Geneva, February 27th, 1937.

LEAGUE OF NATIONS

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

ANNUAL REPORTS BY GOVERNMENTS FOR 1935

NAURU

Communicated by the Government of Australia.

Note by the Secretary-General.

In accordance with Article 21 of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of 1931, the Secretary-General has the honour to communicate herewith to the parties to the Convention and to other States the above-mentioned report.

(For the form of annual reports, see document O.C.1600.)

A. General.

There were no new laws, orders or regulations passed during the year on the question of opium and other dangerous drugs nor were any publications issued on this question.

The existing laws of the territory in regard to opium and other dangerous drugs have continued to prove effective and no amendments have been found necessary. These laws may be summarised as follows:

The importation into Nauru of raw opium and prepared opium is prohibited absolutely by the Nauru Ordinance No. 19 of 1922. The importation into Nauru of the following substances is prohibited unless the substance is imported by a person licensed by the Administrator in accordance with Nauru Ordinance No. 19 of 1922: medicinal opium, morphine, cocaine and heroin; the salts of morphine, the salts of cocaine, the salts and preparations of heroin which contain more than 0.1% of heroin, all preparations (official and non-official, including remedies which are advertised as anti-opium remedies) which contain more than 0.2% of morphine or more than 0.1% of cocaine; all new derivatives of morphine or of cocaine or their respective salts, and every other alkaloid of opium which may be liable to similar abuse and productive of similar ill effects.

The granting of a licence to a person to import drugs or narcotic substances is subject to the following conditions and restrictions:

(a) The drugs shall be imported for medicinal purposes only;
(b) The licence to import the drugs shall be issued only to a legally qualified medical practitioner or a person lawfully carrying on business as a wholesale or manufacturing chemist or druggist or pharmaceutical chemist;
(c) The substances shall not be imported by post.

The licence is for a period of one year, and may be renewed from time to time for a similar period. Before the licence is granted, the applicant must give security to the satisfaction of the Administrator:

(a) That all importations made by him pursuant to the licence, or any renewal thereof, will be disposed of for medicinal purposes only;
(b) That he will record in a book, kept by him for the purpose, particulars of how and to whom they have been distributed and will, on demand at all reasonable times, produce to the Administrator the book so kept and the balance of the importations on hand at the time when the book is produced.
II. Administration.

1. (a) No important modifications in administration arrangements were necessary for purposes of the execution of the international conventions, the previously existing arrangements being sufficient in this regard.
(b) It has not been found necessary to create any special administration such as is mentioned in Article 15 of the Convention. Nauru is a very small territory and existing measures in force ensure full compliance with the spirit of the Convention.
(c) No difficulties have been encountered in the application of any of the Conventions.

2. There have been no new developments regarding addiction in the territory. As previously reported, such addiction to dangerous drugs as does exist is confined to the smoking of opium.

III. Control of International Trade.

1. There is no international trade in opium or other dangerous drugs by or with this territory. Importations are restricted absolutely to the quantities of drugs actually required for medicinal purposes at the Government hospital and at the British Phosphate Commissioners' hospital, and all such importations are purchased under properly regulated conditions from reputable establishments in Australia only. An import certificate is required by, and is issued to, the Australian authorities in respect of each importation. No difficulties have arisen during the year. Import certificates are issued only under the signature of the Administrator, who is the highest authority in the territory.

2 to 8. Most of the matter in these paragraphs does not apply to Nauru, but in any case there is nothing to report in respect of the year 1935.

IV. International Co-operation.

No matters have arisen during the year which required the co-operation of other Governments to prevent the use within this territory of narcotic drugs for other than bona-fide medicinal purposes and there were no international treaties or agreements relating specifically to traffic in opium and dangerous drugs extended to Nauru or concluded with Nauru in the course of the year.

(Note.—Nauru is a party to both the Geneva Opium Convention of 1925 and the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of 1931.)

V. Illicit Traffic.

The illicit traffic on Nauru is confined to the clandestine importation and sale of raw opium for smoking purposes by Chinese. Owing, however, to the peculiar conditions of the island, in the sense of its smallness and the methods of communication with visiting ships, opportunity to carry on the traffic are very limited indeed. Added to this, a constant vigilance is exercised by the police, both on the waterside and among the Chinese community. Any cases which are detected of the attempted smuggling of opium or of trading in or smoking of this substance are immediately brought before the courts and, if a conviction is recorded, the offender is subjected to a heavy penalty.

The illicit traffic is confined to opium and no cases are on record involving any other prohibited drug. It may be confidently asserted that, apart from opium-smoking, cases of the use of, or of addiction to, harmful drugs are non-existent on Nauru.

It is fairly safe to say that all the opium which reaches Nauru comes from China. Most of the cases of smuggling have occurred when Chinese labour recruits are arriving from Hong Kong, the drug being secreted by the recruits among their baggage. Various ingenious methods are employed in endeavours to ensure that the drug may pass through unnoticed, but thanks to the vigilance of the Customs police and the thoroughness of their search, based on long experience in this class of work, it is safe to say that very few attempts to smuggle the drug in this way escape detection.

