have announced that they will shortly deposit their instruments of ratification of the 1931 Convention.

On January 22nd, 1937, the Japanese Government ratified the Agreement for the suppression of opium-smoking signed at Bangkok on November 27th, 1931. As a result of this ratification, the Agreement came into force on April 22nd, 1937.
The Convention for the Suppression of the Illicit Traffic in Dangerous Drugs of 1936 was signed by thirty-two States, but no ratifications have yet been deposited. The representatives of the United Kingdom, Canada, China, Japan and Yugoslavia informed the Committee that, in their respective countries, steps were being taken with a view to ratification. The Committee expressed the earnest hope that all Governments would as soon as possible take measures to ratify or adhere to the Convention.

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

The figures of manufacture, exports and consumption during the whole of the period from 1929 to 1935 afford striking evidence of the results of the increasingly effective application of the Geneva Opium Convention of 1925 and the Limitation Convention of 1931. The first of these Conventions came into force in September 1928 and, in October 1930, the Permanent Central Opium Board published its first report embodying statistics for the previous year. The supervision of the international trade in narcotic drugs established under the Convention of 1925 was supplemented in July 1931 by the Limitation Convention, which came into force in July 1933, and in August of that year the Supervisory Body met to draw up its first statement or estimate of world requirements of dangerous drugs for 1934.

Some interesting conclusions may be drawn if the statistics for the period 1929 to 1935 are studied in the light of these events. The remarkable changes brought about in the situation during the last few years are clearly shown in the following table, which gives in tons figures for the world manufacture of the three principal drugs during the period in question:

<table>
<thead>
<tr>
<th></th>
<th>1929</th>
<th>1930</th>
<th>1931</th>
<th>1932</th>
<th>1933</th>
<th>1934</th>
<th>1935</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>57.85</td>
<td>38.63</td>
<td>30.45</td>
<td>27.58</td>
<td>29.99</td>
<td>26.77</td>
<td>30.91</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>3.65</td>
<td>4.08</td>
<td>1.24</td>
<td>1.31</td>
<td>1.34</td>
<td>1.11</td>
<td>0.67</td>
</tr>
<tr>
<td>Cocaine</td>
<td>6.43</td>
<td>5.83</td>
<td>4.61</td>
<td>3.96</td>
<td>4.01</td>
<td>3.43</td>
<td>3.97</td>
</tr>
</tbody>
</table>
These figures, which show a very marked decrease in the manufacture of all three principal drugs, become all the more significant when compared with legitimate world needs. The yearly average of legitimate world needs in respect of morphine, diacetylmorphine and cocaine for the period 1931-1935 was 29 tons, 1.16 tons and 3.99 tons respectively. The yearly average of the amounts of these three drugs manufactured over the same period was practically the same — namely, 29 tons, 1.14 tons and 3.99 tons respectively. It follows that legitimate world needs were fully met during the period 1931-1935 and that world manufacture during that period showed a distinct tendency to approximate to world consumption. This tendency of world manufacture during the period 1931-1935 to become stabilised at the level of legitimate world requirements is better appreciated if the situation during those years is compared with the situation which existed prior to 1931, when the world manufacture of the three principal drugs was considerably in excess of legitimate requirements. The world manufacture of morphine, for example, amounted in 1929 to double the legitimate world requirements and in 1930 still exceeded those requirements by about a third.

It may be generally inferred that the excess quantities which, prior to 1931, were left over from licit manufacture to become available for the illicit traffic have ceased to be manufactured since 1931. That year accordingly marks a turning-point in the campaign against the abuse of drugs.

The evidence afforded by figures relating to the manufacture of morphine is confirmed by examination of the statistics of raw materials used in manufacturing the drug. Approximately 520 and 347 tons of raw opium were used in 1929 and 1930 for this purpose, whereas in the period 1931-1935 the quantities used varied between 220 and 262 tons, the average quantity used during the latter period being only 242 tons per annum.


