Geneva, March 17th, 1933.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

REPORT BY THE GOVERNMENT OF THE UNITED STATES OF AMERICA FOR THE YEAR 1931 ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

(Received by the Secretariat January 5th, 1933).

Communicated by the Government of the United States of America through the Netherlands Government.

NOTE BY THE SECRETARY-GENERAL.

The Secretary-General has the honour to circulate the attached annual report of the Government of the United States of America for the year 1931 on the traffic in opium and other dangerous drugs.
A. GENERAL

1. New Legislation.

On February 18, 1931, there was approved a new Federal law directing the deportation of any alien (except an addict who is not a dealer in, or peddler of, opium, coca leaves, heroin, or any salt, derivative, or preparation of opium or coca leaves) who, after the date of approval of the act, shall be convicted and sentenced for violation of or conspiracy to violate any Federal narcotic law. Prior to the enactment of this law, alien illicit traffickers in narcotics who had been convicted could be deported by reason of their offenses only if one or more of such offenses were connected with an unlawful importation of narcotic drugs in violation of the narcotic drugs import and export act. It will be seen that under the new legislation, with the exception noted, all alien illicit traffickers in narcotic drugs are deportable, upon conviction, regardless of the particular narcotic law, or particular provision thereof, which has been violated.

Another Federal law, approved March 2, 1931, provided that where a Federal prisoner is an alien and subject to deportation the Board of Parole may authorize the release of such prisoner after he shall have become eligible for parole on condition that he be deported and remain outside of the United States and all places subject to its jurisdiction; and upon such parole becoming effective, said prisoner shall be delivered to the duly authorized immigration official for deportation.

As stated in the report for the previous year, a Federal law approved March 4, 1931, appropriated a further sum of $1,500,000 for preparation of plans and employment of technical services, construction of buildings, and other purposes in connection with the institution for the confinement and treatment of persons addicted to the use of habit-forming narcotic drugs, to be located near Lexington, Ky. This law provides that the total cost of the particular institution, excluding cost of site, shall not exceed $3,500,000, but the Secretary of the Treasury is authorized to enter into a contract or contracts for the project within the total thus fixed. It is appropriate to state,
while not pertinent to the period covered by this report, that on February 2, 1932, an act of Congress was approved appropriating the sum of $164,780 for the acquisition of a site, previously selected, near Fort Worth, Tex., for the second institution for the care and treatment of narcotic-drug addicts.

NEW REGULATIONS AND ORDERS

In the performance of the duty imposed upon the Secretary of the Treasury, as described in the previous report under the heading "New Legislation," to cooperate with the several States in the suppression of the abuse of narcotic drugs in their respective jurisdictions, a new regulation, identified as Treasury Decision No. 5, was issued May 1, 1931. By this regulation the Commissioner of Narcotics was authorized to furnish to prosecuting officers of the several States of the United States a report or statement of such information, obtained from time to time by the Bureau of Narcotics concerning a violation or suspected violation of narcotic laws, as the commissioner might deem cognizable by said prosecuting officers for further investigation or prosecution in their respective jurisdictions. The Commissioner was also authorized to direct the attendance of any officer, agent, or employee of the Bureau of Narcotics who might be in possession of pertinent information to testify as a witness in any inquiry or proceeding instituted by authority of law by or before a grand jury, magistrate, or court of any State, where the direct object of such inquiry or proceeding was to determine whether there had been, in a particular case, a violation of State law or municipal ordinance relating to narcotic drugs. Authority was granted to the commissioner to direct any such officer, agent, or employee to produce for examination at said inquiry or proceeding such record of the Bureau of Narcotics or copy of any part thereof as the commissioner might deem pertinent to the particular case. Under this regulation the commissioner is also authorized to furnish, to licensing boards or other State agencies authorized by law to revoke or suspend licenses to practice a profession or engage in a trade in the course of which narcotic drugs are possessed, controlled, or dispensed, such information in the possession of the Bureau of Narcotics as the commissioner may deem appropriate to the enforcement of any State law or regulation or municipal ordinance relating to the granting, withholding, suspension, or revocation of such licenses. The attendance as witnesses before such boards or agencies of any officer, agent, or employee of the Bureau of Narcotics, and the production of bureau records or copies thereof for use as evidence in proceedings before said boards or agencies, are authorized in the same manner as has been described above with reference to State criminal prosecutions.
A new regulation, identified as Treasury Decision No. 6, was issued August 8, 1931, providing for the rendition to the Bureau of Narcotics of monthly returns or reports accounting for all transactions involving special coca leaves; that is to say, coca leaves imported exclusively for the manufacture of nonnarcotic flavoring extract of which the narcotic content must be destroyed under the supervision of representatives of the Commissioner of Narcotics.

Under date of September 10, 1931, directions were issued to United States consular officers that no consular invoice should include opium or coca leaves covered by more than one import permit. This direction resulted in discontinuance of the practice of covering by one consular invoice a number of shipments to the United States made simultaneously under authority of two or more formal import permits. United States consular officers were also instructed at the same time that the quantity of opium or coca leaves shipped must not exceed by any amount the quantity set forth in the import permit under which the shipment was made and that any excess, however small, would be subject to forfeiture on arrival in the United States. The instructions also required that invoices must state the number and date of the import permit under authority of which the shipment was made, and that the invoices, whenever possible, state the country in which the opium or coca leaves were produced.

2. Control of International Trade.

The definition of the term “narcotic drug” as used in the law relating to imports, exports, and in-transit shipments remains the same as previously reported; that is to say, the term includes opium, coca leaves, and all their salts, derivatives, and preparations—thus covering morphine, heroin, codeine, cocaine, ecgonine, the so-called esters and ethers, and all preparations containing such substances.

Importations during the period continued to be restricted by law to crude opium and coca leaves and were limited to such quantities thereof as were considered necessary to provide for medical and scientific uses only, plus additional quantities of coca leaves permitted to be imported under the act of June 14, 1930, as described in the previous report solely for the manufacture of a non-narcotic flavoring extract. All cocaine, ecgonine, and all salts, derivatives, and preparations from which cocaine or ecgonine might be synthesized or made, contained in such additional amounts of coca leaves, were destroyed under the supervision of Government officers acting as authorized representatives of the Commissioner of Narcotics. Thus the importation of quantities of coca leaves in addition to those required for medical purposes did not have the effect of increasing the supply in the country of habit-forming or potentially habit-forming derivatives of coca leaves, since all such derivatives con-
tained in these additional importations of coca leaves were destroyed and the non-narcotic flavoring extract obtained from such leaves was tested and found free from all habit-forming or potentially habit-forming derivatives.

Attention is again invited to the fact that the determination of the quantities of crude drugs to be imported for medical purposes was made by the Commissioner of Narcotics, with the assistance afforded by a report of the result of studies and investigations, made by the United States Public Health Service, of the quantities of crude opium, coca leaves, and their salts, derivatives, and preparations considered necessary to supply the medicinal and scientific requirements of the United States. Individual importations of the crude drugs within the limits of the total quantities thus determined by the Commissioner of Narcotics to be necessary were authorized to be made only pursuant to a formal permit issued by the said commissioner in accordance with the system of import permits inaugurated in 1928, which has continued, without substantial change, to operate satisfactorily.

No exportation of narcotic drugs by post is permitted. The exportation of crude opium or coca leaves, as such, is not permitted. The exportation of smoking opium or of opium prepared for smoking is absolutely prohibited. Exportations of other narcotic drugs during the period were by law restricted to shipments to countries which had ratified and become party to the International Opium Convention of 1912 and the final protocol thereto, and then only if (1) such countries had instituted and maintained, in conformity with that convention, systems which the Commissioner of Narcotics deemed adequate, of permits or licenses for the control of imports of such narcotic drugs; (2) the narcotic drug was consigned to an authorized permittee; and (3) there was furnished to the Commissioner of Narcotics proof deemed adequate that the narcotic drug was to be applied exclusively to medical and legitimate uses within the country to which exported, that it would not be reexported from such country, and that there was an actual shortage of and a demand for the narcotic drug for medical and legitimate uses within such country. Therefore no exportation was authorized to any country which had not ratified the aforesaid convention and which had not adopted a system of licenses for the control of imports of narcotic drugs.

The greater number of the individual exportations involved narcotic drugs which were combined in comparatively small proportions in medicinal preparations with other active medicinal ingredients and in forms such that they were not readily adaptable to abuse. However, during the period, a few exportations of appreciable quantities of narcotic drugs as such were made pursuant, of course, to
formal permits issued after compliance with the prerequisites above described. It has been necessary to withhold approval of a number of applications for permission to export narcotic drugs and preparations until more complete information was furnished to the permit-issuing authority showing compliance with conditions specified by law as prerequisite to the issuance of an export permit, but, in general, authorities of the importing counties have cooperated in furnishing such information, usually upon the import certificate.

In-transit shipments of smoking opium or opium prepared for smoking are prohibited by law. Other narcotic drugs may be shipped through the United States, or a port thereof, only pursuant to a formal permit. The general policy with respect to the issuance of permits authorizing in-transit shipments remains the same as that for exports; that is, a permit for an in-transit shipment will generally be issued only if a permit for exportation could properly have been issued. There were two in-transit shipments between foreign countries, through the United States, during the period covered by this report, and in each case it was necessary to delay the shipment at the in-transit port until information was obtained establishing the legal regularity of the shipment. One of these shipments involved the transit of 30.2 kilos of Huanuco cocaine from Peru to Germany via New York. The shipment arrived in New York unaccompanied by an import permit from the German authorities and was necessarily delayed at that port until the Commissioner of Narcotics ascertained that the appropriate permit had actually been issued to cover the importation of the cocaine into Germany. In the other case a shipment of 28 pounds of chlorodyne had arrived from London at New York for in-transit movement to British Honduras, unaccompanied by an import permit from the authorities of the country of destination. Upon the receipt of official assurance that this narcotic preparation was of such nature that it would not have required an import permit from the authorities of British Honduras had the shipment been made direct, the in-transit permit was issued and the shipment was allowed to go forward. It will be noted that all the countries concerned in these in-transit movements are parties to the convention and final protocol known as the International Opium Convention of 1912.

No in-transit shipment of narcotic drugs through the United States destined to a country that has not adopted the import-certificate system has been permitted.

There are no free ports or free zones in the United States. Crude opium and coca leaves are imported only by the manufacturers, who remove them as promptly as possible from customs custody and, with the possible exception of an occasional importation of coca leaves, do not have occasion to store them in bonded warehouses.
3. Internal Regulation of the Manufacture, Sale, Distribution, Use, Etc., of the Drugs.

INVESTIGATIONS OF MANUFACTURERS AND WHOLESALE DEALERS

The Federal Bureau of Narcotics has continued to improve its system of auditing monthly returns, showing transactions in narcotic drugs and preparations, submitted by the manufacturers (including importers of raw material) and wholesale dealers in these substances. As one result of this audit there were initiated during the year 7 investigations of manufacturers and 82 investigations of wholesale dealers. Most of these investigations disclosed a failure to keep proper records and developed no evidence of willful violation of law. In each case steps were taken to correct the defects in record keeping, after which the case was closed without further proceedings.

An important degree of control to prevent the possible diversion of quantities of narcotic drugs continued to be afforded by a system of abstracting from these monthly returns the total purchases of narcotic drugs and preparations by individual medical practitioners, retail druggists, and manufacturers of the so-called exempt narcotic preparations. In any case where the total purchases made by one of these individuals appeared excessive, investigation was instituted to determine whether the apparent excess supply was attributable to improper practices, in which case prosecution might be recommended. During the year, on the basis of this abstract of information 74 investigations of retail druggists and 355 investigations of medical practitioners were instituted. An appreciable number of these investigations disclosed evidence of improper sale or dispensing of narcotics, due either to willful disregard of the law, carelessness, or misunderstanding of the application of the law. Where the evidence of improper sale or dispensing was of such nature as indicated willful disregard of the law, the offending party was prosecuted; but where the offense was of a minor character and attributable to carelessness or misunderstanding of the application of the law, the case was closed by the payment by the accused party of a commensurate sum of money to the United States in compromise of the liability incurred, or by a formal admonition to the accused without such payment, depending, of course, upon the estimated degree of his culpability. The aforementioned investigations were in addition to those initiated by field enforcement officers based on information collected from sources other than the monthly returns.

