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PART IV.

CONCLUSIONS OF THE COMMISSION AND ITS SUGGESTIONS TO THE GOVERNMENTS CONCERNED AND TO THE LEAGUE OF NATIONS

By the terms of reference laid down by the Ninth Assembly of the League of Nations the Commission was asked what action should, in the existing circumstances, be taken by the Governments concerned and by the League of Nations in regard to the use of opium prepared for smoking. The Commission has reached the conclusion that the gradual and effective suppression of opium smoking requires concerted action on similar and concurrent lines by all Governments concerned. In view of this the Commission's suggestions are directed to all the Governments of the Far-Eastern territories included in the enquiry. The action suggested to the Governments should be based on international agreements and continuous international co-operation, covering all the aspects of the opium-smoking problem.

The Commission suggests to the League of Nations that it should use all its efforts to help the Governments in reaching agreements on the lines suggested by the Commission and in carrying out such agreements in co-operation with each other. The League should, moreover, follow closely the situation as regards opium control for the purpose of ensuring progress and the final suppression of opium-smoking in all territories.

The following are the Commission's conclusions and suggestions:

1. Necessity for Concurrent Measures.

Sincere efforts have been made to combat the opium-smoking habit and the illicit traffic in opium throughout the Far-East. On the whole, however, these efforts have had but few lasting results owing to the fact that each step taken was isolated and not co-ordinated to any general plan. The opium policy in some countries had the character of a series of experiments. Again, a measure has sometimes been adopted in expectation of results that never materialised from a measure adopted previously.

It has proved a bad policy to concentrate on some measures and to ignore others: to combat the illicit traffic but to disregard poppy cultivation which supplies that traffic; to endeavor to limit the demands for opium but to ignore the causes of that demand; to register smokers but not to ration them; to control the use of opium but not of dross, or to control smoking establishments but to allow opium-smoking outside them.

In order to attain the desired results it is essential that all measures aiming at gradual suppression of opium-smoking should be taken concurrently and applied as progressively as circumstances permit.

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9. Complete Opium Monopoly for Retail Distribution.

If Governments find it necessary to employ private licensed individuals for the retail of opium to consumers, even the best efforts to check the spread of the opium smoking habit and to suppress the illicit traffic in opium may be, and often are, useless. It may be assumed that a person in the direct employment of a Government will as a rule carry out the Government's instructions more faithfully than a licensed retailer or his employees, who might let private considerations of profit influence their actions. It is only by making the retail dealers independent of financial considerations that Governments can obtain even a relative safeguard against dealers taking advantage of their position to increase their profits by trying to enlarge the sales of opium. Complete Government monopoly is almost everywhere in force for the buying of raw opium and for the manufacture of prepared opium.

The principle that Governments should have contact with smokers only through Government officials or employees should be applied everywhere as soon as possible, to every transaction connected with distribution of opium to smokers. The first step in this direction should be the abolition of all licensed retail shops and their replacement by Government shops managed by employees of the opium monopoly and subjected to constant and rigorous inspection by the monopoly itself, as well as by other Government officials in the districts. The second step should be the gradual merging of these Government retail shops into Government-owned and Government-managed smoking establishments.

11. Measures to Control Individual Consumption.

Individual consumption of opium must be under efficient control in order to bring about gradual suppression. This can be done by limiting the consumption of individual smokers and by the adoption of measures to prevent the spread of the smoking habit. Methods which have proved practicable are registration pure and simple, registration with licensing and registration with licensing and rationing.

Registration pure and simple means that opium may be purchased only by persons who have been inscribed in smokers' registers, kept at retail shops, and who give their names at each purchase. This method has the advantage of giving Governments a knowledge of the approximate number of opium-smokers, which is indispensable for systematic campaign against the opium vice. It is also possible to limit legal consumption to certain races or groups of the population. This method, however, does not give any control of individual consumption unless combined with licensing.

Registration with licensing means that opium may be purchased only by persons who have obtained smoking licences from the competent authorities. These licences record the name, age

and occupation of the holder and bear his photograph. They specify the retail shop where supplies of opium may be purchased subject to the production of the licence. Each purchase is noted on the licence or a special pass-book, provided for this purpose. Registers of the licences are kept by the Government. This method has the same advantages as simple registration and, further, the daily purchases can be controlled and limited by a legal maximum for purchase at one time.

Registration with licensing and rationing means that smokers, in addition to being licensed and registered, are limited in their purchases to individually fixed daily doses. This method has all the advantages of registration with licensing and permits control of degree of addiction; it also helps to prevent supplies of legal opium from reaching unlicensed smokers and thus tends both to limit individual consumption and prevent the spread of the habit.

Registration with licensing and rationing is the only really efficient method for the control of consumption. A class of illicit smokers will, however, be formed if licensing facilities are not given, to new addicts, owing to a premature closing of the registers.