The Committee, in considering the application of the Opium Conventions to specific narcotic drugs, referred a series of technical questions to the Health Committee for advice. It
awaits with interest the result of an investigation by the latter Committee into the extent to which codeine can produce or maintain drug addiction and its opinion as to the addiction properties of the dihydrodesoxymorphine group of drugs. Further, it has forwarded to the Council a draft protocol to the Limitation Convention of 1931 for the purpose of bringing paracodine within the scope of the Convention and has asked the Secretariat to embody in a memorandum such information as it possesses regarding the addiction liability of certain drugs which are being used as substitutes for morphine — namely, eucodal, dicodide, dilaudide and acedicone.

Certain Governments have formally accepted a decision of the Health Committee adopted in October 1935 to the effect that preparations made from tincture or extract of Indian hemp should be brought under the system of control embodied in the Geneva Convention of 1925. Other Governments, however, wish to exempt certain preparations, particularly those which are used for the manufacture of corn cures. Such exemptions can only be made by virtue of a special decision, as provided in Article 8 of the Convention, and the replies from the Governments have been referred for consideration to the Health Committee.

Rules recommended for the Effective Control of Pharmacies.

The Committee approved a standard body of rules for the effective control of pharmacies, and it has requested the Council to circulate these rules to Governments for their information and guidance. The Committee considered at the same time information showing that abuse and falsifications of drug prescriptions had occurred in many countries and that special measures had been taken by certain Governments — notably by the Government of Mexico — to deal with such irregularities. The Committee felt, however, that the rules for the control of pharmacies which it had recommended would, if applied by Governments, be sufficient in normal circumstances to prevent the abuse or forgery of drug prescriptions, but that it remained for Governments to complete these measures at their discretion.
Factory Licences.

The Committee noted that certain countries continue to issue general licences to drug factories to manufacture narcotic drugs of all kinds. It reaffirmed its opinion, expressed in 1935, that the granting of general licences to manufacture was to be deprecated and that Governments should restrict the granting of licences to as few factories as possible.

VII. QUESTIONS RELATING TO PREPARED OPIUM.


The Advisory Committee had before it a communication from the Governing Body of the International Labour Organisation transmitting a resolution concerning opium-smoking among workers. The resolution recommended to Governments in whose territories the sale of opium for smoking was still authorised a series of measures with a view to improving conditions of labour in such countries. The Committee observed that, while some of these suggestions were outside its purview as a technical body, others dealt with matters with which it was directly concerned.

The Committee considered that this resolution, if applied not only to workers but to all classes of the population, was particularly useful and opportune at a time when the preparatory work for a Convention on the limitation of poppy cultivation was in progress. While there was some difference of opinion on the practicability of applying certain of the detailed measures suggested by the International Labour Conference, the Committee agreed to adopt the following resolution:

"The Advisory Committee on Traffic in Opium:
"Notes the resolution adopted by the International Labour Conference at its twentieth session (June 1936) on the subject of opium-smoking by workers;
"Is in entire agreement with the purpose aimed at by that resolution, which is the abolition of the use of opium for smoking;
"Considers such a resolution to be particularly useful and opportune at a time when the preparatory work for a Convention on the limitation of poppy cultivation is beginning. In its opinion,
such a Convention, which should to the greatest possible extent take into account the principles of the resolution, must necessarily contain provisions aiming at a gradual reduction of supplies of raw opium to monopolies;

"The Committee, while mindful of the efforts made by many countries towards the end in view, requests the Council to draw the attention of the Governments concerned to the recommendations embodied in this resolution with a view to their application in the territories in which the use of opium for smoking is still authorised, while taking into account the practical difficulties, which might prevent its realisation within the time-limits mentioned."

**Manufacture and Consumption of Raw Opium in Peru.**

The statistics of 1935 furnished by the Government of Peru to the Permanent Central Opium Board revealed the existence in that country of a not inconsiderable manufacture and consumption of prepared opium. The Government stated that, in 1935, 551 kg. of opium were manufactured and 544 kg. consumed.

The Committee instructed the Secretariat to apply to the Peruvian Government for full information in regard to the matter.

**VIII. Anti-narcotic Education and Propaganda in Medical and Auxiliary Services.**

The Advisory Committee, after studying information supplied by some thirty Governments, noted that there appeared to be some divergence of view as to the necessity for anti-narcotic propaganda in medical and auxiliary services, particularly in countries where there was little or no addiction.