During the year the Bureau of Narcotics assigned a special representative to visit the various manufacturers and wholesale dealers for the purpose of examining methods of accounting in respect of all transactions in narcotic drugs and preparations, with a view to
insuring more accurate records and the consequent submission of more accurate and detailed monthly returns on the part of such manufacturers and dealers. This representative's duties included instruction of the dealers' representatives in the requirements of the Bureau of Narcotics with respect to narcotic records and returns, and the correction of any existing misunderstanding of such requirements. This work produced very useful results, supplemented as it was by an encouraging degree of cooperation on the part of the manufacturers and wholesale dealers visited. The assignment of the special representative to this particular duty is therefore being continued.

SPECIAL COCA LEAVES

In the previous report attention was invited to a regulation identified as T. D. 3 (Treasury Decision No. 3), which was issued to give effect to that portion of the Federal law approved June 14, 1930, authorizing the importation of certain supplies of coca leaves in addition to those found necessary to be imported for medical needs, to be used for manufacturing a nonnarcotic flavoring extract, with the proviso, however, that all cocaine, ecgonine, and all salts, derivatives or preparations from which cocaine or ecgonine might be made, contained in said additional supplies of coca leaves, should be destroyed. Explanation was made in that report of the plan adopted to insure destruction of the cocaine and ecgonine content of the coca leaves imported for this purpose (designated "Special Coca Leaves") and to insure that the flavoring extract produced from the leaves was actually free from cocaine, ecgonine, or other habit-forming or potentially habit-forming derivatives of coca leaves. Reference has already been made in this report to a new regulation, identified as T. D. 6, providing for complete accounting for all such special coca leaves and products thereof. There was no manufacture of nonnarcotic coca flavoring extract under authority of the act of June 14, 1930, prior to January 8, 1931.

During the year 1931 there were imported 217,126 pounds of special coca leaves, from which there were manufactured during the year 10,100 gallons of nonnarcotic flavoring extract.

APPEALS

No appeal pursuant to the regulation issued under that section of the Federal law approved June 14, 1930, allowing such appeals to be made to the Secretary of the Treasury, was taken from any order, rule, or decision of, or omission to act on any matter by, the Commissioner of Narcotics during this period. There were no new applicants for permission to import crude narcotic drugs.
It is regarded as impossible to ascertain the exact number of narcotic-drug addicts in the United States. In the past a number of estimates have been made. By Federal governmental agencies two such estimates have been made, one by the narcotic law enforcement officers under the direction of a former head of the narcotic law enforcement unit and one by the United States Public Health Service.

Officers in charge of Federal narcotic-law enforcement, it will be understood, either personally or through their subordinates, come in almost daily contact with narcotic-drug addicts in the performance of their official duties. In 1926, therefore, the 15 field supervisory officers, in charge of the 15 districts into which the United States, including Hawaii, was then divided for narcotic law enforcement purposes, were directed to make surveys and furnish estimates of the number of drug addicts within their respective districts. A compilation of the reports received showed that there were not more than 100,000 narcotic-drug addicts in the United States. No attempt was made to subdivide this total figure into groups according to the type of narcotic drug used. It is believed that no satisfactory estimate of the number of persons addicted to the use of each particular type of narcotic drug could be obtained, for the reason that a number of addicts use more than one type of narcotic. In some cases, in the opinion of the Bureau of Narcotics, a morphine addict may also use cocaine at least intermittently, and morphine addicts may also resort to heroin or even to paregoric if morphine as such is not obtainable. The estimate as made by narcotic field officers did not take into account any person who might have been addicted to the use of Cannabis indica, peyote, or other drugs not derived from opium or coca leaves.

The United States Public Health Service reported an estimate of narcotic-drug addicts in 1924. This estimate was arrived at by a method of computation which was predicated upon the assumption that, prior to the vigorous enforcement of the Harrison Narcotic Law and to the passage of the narcotic drugs import and export act in 1922, the importations of narcotic drugs both crude and manufactured supplied not only medical needs but what may be termed nonmedical needs as well. In other words, during the period when efforts to restrict importations to medical needs were nonexistent or ineffectual, there must have been little or no smuggling due to lack of incentive and the narcotic-drug addict could obtain nonmedical supplies from the same source as could the bona fide patient. On this basis the Public Health Service assumed that for the decade 1910 to 1919 there were annually imported into the
United States 366,054 pounds of opium and 27,143 ounces of opium
alkaloids, which should represent the approximate total available
for both medical and nonmedical uses in the United States. For
the 4-year period 1920-1923, during which it is considered fair to
assume that, on account of more definite limitation of lawfully im-
ported narcotics to medical needs, subsequent to authoritative ju-
dicial interpretation of the Harrison Narcotic Law, as amended,
the annual importation of 144,805 pounds of opium and 5,282 ounces
of opium alkaloids represented approximately bona fide medical
needs. There was subtracted from these annual figures, however, a
quantity representing 15 per cent of the whole as an estimated factor
of the percentage of lawfully imported opium which was probably
diverted in one form or another from legitimate channels. Hence
it was assumed that 123,084 pounds of opium and 4,490 ounces of
opium alkaloids were required annually at that time to supply the
legitimate medical needs of the country, including the requirements
of old and incurable addicts whose needs were considered medical.
By subtracting the last-mentioned figures from the average annual
importations for the decade 1910 to 1919, a result was obtained of
242,970 pounds of opium and 22,653 ounces of opium alkaloids,
which quantities were considered sufficient to supply approximately
100,000 addicts possibly for one year. Similar computations for
coca leaves and coca leaf alkaloids resulted in an estimate of ap-
proximately 9,000 addicts to cocaine or coca-leaf alkaloids. Assum-
ing, without admitting, that no cocaine addict was also included
among the number of morphine addicts, this would make a total
of 109,000 addicts who, prior to 1915, could have obtained their sup-
ply of narcotics from the quantities imported legally. In view of
the limited supplies of medicinal opium available in the world and
the rigid control of narcotics exercised in the United States, the
Public Health Service considered it highly improbable that the
combined quantities available to addicts in 1919 and 1920 from
smuggled sources and from leakage through legitimate channels
were more than sufficient to supply 109,000 addicts. In fact it was
considered that this number was probably too high; but if there
were added to the figure the number of aged and incurable addicts
who received their supplies from legitimate channels, the Public
Health Service considered the total number of addicts for the
period stated was probably somewhere between 120,000 and 140,000.

In comparing estimates made by the two Federal governmental
agencies above described, it is apparent that there is not an unusually
large variance in the results obtained by methods which were entirely
different. The estimate made by the narcotic law enforcement
officers was based upon observation of narcotic-drug addicts who
may be considered almost entirely as nonmedical cases in the sense
that most of them were not obtaining, and probably could not obtain, their narcotic drugs directly or indirectly from a physician. In other words, the estimate of the law-enforcement officers is believed to be based primarily upon those addicts who were obtaining the drug of their addiction from other than a prima facie legitimate source, and therefore the estimate represents few, if any, addicts who, by reason of age or incurable infirmity might be termed medical cases and who, therefore, were permitted to obtain limited dosage of narcotics from physicians. The Public Health Service has also expressed the opinion that the cocaine addict is usually a mixed type who uses both opium and cocaine and is therefore unimportant from the standpoint of numerical estimate. Considering these facts in connection with the two basic estimates, it is considered appropriate to assume that they are in substantial accord, and that for the period 1924–1926 a fair estimate of narcotic-drug addicts of the nonmedical type would be 100,000, while, if it be desired to include all addicts, medical as well as nonmedical, the figure would be somewhere between 120,000 and 140,000. As to the present number of narcotic-drug addicts in the United States the Government can only advance the opinion that there has been no increase in the number, at least in so far as the nonmedical type of addict is concerned. This opinion is based upon assurances from the narcotic law enforcement officers in the field who, as previously stated, come in direct contact with these persons almost daily and who should be in a position to know of any appreciable increases in the number of these unfortunates in their respective districts.

In discussing the estimated number of narcotic-drug addicts in the United States it is interesting to refer to a document of the League of Nations identified as Conf. L. F. S. 61, dated June 11, 1931, being a statement by the secretariat summarizing the results of its analysis of the international trade in morphine, diacetylmorphine and cocaine for the years 1925–1930, inclusive. In this document the estimated minimum amounts of morphine, diacetylmorphine, and cocaine passing into the illicit traffic during the years 1925–1930, inclusive, are listed as not less than 100 metric tons of morphine from all known sources and in all forms, including ethers and esters of morphine, and not less than 6 metric tons of cocaine. This does not include 2,374 kilograms of morphine and 2,210 kilograms of heroin (a total of 4,584 metric tons) discovered to have passed into illicit traffic in France in 1930, according to document O. C. 1428, dated April 18, 1932. The grand total of 110.584 metric tons (2204.6 pounds each) represents an average yearly total for each of the six years of 18.43 tons of opium and coca-leaf derivatives. The United States Public Health Service considers the average daily dosage of such derivatives as 6 grains per day per addict, or 2,190 grains per year per addict.
If it be assumed for purpose of argument that this entire quantity of 110.584 tons representing diversion from the world’s legitimate traffic were consumed only in the United States, and if it be further assumed that the average yearly use per addict equals 2,190 grains, then there could not have been in the United States more than 129,875 addicts. It goes without saying, however, that the United States is not the only victim nation and does not receive the entire supply of narcotics diverted from legitimate channels. It will also be remembered that, in the opinion of the Public Health Service, cocaine addicts may be considered as a mixed type, using both cocaine and morphine, and to the extent that this is true, it would be inaccurate to treat the quantity of cocaine diverted as representative of a number of drug addicts in addition to those represented by the amount of morphine diverted.

Studies conducted by the Public Health Service thus far indicate that the relative geographical distribution of narcotic-drug addicts in the United States is fairly comparable to the geographical distribution of the general population. Studies of the age distribution of the addicts who come within the purview of observation show that the condition occurs at all ages above 15. Thus it will be observed from a graph published herewith that the age distribution of addicts occurs in about the same proportion as the age distribution of the general population. These data may be significant as indicating that addiction to habit-forming narcotic drugs is, as it were, ingrafted upon the people in the same general manner as an endemic disease. It is obvious that the total number of drug addicts in the country, even if known, is not an important criterion of its seriousness. The more important consideration is the fact that it constitutes a medico-social problem of some scope, as evidenced by the geographical distribution and the age incidence already mentioned.

**COMPARISON OF AGES OF POPULATION OF UNITED STATES WITH AGES OF DRUG ADDICTS OBSERVED DURING PERIOD JULY 1, 1929 TO JUNE 30, 1930**

<table>
<thead>
<tr>
<th>POPULATION</th>
<th>ADDICTS</th>
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<tr>
<td>TOTAL MALES</td>
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<td>TOTAL FEMALES</td>
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AGE GROUPS

[Graph showing comparison of ages of population of United States with ages of drug addicts observed during period July 1, 1929 to June 30, 1930]
RESULTS OF STUDIES AND INVESTIGATIONS CONCERNING THE USE AND
ABUSE OF NARCOTIC DRUGS

It will be recalled that, pursuant to a Federal law approved June
14, 1930, the name of the Narcotics Division in the office of the
Surgeon General of the United States Public Health Service in the
Treasury Department was changed to the Division of Mental
Hygiene, and the scope of its duties was considerably enlarged. The
functions of the division, as now defined by law, are both administra­
tive and investigative in character. They include studies and investiga­tions of the nature of drug addiction and the best methods of
treatment and rehabilitation of persons addicted to the use of habit­
forming drugs; the dissemination of information on methods of
treatment and research in this particular field; cooperation with
State and local jurisdictions with a view to their providing facilities
for the care and treatment of narcotic-drug addicts; studies and
investigations of the abusive use of narcotic drugs and the quantities
of such drugs necessary to supply the normal and emergency
medicinal and scientific requirements of the United States; the
administration of the two Federal institutions, authorized by the
Federal law approved January 19, 1929, for the confinement and
treatment of persons addicted to the use of habit-forming narcotic
drugs, these institutions to be known as “narcotic farms”; the super­
vising and furnishing of medical and psychiatric services in Federal
penal and correctional institutions; and studies and investigations of
the causes, prevalence, and means for the prevention and treatment of
mental and nervous diseases.