Almost invariably the opium is contained in small brass tins and is in a semi-liquid state. In the majority of cases, the tins bear no labels or marks, but quite frequently it has been noticed that the tins bear an impression representing a strutting cock. The opinion of the local Chinese interpreter is that most of the opium brought to Nauru comes originally from the Portuguese controlled port of Macau in China.

The particulars of prosecutions, convictions and penalties imposed in respect of illicit traffic in narcotic substances at Nauru during 1935 are as follows:

<table>
<thead>
<tr>
<th>Nationality</th>
<th>Charge</th>
<th>Number of prosecutions</th>
<th>Number of convictions</th>
<th>Penalties imposed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chinese</td>
<td>Smoking and being in illegal possession of opium prepared for smoking (first offence)</td>
<td>Three</td>
<td>Three</td>
<td>Fined £5, or in default three months' imprisonment with hard labour</td>
</tr>
<tr>
<td></td>
<td>Attempting illegally to import raw opium</td>
<td>One</td>
<td>One</td>
<td>One year's imprisonment with hard labour and deportation</td>
</tr>
</tbody>
</table>

Quantity of narcotic substances confiscated during the year 1935: Raw opium, 1 kg.

The opium was destroyed by being dumped into the sea. The tins were cut open and dropped into deep water under the personal supervision of the Director of Police.

The above quantity has been duly returned in Statistical Form E (G.2).
With regard to the question of prices of drugs used in the illicit traffic, it appears from information obtained that such opium as is successfully imported is vended to opium-smokers at a price not less than £2 per oz. When it is considered that the drug is in a very crude and much adulterated form it may be realised how little of it is actually introduced to the island.

B. Raw Materials.

VII. Raw Opium. VIII. Coca Leaf. IX. Indian Hemp.

None of the plants from which the above are produced are cultivated on Nauru for the reason, apart from any other consideration, that the soil and climate on Nauru are totally unsuited for their growth.

C. Manufactured Drugs.

X. Internal Control of Manufactured Drugs.

1. No drugs of any description are manufactured at Nauru, nor is there any form of trade in drugs at Nauru. Such transactions in relation to drugs as take place in the territory are confined to importations, under licence, of drugs required for medicinal purposes at the Government hospital and the hospital of the British Phosphate Commissioners, who control the sole industry on the island—namely, phosphate mining and exporting. All such importations are purchased under properly regulated conditions from reputable establishments in Australia only. (See under III, above.) The measures of control provided in the Limitation Convention of 1931 are duly applied, and no complications whatsoever arise.

2. No licences to manufacture or trade in drugs were issued during the year nor have any such licences been issued in the past. Licences relating to drugs are confined to licences to import for strictly medicinal purposes. Only one licence was issued during the year, the licensee being the medical officer in charge of the British Phosphate Commissioners' hospital.

3. See under X, 1, above.

4. (a) The only persons to whom permits or authorisations for the use or possession of narcotic drugs have been granted are the medical officers in charge of the British Phosphate Commissioners' hospital and the Government hospital respectively. Each of these officers is a duly qualified medical practitioner and such drugs as are held are for use in treating patients in the hospital. There are no dealers in, or manufacturers of, drugs on the island.

(b) Proper control and supervision is exercised over the persons mentioned in (a), who are authorised to be in possession of and to use narcotic drugs. Registers are kept showing, on the one hand, the quantities of drugs imported and, on the other, the quantities of drugs used. These registers are open to inspection by the Administrator or by the person duly authorised by him for the purpose. Inspections are made as frequently as is deemed desirable, having regard to efficient control, the register being carefully examined and the stocks verified. Careful supervision is exercised over the conditions of storage of drugs and these are invariably satisfactory. The inspecting officer has the power to demand an inspection at any reasonable time.

D. Other Questions.

XI. Chapter IV of the Hague Opium Convention of 1912.

There is no manufacture of opium or any other dangerous drugs at Nauru, nor are any such drugs exported from Nauru.

XII. Prepared Opium.

Such opium-smoking as is practised on Nauru is confined to the alien Chinese population and the habit is absolutely non-existent among the national population. Among the Chinese population, it has not been possible entirely to suppress opium-smoking, but quite definitely it is practised on a very small scale. With the efficient measures in force for preventing the importation of the drug to the island, it is inconceivable that much is introduced. Further, owing to the conditions of life of the Chinese, inasmuch as they are all resident in a compound which is open at all times to inspection, both by officials of the British Phosphate Commissioners and the Administration, opportunities for indulging the habit, even if opium is available, are very limited and attended by constant risk of detection.

The number of cases coming before the courts of offences involving the possession or use of opium shows a reduction each year, indicating that the practice of smoking opium on Nauru is diminishing rapidly. Any persons who are discovered to be opium addicts are subject to deportation from the island, and so this type of individual is gradually being combed out of the island population.

It may be said that, to the extent that is humanly possible to suppress opium-smoking in any community, it is suppressed on Nauru.

2 to 4. See under V above.