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[Excerpt from: "Report to the Council", Volume I, page 39, League of Nations Commission of Enquiry Into the Control of Opium Smoking in the Far East, Geneva, 1930]

16. Main Features of the Governments' Opium Policies.

The enquiry has brought the Commission to the conviction that all Governments concerned are endeavouring to fulfil their international obligations as regards control of opium-smoking, and attempting to control and reduce as soon as possible the consumption of opium for smoking purposes. The basis of these control systems, when total prohibition is not yet enforced, is a Government Monopoly. The systems in force differ greatly on important points. Some Governments have been able to carry the restrictive measures further than others owing to more favourable local conditions or to a stronger initiative.

The complete Government monopoly system for opium control has the following principal features:

- (1) Import of raw opium for non-medical purposes is the exclusive right of the Government.
- (2) The manufacturing and packing of prepared opium is the exclusive right of the Government.
- (3) Prepared opium is distributed through Government shops.
- (4) Prepared opium is sold at a price fixed at a high rate, making opium a luxury.
- (5) Possession and consumption of prepared opium is only permitted to registered or licensed smokers with special regulations regarding race, sex and age of smokers.
- (6) Individual consumption is limited by a system of rationing allowing smokers only daily limited quantities of prepared opium.
- (7) Smoking of opium is only permitted in Government-owned or licensed smoking establishments, where prepared opium is sold for consumption on the premises.
- (8) The dross resulting from smoking becomes the property of the Government or is collected by the Government.
- (9) The profit derived from the Opium Monopoly goes to the Government as any other state revenue.
- (10) The monopoly is protected by organisation of preventive services and adequate legislation to suppress illicit trade in and illicit consumption of opium.

(a) Extent of Opium Monopoly.

The complete system of control through Government monopoly as outlined above is not in existence anywhere in the Far-Eastern territories concerned. All systems in practice fall short

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of this programme in some respects. There is only one point in which the situation is the same everywhere, namely, that the import of raw opium for smoking purposes is a Government monopoly. In all territories, except two, Kwang-Chow-Wan and the Kwantung Leased Territory, the manufacturing of prepared opium is a Government monopoly. In Burma, the Government sells raw opium direct to the consumer, and the manufacturing of prepared opium for sale is prohibited. So far, only a few territories, the Straits Settlements and most of the States in British Malaya, including the British protectorates of Borneo, and the Netherlands Indies, have brought the retail distribution of prepared opium under complete Government monopoly, that is, retail sales are undertaken by Government officials in Government-owned shops. In all other territories retail sales are effected through vendors licensed by Governments. In Siam, licensed shops are gradually being replaced by shops owned and managed by the Government. In Burma, the shops are Government owned but run by licensed vendors, each shop being controlled by a special excise officer permanently attached to it.

Registration or licensing of opium-smokers exists completely in Burma, in the Straits Settlements, in most of the States in British Malaya and in the British protectorates of Borneo, in Formosa, and in the Kwantung Leased Territory. In the Netherlands Indies the system varies as regards registration and licensing in different parts of the territory. A great many of the smokers are licensed and, although practically all the smokers are required to register when purchasing opium, there is no system of registration under which opium may be sold only to smokers who have previously been allowed to register by the Government.

The system of rationing smokers is complete in three territories, Burma, Formosa, and the Kwantung Leased Territory. In the Netherlands Indies, all licensed smokers are rationed but not those who are registered only.

In practically all territories, opium legislation fixes the maximum quantity of prepared opium that an individual may have in his possession. This can be considered as an initial stage of rationing. In Siam and in Hong-Kong special groups of smokers are rationed. In Siam, special licensed smokers who are allowed to smoke in their homes are rationed but they are comparatively few, which is also the case in Hong-Kong with the rationed smokers of a specially high-grade opium called "Kamshar opium".

Siam is the only country where all opium-smokers, except the few hundred who are licensed, must obtain their supplies of prepared opium and consume it in Government owned or licensed smoking establishments, from which smokers are not allowed to take away either prepared opium or dross. All dross is collected in the smoking establishment and handed over to the Government.

The purposes for which the monopoly was introduced have not been realized when the illicit trade sometimes amounts to three or four times the sales of Government opium. Very much remains to be done in order to make the monopolies effective.

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