The Committee emphasised that, even in countries where there was no such danger, it was nevertheless imperative to give suitable instruction to persons professionally authorised to handle narcotic drugs, and it expressed the opinion that Governments which had replied in a negative sense should again be asked to give favourable consideration to the possibility of inducing university and other authorities to introduce into their medical or pharmaceutical courses instruction on the narcotic drug problem.
IX. MANUFACTURE OF MORPHINE DIRECT FROM THE DRY POPPY PLANT.

The Committee noted with interest memoranda forwarded by the Governments of Denmark and the Union of Soviet Socialist Republics on experiments made in those countries for the extraction of opium alkaloids from the dry poppy plant. The representative of Poland, moreover, gave to the Committee an account of a similar process which was already being applied on a commercial scale in Poland for the manufacture of morphine and codeine direct from poppy-heads.

The process used in Poland has already been patented in Switzerland, Belgium, Germany, Spain, Roumania, France, the United Kingdom, Austria and Yugoslavia; applications for patents have been made in most countries. In Poland, the process is for the moment used mainly for the manufacture of codeine to meet internal needs.

X. INDIAN HEMP.

The Committee noted a report from its Sub-Committee on Indian Hemp on further studies communicated by experts since its previous session. The Committee expressed its high appreciation of the valuable work done by Dr. Bouquet and thanked its assessor, Dr. de Myttenaere, for his important contributions to the study of the subject. It decided to invite the assistance of Mr. J. M. Collins, Government analyst in Ceylon, and Mr. J. M. Watt, of the Witwatersrand University in South Africa, and expressed the hope that it might be possible for Dr. Bouquet to attend its next session to assist it in dealing with the problem of cannabis.1

1 The above chapter is based almost entirely on the Report of the Advisory Committee to the Council on the Work of the Twenty-second Session and its annexes: (1) Report to the Council (document O.C.1708(1)); (2) Report of the Sub-Committee on Seizures (document O.C.S.306(1)); (3) Report of the Permanent Sub-Committee on the Application of Chapter IV of the Hague Convention (document O.C.1703(1)); (4) Report of the Sub-Committee on Indian Hemp (document O.C.1707). The following printed document may also be consulted: Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1935: I. Analytical Study; II. Synoptic Statistical Tables (document O.C.1679(1)).
B. WORK OF THE SUPERVISORY BODY.

Estimated World Requirements of Dangerous Drugs in 1937.

The Supervisory Body constituted under paragraph 6 of Article 5 by the Limitation Convention of 1931 issued, on November 1st, 1936, its statement of the estimated world requirements of dangerous drugs in 1937.

The grand totals of estimates of quantities necessary for home consumption, conversion and replenishing reserve and Government stocks for 1937 in respect of the five principal drugs, as compared with the previous two years, are shown in the following table:

<table>
<thead>
<tr>
<th>Drug</th>
<th>1935 Kilogrammes</th>
<th>1936 Kilogrammes</th>
<th>1937 Kilogrammes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>39,001</td>
<td>44,126</td>
<td>40,976</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>1,084</td>
<td>803</td>
<td>965</td>
</tr>
<tr>
<td>Codeine</td>
<td>28,330</td>
<td>28,177</td>
<td>25,724</td>
</tr>
<tr>
<td>Dionine</td>
<td>2,996</td>
<td>3,577</td>
<td>3,199</td>
</tr>
<tr>
<td>Cocaine</td>
<td>5,542</td>
<td>4,600</td>
<td>4,976</td>
</tr>
</tbody>
</table>

The amounts of these five drugs estimated as necessary for consumption as such were as follows:

<table>
<thead>
<tr>
<th>Drug</th>
<th>1935 Kilogrammes</th>
<th>1936 Kilogrammes</th>
<th>1937 Kilogrammes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Morphine</td>
<td>9,021</td>
<td>9,811</td>
<td>10,619</td>
</tr>
<tr>
<td>Diacetylmorphine</td>
<td>1,103</td>
<td>973</td>
<td>992</td>
</tr>
<tr>
<td>Cocaine</td>
<td>4,990</td>
<td>4,470</td>
<td>4,724</td>
</tr>
<tr>
<td>Codeine</td>
<td>25,560</td>
<td>26,509</td>
<td>24,196</td>
</tr>
<tr>
<td>Dionine</td>
<td>2,767</td>
<td>3,284</td>
<td>2,951</td>
</tr>
</tbody>
</table>

The decrease in the figures for codeine and dionine is attributed to the fact that Governments submitted estimates more strictly in accordance with the actual quantities manufactured in previous years, while the relatively small increases shown in the case of morphine, diacetylmorphine and cocaine were attributed, at least in part, to the development of medical services in several countries.