This division has continued to receive from the Bureau of Nar­
cotics individual reports concerning the personal and social charac­
teristics of persons apprehended for violation of the narcotic laws.
Such information is of value in determining the potential needs re­
specting facilities for the treatment of those persons addicted to
the use of habit-forming narcotic drugs who have committed offenses
against the United States and in furnishing important epidemi­
ological data upon the subject.

Studies of the nature of drug addiction, with special reference to
the mental and physical status of those habituated to the use of drugs,
have been continued among drug-addict Federal prisoners at the
United States Penitentiary Annex (United States Disciplinary Bar­
racks), Fort Leavenworth, Kans. Studies of the physical character­
istics of these persons have revealed a high incidence of focal infec­tion,
including oral sepsis, a relatively high incidence of pulmonary
tuberculosis, and of venereal diseases. They are also subject to other
intercurrent diseases affecting a general population.
During the year a biochemical laboratory was established in connection with the Public Health Service unit at the United States Penitentiary Annex, Fort Leavenworth, Kans., for the purpose of making studies to determine more exactly the nature of the chemico-physiological changes occurring in connection with drug tolerance and addiction. In this connection special studies are being carried on in the treatment of addiction with special reference to the value of protein shock and the value of various forms of anesthetic drugs. A detailed study was also made of the chemistry of the opium alkaloids by Dr. Lyndon F. Small, consultant in alkaloid chemistry, and plans are being made to publish the results of this work in the near future.

Studies of the abusive use of narcotic drugs, the nature of drug addiction, and the best methods of treatment and rehabilitation of persons addicted to the use of habit-forming drugs, however, involve a variety of factors, not the least of which is a better understanding of the chemico-pharmaco-biological action of these substances.

Information thus far obtained concerning the action of narcotic drugs on the central nervous system, with special reference to habituation, tolerance, addiction, cross-tolerance, metabolism, absorption, secretion, elimination, toxicity, and their effects upon the mind, leaves much to be desired. Further knowledge along these lines is essential for a logical approach to the subject of the scientific treatment of drug addiction. Not only is it essential to know more about the nature of substances giving rise to addiction, but it is necessary to know something of the precipitating and predisposing causative factors of addiction as a guide to treatment, rehabilitation, and prevention.

One of the most potent predisposing factors in the production of addiction is ease of access to addiction drugs. It is obvious, therefore, that the limitation of the manufacture of narcotic drugs to medicinal and scientific needs, adequate measures for their control and distribution, and limitation of their use solely to medicinal and scientific purposes is of paramount importance.

Other predisposing factors appear to lie with the inherent constitutional makeup of the individual. The nervous unstable person is more prone to embrace the habitual use of narcotic drugs than one with a more stable constitution. This is one way of saying that those with mild mental disorders of a benign type constitute a variable proportion of addicts. Some addicts, however, are more frankly of a psychopathic character. Some are mentally defective and psychotic. Few narcotic-drug addicts have those qualities necessary for sublimating the tedium of life's routine, like those possessed of good mental health. An approach toward the treatment and rehabilitation
of drug addicts must, therefore, take into account the mental-hygiene factor.

The precipitating factors of drug addiction must not be disregarded, since they may have an important bearing upon public policies and administrative procedures to be adopted in the treatment of narcotic drug addiction. Among the precipitating causes of drug addiction, the influence of other addicts has been alleged as the most potent one. Almost half regard this as the causative factor. The next most important causes to which those habituated to the use of narcotic drugs attribute their addition are previous use in medical treatment, and use in self-treatment for the relief of pain. Recourse to drugs during emotional distress, to overcome drunkenness, and a desire for thrill and bravado, or to satisfy curiosity are also precipitating causes. If these precipitating causes are to be considered as guides in the matter of prevention and treatment, then the segregation of these people from the communities is fundamental and necessary, for a part of them at least. Moreover, care must be exercised and the dangers appreciated in using these drugs in the treatment of disease. This is particularly essential where a nervous unstable individual is involved. From this brief review it is obvious that the prevention and treatment of drug addicts is a problem much broader in scope than is ordinarily supposed.

The treatment of drug addiction may be divided, for purposes of convenience, into three phases. The first involves the so-called detoxication and physical-rehabilitation phase, the second concerns itself with the mental-stabilization phase, whereas the third embraces the so-called sociological-placement phase. These three phases of treatment are intimately bound up and interwoven with the question of public and administrative policies, research and investigative activities, and their routine application.

In the United States the trend of public opinion heretofore appears to have been that the drug-addict problem should be considered a Federal one, but there is no reasonable basis for the holding of such an opinion. On the contrary, in so far as the great majority of narcotic-drug addicts are concerned, there is far more reasonable basis for an opinion that the problem of the care and treatment of these persons should be assumed and its solution attempted by State and municipal governments, with the cooperation, of course, of the Federal agencies whose functions relate to the suppression of the illicit narcotic-drug traffic and to the public health. Under the policy adopted by the Narcotic Bureau, pursued in cooperation with the United States Public Health Service, a start has already been made toward bringing about an appreciation on the part of the States and municipalities of a responsibility on their part in connection with the problem, and in a small number of States there
THE FIRST
UNITED STATES NARCOTIC FARM
AT
LEXINGTON, KENTUCKY.
is some provision for the care and treatment of narcotic addicts under State control and at State expense. Perhaps it is not too optimistic to hope that eventually all of the States will have accepted this responsibility by providing legislation requiring compulsory commitment and treatment of these unfortunate addicts, including, of course, the establishment of the necessary facilities to give effect to such legislative policy.

SPECIAL FEDERAL INSTITUTIONS FOR THE CARE AND TREATMENT OF DRUG ADDICTS

Title to the site for the first Federal institution authorized for the care and treatment of narcotic-drug addicts, briefly denominated “narcotic farm,” was acquired during 1931, and construction of the institution was begun. An architect’s drawing of this institution is published herein. A site for the second such institution was selected near Fort Worth, Tex., but construction work thereon has not yet been commenced. The objects of these institutions, it will be remembered, are the safe-keeping, care, protection, treatment, and discipline of inmates addicted to the use of narcotic drugs who have committed offenses against the United States, and those addicts who may voluntarily seek treatment. The law specifically provides that the care, discipline, and treatment of inmates is to be designed to rehabilitate, restore to health, and, when necessary, to train such inmates to be self-supporting and self-reliant.

COOPERATION WITH THE SEVERAL STATES

One of the ways in which the Bureau of Narcotics observes the statutory direction that the Secretary of the Treasury cooperate with the several States in the suppression of the abuse of narcotic drugs in their respective jurisdictions is that of cooperating in the drafting of such State legislation as may be needed to effect the purpose named.

As previously stated, the general attitude in the individual States had been that the problem of preventing the abuse of narcotic drugs was one exclusively cognizable by the Federal Government and that the Federal narcotic laws, as enforced by Federal agencies, should represent all the control necessary over the illicit narcotic traffic. In very few States was any attempt made to accept a part of the burden of enforcement independently of Federal participation. While the tacit acceptance of practically entire responsibility for control of the illicit traffic by the Federal agencies concerned had results which were quite gratifying as measured by enforcement statistics, it nevertheless became apparent that maximum efficiency of the Federal force could not be realized by permitting it to con-

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continue what may be termed the ordinary localized police work of enforcement. Accordingly, shortly prior to and soon after the establishment of the Bureau of Narcotics, as stated in the previous report, orders were issued to Federal narcotic officers to concentrate their enforcement efforts largely against the sources of supply of the illicit traffic with a view to the attempted elimination of the more important dealers and their operating facilities. The new plan contemplated major Federal activity against (a) the unlawful introduction of narcotic drugs into the United States, (b) unlawful interstate traffic therein, and (c) unlawful intrastate traffic and distribution by the peddlers who dealt in what may be termed wholesale quantities. Supplementing this activity, it was contemplated that the authorities of the States and political subdivisions thereof would accept and discharge the responsibility of investigating, detecting, and preventing or punishing the local retail illicit traffic conducted by the ordinary street peddler, and of the institutional treatment of narcotic-drug addicts within their respective jurisdictions.

As a result of a preliminary survey which the Commissioner of Narcotics caused to be made of existing State narcotic laws for the purpose of determining to what extent additional or amendatory legislation might probably be necessary, not only to afford a complete degree of intrastate control of the traffic but also to afford that basis for State cooperation which was solicited in carrying out the policy above outlined, it was found that in many if not all of the States the need was indicated for amendatory legislation in greater or less degree. It was considered that the initial step toward evolving a suitable draft of an efficient State law, for recommendation to the several States as a guide for correcting existing legislative deficiencies, should be a movement to cooperate with a certain subcommittee of an organization known as the National Conference of Commissioners on Uniform State Laws, which for several years had been engaged in drafting a model uniform State narcotic law.

The National Conference of Commissioners on Uniform State Laws is an organization composed of commissioners from each of the several States, Territories, and the District of Columbia, said commissioners being appointed by the chief executive authority of the respective States and Territories represented. The commissioners are chosen from the legal profession, meet in annual conference at the same place as the American Bar Association, and consider in detail tentative drafts of acts which have been submitted from year to year by subcommittees appointed from their membership. When a uniform law is finally approved by the national conference, it is recommended for general adoption throughout the jurisdiction of the United States and is submitted to the American Bar Association for its approval.
As early as 1928, the Federal narcotic law enforcement unit had been given an opportunity to make suggestions and criticisms of the second tentative draft of the uniform State narcotic law then under consideration by the conference and had made a number of suggestions for what it considered improvement of the text of that draft. Many of these suggestions were accepted and observed in the preparation of the fourth tentative draft, which was likewise submitted to the Commissioner of Narcotics for suggestions and criticism. At the annual meeting of the conference in September, 1931, the Commissioner of Narcotics conferred with the chairman of the conference subcommittee considering this fourth draft and explained in detail the suggestions and criticism of the fourth draft which he had theretofore communicated to the conference in writing. The commissioner also addressed the full conference on the subject and outlined the Federal enforcement policy and the part it was hoped the States would accept in this scheme of enforcement. He stressed certain important phases of the problem which he considered should be covered by State legislation, such as the local care and treatment of narcotic-drug addicts, provision for a central State agency to direct the intrastate enforcement and cooperate with the Federal agency, the control of Cannabis indica, and the prohibition of and punishment for the false and fraudulent execution of prescriptions for narcotic drugs. Later the conference tentatively approved the fourth draft, but referred it back to the subcommittee for further amendment with instructions to submit the fifth draft at the next annual meeting of the conference. It is hoped that the fifth draft, when submitted, will prove to be the final and approved draft for submission to the authorities of the several States with recommendation for enactment, and the Commissioner of Narcotics is cooperating, within the limits of his official resources, to bring about this end.

In a letter addressed to the governor of each of the several States by the Treasury Department in January, 1931, to obtain statistical information relative to State narcotic law enforcement, opportunity was taken to invite special attention to the Federal law directing Treasury Department cooperation in the drafting of State narcotic legislation and to the fact that the department, in the execution of this duty, had been cooperating with the Conference of Commissioners on Uniform State Laws in the preparation of a suitable draft of a uniform State law on the subject. Inquiries were received from State officials, legislators, and other persons in 18 States for information and suggestions relative to the enactment of new, or the amendment of existing, State narcotic laws in their respective States. A copy of the fourth tentative draft of the conference uniform law and a statement of suggestions thereupon were transmitted to the inquirers, together with special recommendations in
several instances for improvement in one phase or other of existing State law. Special letters were addressed to the governors of several States whose legislatures were in session calling attention to what were considered weak points in existing legislation and recommending amendatory action during the current legislative session. A special representative of the Commissioner of Narcotics was sent to make personal visits to a number of governors. This representative discussed the desirability and the possibility of enacting new State legislation on the subject of narcotic drug control, and reported generally an attitude on the part of the State officials of interest in the subject of discussion and a desire to be of assistance.