In all territories registration with licensing and rationing should be put into effect; where special preparations are necessary, these should be taken immediately. The issue of licences and the rationing of smokers should not be left to subordinate officials but to the civil service or monopoly officials in the administrative districts. The daily rations should be calculated on the individual smoker's minimum requirement. Both licensing and rationing should be based on a medical certificate wherever there are a sufficient number of qualified physicians.

Smoking licenses should not be issued unless the licensing authority has received satisfactory evidence by medical certificate, trustworthy witnesses or otherwise that the applicant is a confirmed opium addict. Wherever registration systems already exist, but the registers have been closed, they should be reopened for the licensing of certified addicts. Thereafter all licensing registers should be kept open or reopened at regular intervals.

13. Smoking Establishments.

As long as opium-smokers are allowed to smoke in private the control of opium-smoking is incomplete and spread of the habit always possible. Measures must be taken to suppress illicit "opium dens" where smokers who do not wish or cannot smoke at home congregate. Smoking at home as well as in "illicit dens" facilitates illicit traffic in opium. Smokers should therefore in principle be obliged to smoke opium in public smoking establishments. These concentrate smokers to a few localities and make it easier, to control the individual and his consumption, to prevent the spread of the habit and of disease through pipes, and to collect the dross produced by smokers of legal opium.

It is therefore recommended that the system of compulsory smoking in public smoking establishments be introduced everywhere in spite of the fact that public opinion, due to insufficient knowledge of the problem, may oppose opening of public smoking establishments. The policy of limiting as much as possible the number of smoking establishments mentioned in Article IV of the Geneva Opium Agreement should be abandoned. The policy suggested by the Commission would involve the opening of a sufficient number of smoking establishments to accommodate the authorised smokers.

To ensure effective control of public smoking establishments they should be owned and managed by the Governments. The retail shops also owned and managed by the Governments should be merged into the smoking establishments as soon as practicable. Only such smokers who for special reasons are permitted to smoke in their homes or in other clearly defined places should be allowed to smoke outside the Government smoking establishments. Special permits for these persons should be an exception and the holders subjected to rigorous control. The taking away of opium or dross from smoking establishments should be prohibited and be made a penal offence. Holders of special smoking permits should not be allowed to purchase new supplies of opium until they have returned the stipulated quantity of dross.

14. Control and Disinfection of Opium Pipes.

Opium pipes are supplied to the smokers in the smoking establishments. No adequate measures have been taken, however, to prevent these pipes, which are used by one smoker after another, from serving as a means of spreading contagious diseases such as syphilis, tuberculosis and pyorrhea.

In public smoking establishments the opium pipes should be sterilised by a scientific method after use by each smoker. Sterilisation in boiling water cannot be considered satisfactory. Other smoking paraphernalia and couches should be kept in hygienic condition.

The only persons who would require to have opium pipes in their possession would be those smokers who are specially licensed to smoke outside smoking establishments. No one should be allowed to possess a pipe without a licence from the Government, and licensed possessors of pipes should be subjected to periodical control including inspection of the hygienic condition of the pipes.

16. Cure of Opium-Smokers.

The cure of opium addicts is an important step towards the total suppression of opium-smoking and the prevention of a further spread of the habit. The discovery of an inexpensive method which will cure opium addicts without involving too much suffering in overcoming the craving for opium would be a decisive step in the anti-opium campaign. This question has already received

considerable attention in some territories in the Far-East, sometimes in connection with the cure of addiction to other narcotic drugs. Investigations have been conducted either as part of scientific research or in connection with the actual cure of smokers. Progress has been slow owing in some cases to lack of financial resources and in others to abuse by smokers of facilities for cure. In times of economic depression smokers have taken advantage of special opium wards in hospitals, but they have returned to their habit as soon as they were again able to afford smoking.

Increased and systematic attention should be given to the cure of opium addiction. The Governments should take the lead in this question and give their encouragement to private efforts. Special opium wards should be attached to existing hospitals and additional hospitals built which might, when no longer necessary for the cure of opium addicts, be turned into general hospitals. Funds for these purposes should be made available from the opium revenue.

The experience and results obtained in relation to the cure of addiction to opium by medical authorities should be communicated to the medical authorities of other territories.

There should be after-care of cured addicts in order to prevent relapse. Compulsory cure should be tried as soon as possible in special districts in order to gain experience for the purpose of gradually curing all addicts.

CERTIFICATE

Statement of Source and Authenticity

I, HAYASHI, Kaoru, Chief of the Archives Section Japanese Foreign Office, hereby certify that the document hereto attached in English consisting of 653 pages and entitled "COMMISSION OF ENQUIRY INTO THE CONTROL OF OPIUM-SMOKING IN THE FAR EAST, REPORT TO THE COUNCIL, VOLUME I, II (1930, 1931) "is an official document issued by the League of Nations, duly received by, and in the custody of, the Japanese Foreign Office.

Certified at Tokyo,

on this 28th day of February, 1947.

/s/ K. HAYASHI
Signature of Official

Witness: /s/
K. URABE