There has been a steady increase during the last three years in the number of countries furnishing estimates. In 1933, the first year of the application of the system, only forty-five countries furnished estimates; in 1934, estimates were furnished by fifty-
four countries, and in 1935 by fifty-nine countries. In 1936, estimates were furnished by sixty-one countries, and in respect of eighty-eight colonies, protectorates, overseas territories and territories under suzerainty or mandate. Inversely, the number of countries for which the Supervisory Body has itself to frame estimates has fallen from twenty-three in 1933 to nine in 1936, while the number of territories in respect of which estimates are framed by the Supervisory Body has fallen from thirty-one in 1933 to seven in 1936. A further indication of progress achieved in the application of the system is seen in the fact that the wide divergencies formerly shown between Government forecasts and their actual needs are being gradually closed. The Governments tend increasingly to bring their estimates down to the level of the real requirements of their respective countries.

This tendency is particularly noticeable in the estimates furnished by countries of the amounts of morphine required for conversion into other drugs. In 1935, the seventeen manufacturing countries requiring morphine for conversion actually used only 22 tons of the drug for this purpose. In 1936, however, they presented estimates amounting to $36\frac{1}{2}$ tons—an excess of about 65% of their real requirements in 1935. The Secretary-General, in December 1935, drew the attention of Governments to this very substantial divergence, with the result that the discrepancy between the amount effectively used in 1935 and the estimates for 1937 has been reduced to approximately 37%.

Enquiries made into Estimates furnished by Governments and Points to which the Attention of Governments has been drawn.

The Supervisory Body is empowered to ask for any information or details which it may consider necessary in order to supplement or explain any statement of estimates submitted to it, and the Supervisory Body may, with the consent of the Government concerned, amend the estimates accordingly. The Supervisory Body, in dealing with the estimates furnished by Governments for 1937, found it necessary to ask for further information or explanations in the case of eighteen countries and two territories. Certain of the Governments, as a result of these enquiries, made reductions in their estimates amounting in the case of morphine to 603 kilogrammes.
Date of Communication of the Statement of Estimates issued by the Supervisory Body.

The delegates to the Conference which met in June 1936 to consider the draft Convention for the Suppression of Illicit Traffic in Dangerous Drugs concluded an administrative agreement whereby the latest date of issue of the annual statement of estimates would be altered from November 1st to December 1st of each year, so that the Supervisory Body might have sufficient time to obtain from Governments the explanations and information which might in certain cases be necessary. The Procès-Verbal embodying this new arrangement will come into force as soon as it has been signed by all the parties to the Limitation Convention of 1931. Forty-one Governments parties to the Limitation Convention have signed the Procès-Verbal. The total number of ratifications of the Limitation Convention is sixty-one. The Procès-Verbal has accordingly still to be signed by another twenty Governments before it can take effect. The Supervisory Body hopes that the Procès-Verbal will be signed as soon as possible by all the Governments concerned, so that the new arrangement may apply to the Statement of Estimates for 1938 which is to be issued in 1937.¹

C. WORK OF THE PERMANENT CENTRAL OPIUM BOARD.

1. Twenty-ninth Session of the Board.

At its twenty-ninth session, held from November 23rd to 30th, 1936, the Permanent Central Opium Board adopted its report to the Council on the statistics for 1935.²

The report shows the position with regard to the submission or non-submission of the annual statistical reports required from the Governments signatories to the 1925 and 1931 Conventions. One section deals with the way in which Governments have fulfilled their obligations under the 1931 Convention as regards

² Document C.449.M.265.1936.XI.
manufacture, imports, consumption, conversion and stocks of drugs covered by this Convention.