There was some action during the year to modernize old State narcotic laws and even to enact an entire new system of narcotic-control legislation. Thus the State of Michigan enacted an entire new narcotic law based upon the fourth tentative draft of the conference, amended somewhat in accordance with the suggestions of the Federal Narcotic Bureau. The State of Illinois enacted a new narcotic law, which appears to be based on the second tentative draft prepared by the conference, with certain modifications. The States of Texas and Arizona have enacted new narcotic laws framed apparently independently of the conference drafts, while the States of California, Rhode Island, New York, Oregon, and Pennsylvania have enacted amendments to preexisting State laws designed to strengthen the fundamental legislative basis for enforcement.

The United States Public Health Service of the Treasury Department has continued to perform the duty imposed upon the Treasury Department by the Federal law approved June 14, 1930, to arrange for the exchange of information concerning the use and abuse of narcotic drugs in the several States. The results of studies conducted during the previous year in an effort to evaluate the past experience of State and local jurisdictions pertaining to their attempts at solving the medico-social problem of drug addiction were published as supplements to Public Health reports during the year 1931. Data dealing with the epidemiological factors of drug addiction in the United States have been assembled and published from time to time in issues of the Public Health reports.

Another way in which the Bureau of Narcotics observes the statutory direction that the Secretary of the Treasury cooperate with the several States in suppressing the abuse of narcotic drugs in their respective jurisdictions is that of diverting, wherever possible, to the State and municipal courts for prosecution those narcotic cases which, being of local significance only, are considered properly cognizable by local prosecuting officials. This is in consonance with the major enforcement policy hereinbefore described.
During the latter half of the year 1931 a special representative of
the Commissioner of Narcotics was directed to visit various State
officials whose duties related to the enforcement of State narcotic
laws. This representative visited 115 of these officials in six States,
including State, county, and city prosecuting officers; State and city
chiefs of police; city judges; and a county sheriff, explained the
Federal policy, and solicited their hearty cooperation, assuring them
of all possible Federal assistance. In many States the local enforce­
ment officials have evidenced an earnest desire to cooperate in the
matter of supplementing Federal enforcement activities to the extent
of the facilities afforded such local officers by State legislation.

The Commissioner of Narcotics, on behalf of the Secretary of the
Treasury, has taken steps to assist in the institution and prosecution
of cases before the licensing boards of the several States as enjoined
by the Federal law approved June 14, 1930. It was assumed that
those persons registered under the Harrison narcotic law, as amended,
to sell, prescribe, dispense, or distribute narcotics, who had been con­
victed of a criminal violation of that law or who were addicted
to the nonmedical use of narcotic drugs, were liable to have sus­
pended or revoked the State licenses previously issued to them to
practice their respective professions. Therefore, beginning with
October, 1930, lists of reports of convictions of registered medical,
dental, and veterinary practitioners and pharmacists and of reports
indicating drug addiction on the part of such registrants were fur­
nished to the appropriate licensing boards for consideration, with a
view to the initiation of proceedings to suspend or revoke the licenses
of these registrants in cases in which the existing State law per­
mitted. These lists included registered persons convicted from and
after July 1, 1929, and registered persons reported as drug addicts
from and after January 1, 1928.

During the period from October, 1930, to and including Decem­
ber, 1931, there were reported to State licensing boards the cases of
274 physicians convicted under a Federal narcotic law, 11 physicians
convicted under a State narcotic law, and 263 physicians reported
as drug addicts. Of the total of 285 convicted physicians thus re­
ported, the licenses of 23 were revoked during the period, the licenses
of 3 others were suspended, while 7 were placed on probation by
the State licensing boards and 2 had the privilege of dispensing or
prescribing narcotics revoked. Of 263 physicians reported as addi­
cts, 2 had their licenses revoked, 8 were placed on probation, and 1
had the privilege of dispensing or prescribing narcotics revoked.

During the same period there were reported to State licensing
boards the cases of 81 pharmacists convicted under a Federal nar­
cotic law, 2 pharmacists convicted under a State narcotic law, and 9
pharmacists reported as drug addicts. The licenses of 3 were revoked, 5 were suspended, and 1 pharmacist was placed on probation.

There were reported to State licensing boards the cases of 5 dentists convicted under a Federal narcotic law, 1 dentist convicted under a State narcotic law, and 12 dentists reported as drug addicts. The license of one convicted dentist only was revoked.

Eight veterinarians were reported to the State licensing boards as having been convicted under a Federal narcotic law and three as drug addicts, but no action toward revocation or suspension of the licenses of these practitioners has been reported.

One osteopath was reported to a State licensing board as having been convicted for violation of a Federal narcotic law and the license of this practitioner was revoked. Three osteopaths were also reported as drug addicts, but no action toward suspension or revocation of their licenses has been reported.

In January, 1931, a Federal narcotic inspector representing, and under the direction of the Commissioner of Narcotics, commenced visiting representatives of the several State licensing boards throughout the United States for the purpose of making a personal explanation of the scope and purpose of that provision of the Federal law approved June 14, 1930, directing Treasury Department cooperation in the institution and prosecution of cases before the said licensing boards with a view to the suspension or revocation of State licenses issued to practitioners and pharmacists on account of irregularities in selling, dispensing, or using narcotic drugs. During the period of more than six months he visited 56 representatives of State medical licensing boards, 44 representatives of State boards of pharmacy, 28 representatives of State dental and 8 representatives of State veterinarian boards. He explained the intent of the Federal authorities to cooperate in this matter by furnishing the names of the offending licensees and data concerning their reported irregularities. He also assured these representatives of the availability of Federal narcotic officers as witnesses and Federal records as evidence in any hearing that the board might direct to ascertain whether the alleged offenders should have their respective licenses suspended or revoked.

The results of cases reported to State licensing boards as above outlined is somewhat discouraging; but as this represents the first nation-wide attempt to cause the State authorities to undertake narcotic-drug-traffic-control measures of this character, it may be that better results will be obtained in the future after the necessity for supporting action is better understood by members of the State boards and after better enabling legislation is enacted by the several State legislatures.
DEPORTATION

The administration of the new Federal legislation previously described as giving additional authority for the deportation of aliens who have been convicted of a violation of Federal narcotic law has already resulted in eliminating a number of illicit traffickers in narcotic drugs. During the calendar year 1931 the names of 363 such convicted aliens were reported to the immigration authorities for deportation upon the expiration of the terms of imprisonment to which they had been sentenced or upon their being paroled. Warrants of deportation were issued in 91 of these cases during the period. It is expected that this authority to deport alien traffickers will continue to afford an important aid in reducing illicit traffic.

APPROPRIATION

The sum of $1,708,528 was appropriated for enforcement of the Federal narcotic laws for the fiscal year ending June 30, 1932, this fund being administered by the Federal Bureau of Narcotics. This sum does not include funds expended by other Federal agencies in necessary supplementary activities in enforcing narcotic laws.

SEIZURES

Steady progress has been made in efforts to detect and prevent smuggling and to eliminate the wholesale type of illicit-drug peddler. Although, as previously remarked, State authorities were solicited to assume responsibility for the local police narcotic work, it has been found necessary for the Federal force to continue to perform a large part of this work, at least for the present, pending the establishment of adequate enforcement facilities in most of the States. The particular attention which the Federal officers have devoted to investigations directed against concentrated activity in the markets of illicit distribution has continued to have important results. Thus, although Federal officers were able to seize from illicit channels only 11,387 ounces of morphine in 1931 as compared with 26,492 ounces of morphine in 1930, they seized in 1931, 9,360 ounces of heroin as compared with 2,751 ounces of heroin in 1930. These officers also seized in 1931, 4,257¼ pounds of opium (including 1,190½ pounds of smoking opium), as compared with 1,187 pounds of opium (including 735 pounds of smoking opium) in 1930. There is some evidence of a stringency in the illicit-morphine market, officers reporting on several occasions that peddlers have had none to sell or have been compelled to postpone execution of purchase orders received. An interesting development in connection with
the apparent stringency in the illicit-morphine market is the apparent substitute, in large measure, of heroin for morphine as the report of total seizures indicates. Federal officers report that heroin has been available in the illicit market at a time when morphine was unobtainable. The cases prosecuted were numerically fewer in 1931 than in 1930, but were in general of greater importance as measured by the average sentence imposed, which for 1931 was approximately three and one-sixth years' imprisonment as against two and two-thirds years in 1930. Retail prices of narcotic drugs in the illicit market have remained generally as high as they were during the preceding year and field officers continue to report that a number of addicts, no longer able to obtain their accustomed supply of drugs, have voluntarily applied to the officers for assistance in obtaining treatment for a cure of their addiction.

There was no unusual difficulty in the application of the Federal laws to particular narcotic cases during the calendar year 1931. Mention has already been made of the difficulty of applying State laws to certain narcotic cases, due to inadequacy of many such laws, and steps are being taken, as already explained, to urge amelioration of this condition.

EXAMPLES OF SEIZURES

The primary enforcement problem remains that of preventing unlawful introduction of narcotic drugs into the United States from abroad. The contraband is introduced especially through the port of New York, from which point it is distributed to the interior. Smoking opium, however, is generally introduced into the United States from the Far East through Pacific ports. In the past one of the sources of illicit supply of narcotic drugs appeared to be France, but more recently the principal source of supply of narcotics unlawfully introduced into the United States is Turkey. It is hoped that investigation instituted through the cooperation of the French authorities may result in disclosure of the source of supply within France of those shipments of contraband drugs which came from that country. Brief résumés of the circumstances connected with a few important seizures, as illustrative of the manner in which the illicit traffic is supplied, follow:

IMPORTATION

On January 5, 1931, the steamship Mont Cenis of the Société Générale de Transports Maritimes à Vapeur arrived in New Orleans, La., from Marseilles, France, via Oran, Cayenne, Port of Spain, Fort de France, and Pointe à Pitre. Officers searched the vessel and found concealed under the bottom of the pantry locker next to the officers'
Labels Found on Opium Seized ex S. S. "Raby Castle," January 25, 1931
dining saloon 22 pounds of crude opium in 10 bricks, bearing no marks or labels to denote country of origin. Felix Marcelli, the steward, was arrested and, after remaining in jail awaiting trial as the person suspected of having caused this unlawful importation, was tried and acquitted.

On January 29, 1931, the British steamship *Raby Castle* of the Lancashire Shipping Co. arrived at New York from Manila, via Sourabaya, Pasaroean, Semarang, Batavia, Singapore, Port Swettenham, Belawan Deli, Penang, and Port Said. On January 29, 1931, Federal officers, in searching this vessel, found concealed in a hollow mast stepped on the shelter deck five hundred and twenty-nine 5-tael tins containing a total of approximately 3,306 ounces of smoking opium. These tins bore various colored labels bearing Chinese characters and in English lettering the names of “Yick Kee,” “Yick Kee Macao,” “Yick Lee,” and “Lam Kee Hop, Macao.” This vessel was manned principally by a Chinese crew, but there was no evidence identifying any particular member of the crew as the person responsible for this attempted unlawful importation. The drugs were confiscated to the United States.

On March 6, 1931, one Ishi Fujimura, the quartermaster of the steamship *Paris Maru* of the Nippon Yusen Kaisha Line, was arrested after he had landed from the vessel at the East Waterway Dock at Seattle, Wash., and was found to be wearing a cotton quilted jacket containing 73 ounces of morphine hydrochloride. The vessel had arrived in Seattle on March 4, 1931, from the Far East and had called at the ports of Tsingtao, Dairen, and Yokohama. On April 6, 1931, Fujimura was sentenced to a term of imprisonment of two years and to the payment of a fine of $100. The drugs were confiscated to the United States.

On March 12, 1931, while the steamship *President Grant* of the Dollar Line was at Honolulu, having arrived from Manila, via Hong Kong, Shanghai, Yokohama, and Kobe, the ship’s surgeon surprised one Leong Yuk, a member of the crew, in his room, and one Chong Yuen, another member of the crew, making his escape through the hospital quarters. Upon examination of the room, the doctor discovered a secret compartment in a panel of the wall behind his desk in which were found thirty-two 5-tael tins of smoking opium. Upon searching the hospital quarters one pillow slip was found containing fifty-six 5-tael tins of smoking opium, another pillow slip containing 32 such tins, and a laundry bag containing 16 tins. Leong Yuk admitted ownership of the 32 tins found in the secret compartment but denied knowledge of the additional 104 tins. He stated that Chong Yuen’s part in the affair was that of assisting him in removing the tins from the secret compartment. On each side of each tin appeared the words, in English lettering, “Lam Kee” and “Cheong” and the
Figure of a rooster was stamped into the metal at one end of each tin, while the Chinese term "5 ounces" was stamped into the metal at the other end. In addition each tin bore an inscription in Chinese which, translated, read as follows: "This firm originated the word cheong as a brand, but nowadays there are certain impudent persons who imitate the goods of our company. Consequently, we have changed to an iron seal stamping the words in English to guard against imitation." The two Chinese members of the crew named above were convicted for offenses growing out of their participation in this attempted illicit importation, and each was sentenced to imprisonment for one year and one day and are to be deported to China upon their release from confinement. The drugs were confiscated to the United States.

On April 22, 1931, Federal officers seized three hundred 5-tael tins of smoking opium from a place of concealment under a table in the engineer officers' mess-room aboard the steamship President Jackson of the Dollar Line at San Francisco, Calif. The vessel had arrived at San Francisco on April 21, 1931, from Manila, Hong Kong, Shanghai, Yokohama, and Honolulu. The special search which resulted in this seizure was instituted because guards had noted suspicious movements of two unidentified Chinese members of the crew who were carrying boxes and suitcases up the steps leading to the engineers' quarters. Each 5-tael tin bore the imprint on one end of the figure of an elephant and on the other end of a rooster and on one side Chinese characters were stamped into the metal. The tins also bore red-paper and white-paper labels with Chinese characters thereon. There was in addition a sticker label on one side of each tin bearing the figure of a tiger, and on the other side of each tin a sticker label bearing the words "Lam Kee Hop, Macao." The drugs were confiscated, but it was not possible to ascertain the person or persons criminally responsible.

On April 24, 1931, there were seized at Pier 84, North River, New York City, from the S. S. Milwaukee of the Hamburg-America Line, 17 cases manifested as cottons but in which were found 3,568 cardboard boxes each containing 1 ounce of heroin hydrochloride; 7,050 tin boxes each containing 1 ounce of morphine hydrochloride; and 1,100 packages of gum opium each weighing 14.25 ounces net. The packages of opium were marked with the brand of a lion's head, but the containers of the heroin and morphine bore no marks or labels. The 17 cases were of wood, about 1 inch in thickness, lined with tin, and were marked I. T. Nos. 20/36. Cases Nos. 20/34 contained only narcotics, while cases Nos. 35/36 contained only chair seats about one-fourth inch in thickness. These cases were consigned to order, and the bill of lading read "To Order notify Hudson Forwarding and Shipping Company, 17 State Street, New York City."
ical analysis of samples of the morphine and heroin indicated that these narcotics were practically pure, and the crude opium assayed 10.36 per cent of anhydrous morphine. Investigation developed that the S. S. Volos of the Deutsche-Levant-Linie had taken on board at Istanbul 17 cases of piece goods and that the vessel had left Istanbul on about February 10, 1931. This consignment then bore the marks “K S 42/58” and its gross weight was 2,663 kilograms. It was addressed to Hamburg and was accompanied by a bill of lading to order. Off the Greek coast the vessel sustained damages as a result of which the cargo, including the above-mentioned shipment, was transshipped to the S. S. Milos, of the same line, which arrived in Hamburg on April 5, 1931. The forwarding agents took charge and delivery of the goods was made on April 10, 1931. A firm purporting to be Kandra & Co., of Belgrade (later found to be fictitious), gave orders that the consignment should be sent on the next Hamburg-America Line steamer to New York and that the cases be marked “I. T. 20/36”. This was done and the cases were placed aboard the S. S. Milwaukee on April 11, 1931. The Hamburg police, who previously reported that they had received information of the arrival of these 17 cases of drugs in Hamburg on board the S. S. Milos, notified the New York police of the fact of the shipment having been made to the United States, and the narcotics were accordingly seized at New York, as previously stated, on April 24, 1931. The narcotics were confiscated to the United States, but it has not yet been possible to determine the person or persons criminally responsible for this illicit shipment into the United States.

On June 5, 1931, Federal officers, while searching the steamship Oregon of the States Steamship Co. at San Francisco, found in egg crates in the steward’s ice box of said vessel two hundred and five 5-tael tins of smoking opium. This vessel had arrived from Shanghai, calling at intermediate ports of Tsingtao, Taku Bar, and Weihaiwei. Each tin bore the imprint of a rooster and Chinese characters on one end and Chinese characters on the other end. There were no labels, but into the metal on one side of each tin were stamped Chinese characters, while on the other side there was stamped the word “Cheong.” The narcotic drugs were confiscated, but it was not possible to ascertain the person or persons criminally responsible.

On June 8, 1931, Federal officers seized at Pier 95, North River, New York City, a trunk in the false bottom of which were found 21 paper packages each containing 2 pounds 7 1/2 ounces of heroin hydrochloride, later ascertained to be practically pure. Each package was inclosed in an outer wrapper of blue paper with an inner wrapper of orange paper, but there were no marks or labels. It was ascertained that the trunk was caused to be placed aboard the steamship
Conte Biancamano at Genoa, Italy, by one Albert Schwartz, a passenger on the vessel. Prior to the arrival of this ship at New York it had called at Villefranche, Naples, and Gibraltar. The drugs were confiscated. Schwartz escaped apprehension and is now a fugitive.

On August 11, 1931, while searching baggage of passengers of the steamship President Taft of the Dollar Line, at pier 41–E, Seattle, Wash., Federal officers discovered one hundred 5-tael tins of smoking opium in the false compartment of a trunk owned by one Tom Fook. The vessel had just arrived from Manila, Hong Kong, Shanghai, and Yokohama. Some of the tins had Chinese characters and the words "Lam Kee Hop" printed on one end, some had Chinese labels on the side, some had a picture of the globe stamped on one side, while still others were plain tins without any marks or labels. Tom Fook, who had been recommended for prosecution, was subsequently killed in Chicago, Ill.

On September 5, 1931, Federal officers seized at Pier 3, Army Base, Brooklyn, N. Y., from the steamship Byron of the Greek Steamship Navigation Co., 94 kilograms of heroin hydrochloride, later determined to be practically pure. These drugs were contained in 47 metal containers, each 9½ x 8 x 3¼ inches, which were concealed by being immersed in 12 barrels of olive oil, part of a consignment of 35 barrels. Each of 11 barrels contained 4 tins of narcotics and 1 barrel contained 3 tins, each of the tins in turn containing 2 kilograms of heroin hydrochloride. Each tin was covered with paraffin, and each group of four or three tins was inclosed in rubber sheeting and fastened to the inside of each barrel with tin fasteners. The vessel had left Jaffa on August 9, 1931, and had called at Beirut, Istanbul, Piræus, and Patras on the voyage before arriving in New York on August 31, 1931. The 35 barrels were marked "XV 1/18" and "KJ 19/35" and were shipped to New York to order, the shipping documents showing the forwarding agents to be Mavridis of Istanbul. The narcotics were confiscated. It has not yet been possible to ascertain the person or persons in the United States criminally responsible.

On September 12, 1931, while one E. C. De Guzman, a Filipino, was leaving the U. S. Navy transport Chaumont at San Francisco, a Federal officer seized from his possession a package containing 35 tins of 4 ounces each of smoking opium. The Chaumont had arrived at San Francisco on September 9, 1931, from Hong Kong, via Shanghai, Tsingtao, Chefoo, Chin Wang Tao, Shanghai (second visit), Manila, Guam, and Honolulu. There were no marks or labels reported as being on the tins. De Guzman stated that the package was given to him, for delivery to an unidentified person, by Milton C. McHenry, the cargo boatswain on the vessel. McHenry was tried
by Navy court-martial, convicted, and sentenced to a term of five years' imprisonment. Investigation implicated one Paul S. Crawley in Shanghai, who was tried and convicted in the United States Court for China for his part in the offense and was sentenced to a term of two years' imprisonment.

On September 25, 1931, Federal officers at San Francisco seized from the S. S. President McKinley of the Dollar Line, four hundred and fifty 5-tael tins of smoking opium, which were concealed behind the paneling in a stateroom. The vessel had left Manila on July 18, 1931; and after calling at the ports of Hong Kong, Shanghai, Kobe, Yokohama, and Honolulu, arrived at San Francisco on August 11, 1931. Search of the vessel at that time failed to uncover contraband narcotics, and the vessel proceeded on its voyage to New York via Los Angeles, Balboa, Cristobal, and Habana. It left New York on the return voyage September 3, 1931, arriving in San Francisco September 21, 1931, after which, as stated, a more thorough search resulted in the above-mentioned seizure. The officers discovered concealed correspondence which indicated that the forwarding agents or consignors of this contraband were Wong Suey Chong and Huey Jong, of Hong Kong, and that the intended consignee in San Francisco was Lee Moon (Duck), the custodian of the contraband on the vessel being Lee Sang, who was assisted by Yip Choy. Each tin of smoking opium was stamped on one end with the figure of an elephant and Chinese characters and on the other end with the figure of a rooster and Chinese characters. Each tin also bore a sticker label stamped with the word "Macao" and Chinese characters. Lee Sang and Yip Choy were convicted, and each sentenced to a term of imprisonment of five years.

On September 25, 1931, Federal officers seized from the S. S. President Pierce of the Dollar Line, at San Francisco, one hundred and ninety 5-tael tins of smoking opium which were packed in two old suitcases and concealed under a pile of wooden crates on the extreme after end of the main deck immediately forward of the steam capstan. The vessel had arrived at San Francisco on September 23, 1931, from Manila, via Hong Kong, Shanghai, Kobe, Yokohama, and Honolulu. Each tin had stamped into the metal on one end the figure of an elephant and Chinese characters and on the other end the letter "O," Chinese characters, and the figure of a rooster. In addition each tin had affixed thereto a sticker label stamped with the words "Lam Kee Macao." Three Chinese members of the crew implicated in the offense of unlawful importation of this opium were arrested and held for prosecution.

On August 28, 1931, the steamship Sorvagen of the Aluminum Line (Norwegian) arrived in New Orleans from the West Indies and remained in that port until September 5, 1931. On September
2, 1931, Federal officers received information that the chief steward, Rolf Thorshaug, had 2 ounces of cocaine that he desired to sell for $35 per ounce. A Federal officer succeeded in meeting Thorshaug, who gave him a small sample of morphine but who would not sell him the 2 ounces of cocaine, which he stated was hidden on the vessel in a place from which he was afraid to remove it. The steward stated he would bring in another quantity of drugs when the ship next arrived in port. On September 5, 1931, the ship sailed from New Orleans to Tampa, thence to Pointe a Pitre, Guadaloupe; Fort de France, Martinique; Bridgetown, Barbados; Port of Spain, Trinidad; and Paramaribo, Dutch Guiana, in the order named, returning to New Orleans on October 10, 1931. Realizing the difficulty of finding the drugs upon a general search of the vessel, the Federal officer boarded the ship and purchased from the chief steward a bottle containing 1 ounce of cocaine hydrochloride, seven bottles each containing one hundred 1/2-grain tablets of morphine sulphate, and eight tubes each containing twenty 1/4-grain tablets of morphine sulphate, for the sum of $175. While making this purchase, Olav M. Guneriussen, the first mate of the vessel, came to the chief steward's cabin and delivered to him a quantity of morphine. Both men were thereupon arrested and there were seized from the person of the steward additional quantities of one hundred 1/2-grain tablets of morphine sulphate contained in one bottle and fourteen tubes of twenty 1/4-grain tablets of morphine sulphate each. A redemption ticket for a parcel checked in the city was also found on the person of the chief steward. The parcel was secured and found to contain two bottles of 4 ounces each, and one bottle of 1 ounce, of cocaine hydrochloride and 50 tubes each containing twenty 1/4-grain tablets of morphine sulphate. The two defendants stated they had purchased the narcotics from a shipping clerk known to them as "Chase" who was employed by a ship chandler in Bridgetown, Barbados. They alleged that Chase had informed them that he procured the narcotics from the proprietors of drug houses in Bridgetown. The cocaine bore labels purporting to be those of Gale & Co. (Ltd.), of Bouverie Street, London, and of the British Drug Houses (Ltd.), of London. Some of the packages of 1/4-grain tablets of morphine bore labels purporting to be those of the British Drug Houses (Ltd.), while some of the packages of 1/4-grain and of 1/2-grain morphine tablets purported to be those of Parke, Davis & Co., Detroit, Mich., U. S. A. Investigation of the records of shipments of narcotics by Parke, Davis & Co. to several drug houses in Barbados, pursuant to regular import permits issued by the Barbados authorities, in the light of certain identifying numbers appearing on the labels of the morphine of Parke, Davis & Co. manufacture, involved in this seizure, disclosed that, at least in so far as
some of the bottles of 1/2-grain morphine tablets were concerned, these particular drugs had previously been shipped to the drug firm of Knights (Ltd.), of Bridgetown. Each of the two defendants was convicted for the unlawful importation of the drugs seized and sentenced for a term of imprisonment for two years and a fine of $50 and ordered deported as aliens.