As is pointed out in the report, the statistics indicate that, in 1935, the principal objects of the Limitation Convention of 1931 were attained as regards licensed manufacturers and that, in the main, the quantities manufactured and the stocks in hand at the end of the year were not excessive. However, the Board calls attention to the number of non-manufacturing and non-exporting countries, particularly in Central and South America, which neglected to furnish annual statistics of consumption and stocks, in spite of the fact that most of them are under obligation to do so.

The report also mentions the great differences among countries in regard to the consumption of certain narcotics.

The consumption of morphine in the Union of Soviet Socialist Republics has increased, owing probably to the development of medical services throughout the country.

There has also been a considerable rise in the consumption of morphine in Japan. This is no doubt due to the substitution of morphine for diacetylmorphine, the consumption of which has decreased to a marked extent.

As to stocks of drugs in general medical use in the world, the amount in hand at the end of 1935 was somewhat less than that required for one year's consumption. In the case of codeine, there was scarcely enough for six months' consumption.

The amount of the stocks of raw materials (raw opium) in hand at the end of 1935 was, in most countries, about the same as at the beginning of the year.

In a section dealing with discrepancies between returns of imports and exports, the report calls attention to shipments of raw opium originally stated to have been sent from Iran to the Straits Settlements. This opium, as the Iranian Government now reports, was shipped to "Manchukuo", for which the Board receives no statistics. Other discrepancies relating to raw opium, coca leaves, morphine and diacetylmorphine are also being investigated. The report states that the legitimate international trade in the last-named drug has now shrunk to small dimensions.

Fewer seizures of narcotic substances were made in 1935 than in 1934, the only exceptions being cocaine and Indian hemp.
The Board congratulated several countries on having seized large quantities of opium that were being clandestinely exported, for Customs control of exports is usually much less strict than that of imports.

The quantities of narcotics seized and not disposed of at the end of the year were in some cases considerable. This applies particularly to diacetylmorphine, the legitimate use of which is decreasing. It was noted, however, that large quantities of seized diacetylmorphine were converted into codeine.

In addition, reference is made in the report to correspondence with the German Government regarding the method of publication in the Board’s annual statistical reports of four patented German drugs — viz., Eucodal, Dicodide, Dilaudide and Acedicone. In order to meet the wishes of the German Government, the Board proposes to combine the statistics for these four drugs in a single table in the report to be published for the year 1936, and to forward to the contracting parties separate figures for each of the four drugs.

2. Thirtieth Session of the Board.

At its session held from April 12th to 16th, 1937, Mr. L. A. Lyall (British) and Mr. Herbert L. May (American) were re-elected President and Vice-President respectively. The Board also welcomed a new member, Dr. Abelardo Saenz (Uruguayan).

The matters discussed in the course of this session were mainly of a routine character, the most important being the situation as regards imports and exports for 1936 and the action taken by the Board in respect of any excesses over estimates noted during that year.

In 1936, the attention of Governments was drawn to the fact that, in twenty-six minor cases, estimates had been exceeded. In six cases, action entailing an embargo on exports was taken. As a result, supplementary estimates were furnished in nine cases with a view to regularising the situation. In two of these, however, the supplementary estimate was again exceeded by the end of the year.
14.

INTERNATIONAL ASSISTANCE TO REFUGEES.

I. Nansen International Office for Refugees.

*Measures taken by the Assembly and the Council and by the Various Organs dealing with Refugee Work.*

By a decision dated January 24th, 1936, the Council of the League of Nations appointed M. Michael Hansson to act as temporary President of the Governing Body of the Nansen International Office for Refugees and to present a special report to the next Assembly containing a revised, and constructive, programme for the liquidation of the Office.

It thus devolved on the seventeenth Assembly of the League to examine the proposals and conclusions contained in M. Michael Hansson’s special report and the annual report of the Governing Body of the Nansen International Office for Refugees.

After having taken note of its previous decision, according to which the Nansen Office would be liquidated within a specified time, the Assembly decided to appoint, until December 31st, 1938, a President of the Governing Body entrusted with the following duties:

(a) To carry on the administration of the Office in accordance with the existing statute, until it has been liquidated, and to organise the activities of the Office during the period of liquidation, with the help of the technical services of the League of Nations;
(b) To draw up at an early date and, if possible, to submit to the Council at its session in May 1937 a detailed scheme for

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1 Document A.27.1936.
2 Document A.23.1936.