On October 15, 1931, upon arrival of the steamship Sinaia of the Fabre Line at Providence, R. I., from Istanbul, Turkey, the master of the vessel delivered to customs officers a package containing 1 pound of crude opium. This package formed part of a total quantity of approximately six hundred and seventy 1-pound packages of crude opium contained in eight valises and one bag found concealed in the coal bunkers of the vessel under a mass of coal used as fuel for cooking, during a search of the vessel under the direction of the master while still some 80 miles east of Nantucket. The entire quantity, with exception of the 1-pound sample retained, was thrown overboard after discovery. After leaving Istanbul, the vessel called at Izmir, Alexandria, Beirut, Jaffa, Constanza, Istanbul (second visit), Izmir (second visit), Piræus, Messina, Naples, Palermo, Algiers, Madeira, and Ponta Delgada. The 1-pound sample retained was inclosed in an outside wrapper of red paper bearing the picture of a sitting lion and a man’s face, together with a printed notice as follows: “Qualité Extra Extra superieur grande maison de commerce d’opium Fondée en 1904 M. Theororides Istanbul, Galate Grand’ Rue Voyvoda No. 98.” On the inside of the wrapper there was printed in French a statement which is translated into English as follows: “Dear Sir: I beg to inform you that I accept orders on special and exceptionally advantageous terms for delivery f. o. b. on any steamer to be designated by you in our roadstead. Hoping to be favored with your order, I am very truly yours.” Analysis showed this opium to be of very good grade. It was not possible to ascertain criminal responsibility for the shipment.

On October 27, 1931, Federal officers, while searching the steamship Golden Tide of the Oceanic & Oriental Navigation Co. at San Francisco, found seventy-seven 5-tael tins of smoking opium wrapped in canvas awning and stored in the fantail aft of the steering engine. This vessel had arrived the same day from Hong Kong via Kampha, Saigon, Manila, Iloilo, Cebu, Zamboanga, Lamarao, Sandakan, and Hong Kong (second visit). Thirty-eight of these tins each had stamped on one end the figure of a rooster and on the other end that of an elephant, and bore Chinese characters on one side, while the other 39 tins each had stamped on one end Chinese characters, and on the other end the figures of two birds and Chinese characters. These narcotics were confiscated. It was not possible to determine criminal responsibility for the shipment.
On November 20, 1931, Federal officers seized from the steamship *Bellingham* of the Tacoma Oriental Steamship Co., at Seattle, three hundred 5-tael tins of smoking opium. This opium was discovered in the second air tank in the after part of No. 1 starboard lifeboat. Some of the tins, in bundles of 10 tins each, were wrapped in Shanghai newspapers. On one side of each tin were Chinese characters, the other side being marked with the words "Cheung," and one end of each tin bore the stamped figure of a chicken and Chinese characters, while the other end bore Chinese characters only. The vessel had arrived at Seattle on November 19, 1931, having left Shanghai on October 14, 1931, and having called at the ports of Tsingtao, Dairen, and Taku Bar. The opium was confiscated. It was not possible to determine criminal responsibility for the shipment.

On December 2, 1931, Federal officers seized from the steamship *Creole* of the Morgan Line, at New Orleans, 116 packages each containing approximately 1 ounce of heroin hydrochloride. One hundred and fourteen of these packages were in white oiled paper sacks, each of which had been folded and placed in small Manila paper sacks, while the remaining two packages were in two green oiled paper sacks which had been folded and placed in small pasteboard boxes. There were no marks or labels on any of the packages. These drugs were discovered under a pile of loose lumber behind a fire-extinguishing tank in a room reserved for fire fighting equipment, known as the "Foamite" room, having two doors which are not kept locked. This room adjoins the sleeping quarters of the crew. The vessel is a passenger-and-freight steamer engaged in coastwise trade between New York and New Orleans, and had arrived in New Orleans on November 27, 1931, on its regular trip. The ship was about ready to sail on the return voyage when the discovery of the drugs was made. The drugs were confiscated, but it was not possible to establish criminal responsibility for the shipment. While this seizure may be considered as having been made while the contraband drugs were in illicit interstate traffic, there can hardly be any doubt that the drugs themselves were of foreign origin, and the description of the seizure is included under this classification since the case probably represents a secondary or supplementary unlawful importation.

**INTERSTATE TRAFFIC**

On February 1, 1931, Raymond Watson and Grace Kelly were arrested in Chicago, Ill., for an offense connected with unauthorized possession of a small quantity of narcotics. Pursuant to a plan for apprehending one Joseph Dominick Condi, who was suspected of
-selling narcotics to Watson and Kelly, the latter were temporarily released from custody but were later arrested in Enid, Okla., at which time they had in their possession approximately 6 ounces of morphine hydrochloride. The investigation continued as to Condi’s activities, and it was learned that on March 26, 1931, Condi shipped to Pat Burkrey at Omaha, Nebr., 10 ounces of morphine hydrochloride, which drugs the Federal officers seized. They also arrested Burkrey. On March 28, 1931, Condi shipped to Clarence W. Haggerty at Superior, Wis., a package containing 25 ounces of morphine hydrochloride and 6 pounds of crude opium, which drugs were duly seized and Haggerty was arrested. On March 31, 1931, Condi delivered to Higgins Dennison at Chicago a certain package; and when police officers arrested Dennison the same day in connection with a murder investigation, the same package was found to contain 10 ounces of morphine hydrochloride, whereupon these drugs were seized and Dennison was taken into custody by the Federal officers. On March 31, 1931, Condi and his companion, one Lorraine Kirsch, were arrested in Chicago and Kirsch was found to have in her possession 1 ounce of morphine. The arrest of Condi and Kirsch was made in an apartment occupied jointly by them and in this apartment there were also found approximately 3 ounces of smoking opium and yen shee. Condi thereupon informed the arresting officers that he had a trunk containing narcotics at a railroad station in Chicago. On April 3, 1931, the trunk, which had been shipped to Condi from New York, N. Y., was seized at the Chicago railroad station and found to contain 134 ounces of morphine hydrochloride. Account books found in Condi’s possession disclosed that he sent large sums of money to New York, evidently in payment for contraband narcotics, and that he distributed large quantities to dealers in various other cities. All of these persons were prosecuted and convicted for offenses against the Federal narcotic laws and sentences were imposed as follows: Raymond Watson, imprisonment for 2 years; Grace Kelly, imprisonment for 6 months; Pat Burkrey, imprisonment for 1 year and 1 day; Clarence W. Haggerty (for the narcotic offense previous to the one described), imprisonment for 9 years and 6 months; Higgins Dennison, imprisonment for 2 years; Joseph Dominick Condi, imprisonment for 10 years, and Lorraine Kirsch, imprisonment for 4 years. Clarence W. Haggerty, while awaiting the outcome of his appeal from the judgment of conviction, escaped from jail and is now a fugitive from justice, although the judgment appealed from was finally confirmed by the appellate court.

On May 11, 1931, there were surrendered to Federal narcotic officers in Chicago, Ill., approximately 96 ounces of morphine hydrochloride and 1 pound of crude opium. The person surrendering these drugs...
explained that they had been contained in a suitcase which he had purchased on April 16, 1931, in Chicago for $5 at a public auction of unclaimed baggage held by the Pennsylvania Railroad. Investigation developed that the suitcase had apparently been shipped from Philadelphia, Pa., in December, 1928, or January, 1929, and the person who was suspected of having been responsible for the shipment was arrested in Philadelphia and sought to be held for prosecution. Owing to the fact that the suitcase, when purchased in Chicago, bore evidence of having been opened and afterward secured with a rope, which may have occurred after its delivery to the carrier at Philadelphia, the committing magistrate deemed that there was not sufficient evidence to hold the shipper of the suitcase criminally responsible and the case was dismissed. The drugs were confiscated to the United States.

On May 22, 1931, the house detective of the Palmer House, a hotel in Chicago, Ill., advised Federal officers that he had arrested Edward Bender, alias R. F. Heiling, while the latter was a guest at the hotel, while in the act of smoking opium. There were seized from the possession of the accused a steamer wardrobe trunk, a black leather suitcase, and a brown leather handbag, which contained a total of 105 ounces of morphine hydrochloride, 8 ounces of cocaine, 23 pounds of crude opium, two 5-tael tins of smoking opium, 2 ounces of smoking opium and a quantity of yen shee. None of these packages of drugs bore marks or labels indicating country of origin. Upon being questioned the accused stated that he had secured the drugs in New York City from a friend, who delivered them to him on credit with instructions to take them to Chicago for sale. He further stated that his friend in New York, whose name he would not disclose, imported the drugs unlawfully, in lots of 5,000 ounces or more, from France. The accused had been engaged in the illicit traffic in narcotic drugs for about 15 years, the record showing that he had been arrested in Seattle, Wash., three times from 1915 to 1919 for offenses against the narcotic laws. He claimed to be a seaman and stated that he himself had on many occasions smuggled narcotics into the United States. While at liberty on bond awaiting trial, he was again arrested in New York while smoking opium and was found to be in unauthorized possession of smoking opium, yen shee, and smoking paraphernalia. Thereafter, for the offense committed in Chicago, he was sentenced to a term of imprisonment for five years; but pending the outcome of an appeal which he had taken from the judgment of conviction, he was released on $20,000 bond. He is now being sought as a fugitive from justice. The narcotic drugs involved were confiscated to the United States.

Federal officers received information that one Earl Adams and one Joe Ervin had caused the shipment from Fort Worth, Tex. to
Tulsa, Okla., of a large quantity of morphine and heroin, and after a careful investigation the officers arrested Adams and Ervin in Oklahoma on May 28, 1931, while these persons were in possession of a steamer trunk containing 218 ounces of morphine hydrochloride and 48 ounces of heroin, all in 1-ounce cans, together with a suitcase containing thirty-three 1-ounce cans of morphine hydrochloride. None of the cans bore identifying marks or labels. Adams endeavored to assume all responsibility for the drugs, but both were convicted, and Adams received a sentence of 15 years' imprisonment, while Ervin was sentenced to a term of 10 years' imprisonment. The narcotic drugs were confiscated to the United States.

WHOLESALE TRAFFIC

On January 9, 1931, Federal officers in New Orleans, La., arrested one Vincent Escandell after he had sold to them 9 ounces of morphine hydrochloride. There was found in his possession an additional quantity of 3 ounces of morphine hydrochloride. These narcotics were in 1-ounce tins and pasteboard boxes, the tins being wrapped in white paper covered with red glazed paper, while the boxes were wrapped in figured (spider-web) paper bearing no identifying marks or labels. Escandell was sentenced to a term of three years' imprisonment and to a fine of $100, and, being an alien, was reported for deportation at the expiration of his sentence. The narcotics were confiscated to the United States.

On January 27, 1931, Federal officers seized, in a room of the Atlas Hotel, Seattle, Wash., a package containing approximately 22 ounces of heroin hydrochloride. The package bore a label with Japanese characters, the mark ©, and the English words "Japan Pharmaceutical Establishment, Osaka, Japan." The occupant of the room, the ostensible owner of the narcotics, has not yet been apprehended. The narcotics were confiscated.

Two Federal officers, posing as dealers in illicit narcotic drugs from New Orleans, met two men in Philadelphia who stated they could introduce the officers to a dealer in New York City who could supply any amount of narcotic drugs desired. After extensive negotiations the two officers accompanied by the two intermediaries proceeded to New York, where they were introduced to one Richard Bayard in the latter's apartment. Bayard sold to the officers 100 ounces of morphine hydrochloride for the sum of $3,500, which money was later recovered by the officers when Bayard was placed under arrest. Bayard did not have the drugs in his apartment but proceeded alone in his automobile to a place unknown to the officers to procure them. In his apartment, which was luxuriously furnished in oriental and modernistic style, there was also found a complete smoking outfit,
together with a quantity of smoking opium and yen shee. Bayard was convicted and sentenced to a term of three years' imprisonment, and the narcotic drugs and his automobile were confiscated.

During the period from February 6 to February 14, 1931, one Dominick Ferrio sold to Federal officers a total of 10 ounces of morphine hydrochloride in Detroit. On February 17, 1931, there were found in a room occupied by Peter Iollo and Joe Tocco, members of the same group of peddlers, 11 ounces of heroin hydrochloride and 3 ounces of cocaine hydrochloride. On February 14, 1931, Ernest Gatto and Peter Angelo, other members of the group, were arrested for complicity in the offenses and were found to have possession of some money which was identified as having been given to Ferrio in payment for drugs previously sold by him as above explained. Angelo, Gatto, and Ferrio were convicted and were sentenced to terms of imprisonment of two years each, while Iollo, until recently a fugitive from justice, is awaiting trial and Tocco is still a fugitive from justice. Angelo, being an alien, was reported for deportation. The drugs were in containers bearing no identifying marks or labels; they were confiscated.

On April 2, 1931, Federal officers arrested one Abraham Goodman at the office of the A. B. Trucking Co., in New York City, and found concealed on the premises 1,860 pounds of crude opium. The opium was contained in nine wooden cases, constructed of 1-inch pine board, lined on the inside with tin, each case being reinforced on the outside with 1-inch steel bands. The opium was packed in the cases in pasteboard boxes containing ten 1-pound bricks each, and each pound brick was wrapped in red paper bearing the outline of the figure of an elephant and what appeared to be Chinese characters. Goodman was convicted and sentenced to a term of imprisonment of four years. The opium was confiscated.

On April 13, 1931, a Federal officer and a special employee working "under cover" in New York City made arrangements with one Dominick Pirozzi for the purchase of 65 ounces of morphine, for which they paid him $3,120; but when delivery was actually made, the 65 packages contained a total of but 39 1/2 ounces of morphine hydrochloride. Continuing the investigation, the officer and employee on April 30, 1931, purchased from Charles Liggio and John Brunelli 75 ounces of morphine hydrochloride for the sum of $3,525. In order to receive delivery of the 75 ounces of morphine hydrochloride, the officer and employee were compelled to ride in an automobile with Liggio to a dark street, followed by another car in which Brunelli and two of his other associates were riding. Both cars stopped; and while the actual delivery to the officer was being made, Brunelli was backed against a building wall and was covering the agent and employee with a machine gun to guard against possible arrest. On
May 15, 1931, the same officer and employee purchased from John Maruso 100 ounces of morphine hydrochloride for the sum of $4,500. None of these packages of drugs bore any identifying marks or labels. All four of the peddlers mentioned were arrested on June 22, 1931. Pirozzi was convicted and sentenced to a term of five years' imprisonment and to a fine of $3,120; Liggio was convicted and sentenced to a term of three and one-half years' imprisonment and $1 fine; Brunelli is awaiting trial; and Maruso was convicted and sentenced to a term of eight years' imprisonment and to a fine of $1. The narcotic drugs were confiscated.

On April 20, 1931, Federal officers arrested George Smith and Samuel Bannerman in New York City after the former had made sales to them of 2 ounces of heroin hydrochloride. They later ascertained that these peddlers had been obtaining their supply of narcotics from one Jacob Jacobs, who was also arrested, and in his living quarters the officers found 13 ounces of heroin, 7 ounces of morphine hydrochloride, and 5 pounds of crude opium, together with scales, blank labels, packages, glazed wrappers, and seals for putting up narcotic drugs for sale in illicit traffic. Each of these three persons was convicted and sentenced to a term of three years' imprisonment. None of the drugs when seized bore any marks or labels denoting place of manufacture. These drugs were confiscated to the United States.

On June 10, 1931, Federal officers, through an agent, purchased at Miami, Fla., from Thomas E. and Viola Cunard, for the sum of $225, 10 ounces of cocaine hydrochloride, 251 grains of morphine sulphate, and 9.2 ounces of crude opium. The morphine was contained in a package bearing a label purporting to be that of Evans Sons Lescher and Webb (Ltd.), Liverpool, while the cocaine was in a bottle bearing no label and the crude opium was in two paper packages also unlabeled. It was ascertained that these drugs had been left in the custody of the Cunards by the wife of C. A. Thompson, a friend of Thomas E. Cunard. The Cunards were arrested on June 10, 1931, and Dr. Valdimir Kamil Jindra, who had introduced the officers' agent to the Cunards for the purpose of aiding in consummating the sale, was also arrested on June 11, 1931. C. A. Thompson was arrested at Annapolis, Md., where he was employed on a ship, and upon being questioned stated that he had secured the drugs from one Fernley R. Rae, a British subject of Nassau, Bahamas. Thompson further stated that Rae had brought the drugs into the United States from Nassau and asked him to sell them, and Rae admitted the unlawful importation of the drugs when he was arrested in Miami, Fla., on September 4, 1931. Viola Cunard was convicted and sentenced to a term of 10 months in jail, but the sentence was suspended and she was placed on probation; Thomas
E. Cunard was sentenced to a term of 6 months in jail, consideration being given to the fact that he had already remained in jail from June 10, 1931, when he was arrested, until November 2, 1931, when he was sentenced; C. A. Thompson was convicted and sentenced to a term of 18 months' imprisonment in the Federal Penitentiary at Atlanta, but his wife was discharged. Rae was also convicted and sentenced to a term of imprisonment of 18 months, both Rae and Thompson being also reported for deportation at the expiration of the term of their imprisonment. Doctor Jindra was convicted, but was afterwards granted a new trial, which he is now awaiting. The narcotic drugs were confiscated.

On June 11, 1931, Federal officers in Chicago, Ill., arrested Salvatore and Mildred Molinari and Christ and Anna Cucco after purchasing from them during the course of an investigation lasting about two months approximately 22 ounces of morphine hydrochloride in cube form, in packages bearing no identifying marks or labels. All were convicted, and Salvatore Molinari was sentenced to a term of imprisonment of 5 years, Mildred Molinari for a term of imprisonment for 6 months, Christ Cucco to a term of imprisonment for 2 years and Anna Cucco to a term of imprisonment for 3 years. The narcotic drugs were confiscated.

On July 7, 1931, Federal officers seized from a closet in the home of Carmine Napolitano in Portland, Me., 43 ounces of morphine hydrochloride, 41 of which were contained in 1-ounce cans, each can measuring 3½ by 2 by 4 inches and wrapped in red glassine paper, none of the packages bearing identifying marks or labels. Napolitano was reputed to be the principal source of supply, and distributor, of narcotic drugs in the State of Maine. He was convicted and sentenced to a term of 18 months' imprisonment. The drugs were confiscated.

On July 18, 1931, Federal officers found in the living quarters of Michael Ferruggio in New York City, fifty 1-ounce packages of morphine hydrochloride, 5 brown paper bags containing a total of approximately 163 ounces of bulk heroin hydrochloride, 21 cardboard boxes 20 of which contained 1 ounce each of heroin hydrochloride and the remaining box containing ½ ounce of heroin hydrochloride, and 2 other boxes one containing 7 ounces of cocaine hydrochloride and the other 4 ounces of cocaine hydrochloride. The morphine packages were each wrapped in tissue paper and inclosed in orange-colored paper bags, and the 21 boxes of heroin were wrapped in glazed paper bearing red labels marked "Morphine diacetyl," but no other marks identifying place of manufacture or name of manufacturer. The defendant escaped conviction upon a legal technicality, but the narcotic drugs were confiscated. The de-
fendant stated that the drugs belonged to a person who occasionally shared his apartment, said person being a sailor who made periodic trips between New York and Italian ports.

After an extensive investigation, lasting more than a month, Federal officers arrested William L. Russell and Albert Holt in Honolulu, Hawaii, on July 20, 1931, while they were endeavoring to sell a large quantity of smoking opium. A total of sixty-one 5-tael tins of smoking opium was seized from the accused, each tin bearing the figure of an elephant on one end and of a rooster on the other end, together with the wording in Chinese “Lam Kee Hop Macao.” Only a few of the tins bore any semblance of a paper label, and these fragmentary labels had been so water-soaked that it was not possible to decipher the printing thereon. Russell and Holt were members of the Honolulu police department and had adopted a method whereby one of them, dressed as a civilian, would sell opium to a given purchaser who would later be apprehended by the other conspirator, who was dressed in his police officer’s uniform, and who was ostensibly making the arrest in the course of his official duties. This second conspirator would seize the smoking opium and release the purchaser from custody, and the process would later be repeated with another purchaser. Holt was sentenced to a term of imprisonment for two years and fined $10,000, while Russell was sentenced to a term of three years’ imprisonment and to a fine of $10,001. The narcotic drugs were confiscated.

On July 29, 1931, Federal officers arrested one Aaron Brooks in Chicago, Ill., and subsequently found in his living quarters forty-six 1-ounce tins containing a total of 40.2 ounces of morphine hydrochloride; 2 kilo tins, containing a total of 69.3 ounces of morphine hydrochloride; and 11 pasteboard boxes containing a total of nearly 10 ounces of cocaine hydrochloride, as well as scales, tins, red and white paper, boxes, and other paraphernalia used in putting up narcotic drugs for sale in illicit traffic. It appeared to be the practice of Brooks to secure narcotic drugs from dealers in New York City in kilogram quantities and pack them in smaller or 1-ounce containers for local sale. Brooks had a plan for delivering drugs to his customers which he relied upon to protect him from arrest if a given purchaser happened to be a Federal officer. He would receive his purchase price in advance and then place the tins of narcotics in a lock box such as is rented to the public for temporary periods for the purpose of checking light packages or clothing, these lock boxes being placed on the platforms of elevated-railway stations or other public places. He would then deliver the key of the box to the purchaser at a place some distance from the locked box, thus requiring the customer to get the drugs during his absence. He has been indicted and is awaiting trial. The narcotics were confiscated.
On September 12, 1931, Federal officers at Fort Worth, Tex., arrested Leslie V. James, his wife Willie Beland James, and his father L. C. James for the unauthorized possession and unlawful sale of narcotic drugs. Previous to this arrest, Federal officers posing as dealers purchased on various dates from the accused seven 1-ounce tins containing approximately 6½ ounces of morphine hydrochloride; 18 tins containing approximately 16.3 ounces of morphine hydrochloride; seventy-three 1-ounce tins containing approximately 66.5 ounces of morphine hydrochloride, and later seized from the possession of the accused 2 additional tins containing approximately 1.8 ounces of morphine hydrochloride. None of these containers bore any identifying marks or labels. Leslie V. James was convicted and sentenced to a term of five years' imprisonment, while his wife was also convicted and also sentenced to a term of imprisonment of three years. The father, L. C. James, was discharged, as it could not be shown that he was implicated in the offense.

On September 30, 1931, Federal officers at Atlanta, Ga., arrested Charles Sandler, alias Harry Rosen, and his wife, Anita Sandler, for the unauthorized possession of narcotic drugs. In a trunk which was strapped to the rear end of a Ford automobile owned by Sandler there were found 42.5 ounces of morphine hydrochloride, in packages bearing no identifying marks or labels, as well as scales, a stapling machine and staples, which latter paraphernalia are usually used for putting up narcotic drugs for sale in illicit traffic. Charles Sandler was convicted and sentenced to a term of imprisonment for five years and, since he assumed all responsibility for the drugs, his wife was discharged from custody. The narcotic drugs and the automobile were confiscated.

On October 26, 1931, Federal officers received information that one Tai Yau Cheong, a 16-year-old boy, had possession of a quantity of smoking opium which he was to transport from Honolulu on the Island of Oahu, to the Island of Kauai, Territory of Hawaii. Shortly thereafter the officers arrested Tai Yau Cheong and Richard Lo as they were approaching the pier at Honolulu to take the boat to Kauai and seized from the possession of these suspects forty 5-tael tins of smoking opium. Subsequently, Harry M. Chang and Cheong Sum were also arrested as being implicated in the unlawful sale and transportation of this smoking opium. Twenty of the tins each bore the impression of an elephant on one end and of a rooster on the other end, and in Chinese characters the words "Lam Kee Hop"; but as the tins had evidently been soaked in water for some time, any paper labels that might have been attached to them had become detached and lost. Each of the remaining 20 tins had stamped into the metal of one end the figure of a rooster and on
PHOTOGRAPHS OF TINS OF OPIUM SEIZED FROM TAI YAU CHEONG ON OCTOBER 26, 1931, AT HONOLULU, HAWAII
OF TINS OF OPIUM SEIZED FROM TAI YAU CHEONG ON OCTOBER 26, 1931, AT HONOLULU, HAWAII
Photographs of Tins of Opium Seized from Frank Veto on November 29, 1931, at Oakland, Calif.

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the other end the figure of an elephant, the English words "Lam Kee Macao" and in Chinese the words "Lam Kee." Each of these 20 tins bore a label with characters in Chinese translated as follows: "Nowadays there are shameless persons imitating our brand. All purchasers have suffered heavily. We now specifically add an iron seal and signature in order to distinguish the genuine from imitation. To all those who are in concern, please examine carefully to avoid making mistakes. Tin Sing." There was also pasted over one side and the top of each of these tins a diamond-shaped label bearing in an oval the English words "Lam Kee Macao" and in Chinese the words "Lam Kee," and under this label, stamped in the metal of the tins, were the English words "Selected by Tin Sing." All of the defendants are awaiting trial excepting Tai Yau Cheong, the 16-year-old boy, who pleaded guilty in the Territorial court at Lihue, Kauai, and was sentenced to confinement for an indefinite period, or until he reaches his majority, in the detention home. The narcotic drugs were confiscated.

On October 27, 1931, Federal officers at Los Angeles, California, arrested one William Cantor after the latter had sold to them thirty-nine 1/4-ounce bottles of cocaine hydrochloride. Each of these bottles bore a label with the following inscription: "Fabrique de Produits Chimiques Purs pour la Pharmacie Ferdinand Roques Paris 1/4 oz. No. 499 Chlorhydrate de Cocaine (Codex 1908)." Cantor was subsequently convicted and sentenced to a term of imprisonment for 12 months. The drugs were confiscated.

On November 15, 1931, Frank Fong and Don Wah were arrested in San Francisco, Calif., after selling fifty 5-tael tins of smoking opium to an agent of Federal officers. On the following day one Lock Wing Bong was also arrested, there being indication that he was implicated as the source of supply of Fong and Wah. The tins of smoking opium were in 10 packages of five tins to each package. Stamped into the metal on one end of each tin was the figure of an elephant and the words, in both Chinese and English, "Lam Kee Hop," while the other end bore the figure of a rooster and the words "No. 1." There were no other identifying marks or labels on these tins, which were somewhat rusty, indicating previous immersion in water. Frank Fong was convicted and sentenced to a term of imprisonment of 12 years and a fine of $1 and Don Wah was also convicted and sentenced to a term of three years imprisonment and a fine of $1. Lock Wing Bong was acquitted. The drugs were confiscated.

On November 29, 1931, Frank Veto, a Filipino, was arrested in Oakland, Calif., after making a sale of twenty-four 1-tael tins of smoking opium. These tins were of sheet brass, and were similar

Under the auspices of the League of Nations, a conference was held at Geneva, Switzerland, beginning May 27, 1931, at which delegates from 57 countries, including the United States, assembled to consider plans for effecting limitation of manufacture of narcotic drugs. The delegates representing the United States were Consul General John K. Caldwell, of the Department of State, chairman of the delegation; Mr. Harry J. Anslinger, United States Commissioner of Narcotics; Mr. Walter Lewis Treadway, M. D., F. A. C. P., Assistant Surgeon General, United States Public Health Service and Mr. Sanborn Young, member of the Senate of the State of California. There was evolved by this conference a convention for limiting the manufacture and regulating the distribution of narcotic drugs, which, by March 4, 1932, had been signed by the plenipotentiaries of the United States and of some 43 other countries represented at the conference. The Senate of the United States advised ratification of this convention on March 31, 1932, and the instrument of ratification, signed by the President of the United States, was deposited with the Secretariat of the League of Nations on April 28, 1932.

A conference on the suppression of opium smoking was held at Bangkok, Siam, from November 9, 1931, to November 27, 1931, at which Consul General John K. Caldwell represented the United States in the capacity of observer. During the course of this conference the representative of the United States addressed the delegates for the purpose of stating briefly the views of the Government of the United States on the recommendations of the Commission of Enquiry into the Control of Opium Smoking in the Far East. With respect to that recommendation of the Commission of Enquiry suggesting measures to prevent illicit traffic, these views were in substance that the Government of the United States most strongly urged frank recognition of the fact that there is but one real method by which to suppress the evil of opium smoking in the Far East or anywhere else and that this method is complete statutory prohibition of the importation, manufacture, sale, possession or use of prepared opium, coupled with active enforcement of such prohibition; that cooperation among the interested Governments in the suppression of smuggling was a necessary corollary; and that in measures
of this kind the United States was prepared wholeheartedly and cordially to cooperate.

At the beginning of the calendar year 1931 arrangements were in effect with 20 nations for the informal direct exchange, between the heads of their respective narcotic enforcement agencies and the Commissioner of Narcotics, of information in regard to the illicit traffic. During the year similar arrangements were concluded with Austria and Poland.

The Commissioner of Narcotics, as the American official charged with the duty of exchanging such information, has, during the year 1931, transmitted to and received from foreign correspondents considerable information with reference to the names, descriptions, and operations of known or suspected illicit-drug traffickers. Reports of the circumstances of individual seizures of narcotics in illicit traffic, which are considered of international interest, are transmitted as promptly as complete information becomes available, through diplomatic channels, to the Government of the Netherlands for transmission to the Governments party to The Hague Convention of 1912, and are also sent directly to any foreign government which may be considered to have a special interest in the facts of the particular seizure. The Government again desires to express its appreciation of the generous cooperation of many countries which are parties to these informal arrangements for the exchange of information, and respectfully solicits a continuance of this assistance in detecting and apprehending the persons responsible for the unlawful introduction of narcotics into the United States, and in the seizure of contraband narcotics.

Special mention is made of the spirit of hearty cooperation which exists between the narcotic law-enforcement agencies of the Dominion of Canada and the United States. The mutual assistance rendered by the two services has gone far toward putting an end to whatever illicit international narcotic-drug traffic may heretofore have taken place between peddlers in the two countries. The United States Federal Narcotic Bureau has endeavored to reciprocate the vigorous and efficient efforts of Col. C. H. L. Sharman, in charge of Canadian narcotic law enforcement, in preventing fugitive narcotic-drug peddlers from the United States taking asylum in Canada. A few instances of the practical application of this particular phase of enforcement activity and cooperation are deemed sufficiently interesting to record specially, two of them antedating the current period but not previously having been mentioned.

On December 21, 1928, Colonel Sharman furnished the United States narcotic law-enforcement agency with copies of photographs and description of one Wong Wa, alias Jack Kow, who was a fugitive
from Canadian justice, having been convicted for a violation of the
Canadian narcotic laws. Copies of the photograph and description
were circularized throughout the United States with request to arrest
the fugitive wherever found, and on January 1, 1930, Federal narcotic
officers apprehended Wa in Chicago, Ill. He was subsequently re-
turned to the Canadian authorities.

On April 1, 1929, one Jack Sieman and two associates were ar-
rested in San Francisco, Calif., on account of the illicit sale of 20
ounces of morphine hydrochloride and the unauthorized possession
of 20 additional ounces of morphine hydrochloride and 20 ounces
of cocaine hydrochloride. Each of the accused was released on bail
in the sum of $10,000, to await trial, but Sieman and his associate,
Cohen, having failed to appear at the proper time, their bonds were
ordered forfeited and their photographs, descriptions, and records
were circularized for their apprehension as fugitives from justice.

Sieman, who was one of the most important illicit dealers on the
Pacific coast, was apprehended in Vancouver, British Columbia,
Canada, on January 20, 1930, and immediately commenced a vig­
orous legal battle to escape extradition to the United States. The
Canadian authorities generously made available their competent ad-
ministrative and legal machinery to accomplish the ends of justice,
with the result that Sieman, notwithstanding unremitting contest by
his attorneys of every step taken, was finally returned to the United
States, and, after trial and conviction in California, was sentenced
to a term of imprisonment of 10 years and to a fine of $5,000. Cohen
was later arrested on an extortion charge in Louisville, Ky., and
is held by the authorities of that State, while Balisteri, the other
associate, pleaded guilty and was sentenced to a term of imprison­
ment of 12 years and to a fine of $1,000.

On December 6, 1928, Colonel Sharman informed the United
States narcotic law enforcement agency that one James Durkin, alias
"Mickey" Durkin, was wanted in Vancouver, British Columbia,
for violation of the Canadian opium and narcotic drug act and was
thought to be in Tia Juana, Mexico. The photograph and descrip­
tion of this fugitive were broadcast and, upon learning that he had
frequented race tracks near Chicago, Ill., Federal narcotic officers
were able to apprehend him in that city on November 4, 1931. He
was returned to Canada on November 12, 1931, for trial.

United States narcotic officers obtained evidence of four unlawful
sales of 1 ounce each of morphine hydrochloride by one Sam Rueben
and three associates in Jacksonville, Fla., during the period from
August 7 to September 1, 1930, but Reuben escaped arrest and fled
to Canada. The Canadian authorities were requested to endeavor
to locate this fugitive, and on November 28, 1931, he was appre­
hended in Montreal, Canada, by the Canadian Mounted Police. He
was returned to Florida on December 18, 1931, and is now awaiting trial.

Information was received by the United States Bureau of Narcotics that a shipment of crude opium was to be made during the latter part of 1931 from Istanbul to Hamburg, destined ultimately for the United States. The opium, said to be owned by August Del Gratio and Elie Abou Ysak (Abouisac), was to be of the best Persian Lion Brand, and was to be contained in 14 cases marked "E. R. 10/23," gross weight 1,960 kilograms, net weight 1,600 kilograms, billed as gum tragacanth. The shipment left Istanbul for Hamburg on the steamship Ceres of the Royal Netherlands Steamship Co., November 25, 1931. Enrico Sperco and Figli, Istanbul agents of the steamship company, on December 10, 1931, wrote to the manager of the steamship company at Amsterdam to the effect that the description of the contents of the shipment should be changed to read opium. This information was made available to the Netherlands and the German authorities. It was at first decided to seize the shipment upon arrival in Amsterdam on December 23, 1931, but later, with a view to possible apprehension of parties in Hamburg responsible for the shipment, it was arranged to allow the opium to go forward to the latter port, where it was seized on December 28, 1931. Examination of the shipment revealed the contents to be 1,513 kilograms of crude opium contained in packages of 500 grams, net, each. The cooperation of the Netherlands and German authorities in thus acting to prevent the introduction of this opium into the United States is highly appreciated.

On December 1, 1931, Del Gratio and Elie Abouisac were arrested in Berlin on arrival of the Simplon-Orient express from Istanbul. After examination, Abouisac was released, whereupon he went to Paris. Del Gratio and a number of others are being held for trial in Hamburg for participation in the illicit traffic. Elie Eliopoulos, also suspected of being involved with Del Gratio, was arrested at Mannheim, Germany, on March 8, 1932, while en route from Rotterdam to Basel. The cooperation of the German, Netherlands, British, and Egyptian authorities in this case is greatly appreciated by the American Government.

On July 25, 1931, the auxiliary schooner Marabella, flying the flag of Panama, left Hong Kong for Kwang-chow-wan supposedly en route to the United States. The ship departed from Hong Kong clandestinely and without securing clearance from the authorities. She was a 2-masted schooner, 135 feet long with a gross registered tonnage of 223. She was equipped with a 200 horse-power Diesel engine and carried a high-power radio set. The vessel was capable of a speed of 16 knots. She was built in a small shipyard at Hong Kong, and had been specially designed to carry Chinese emigrants
and opium to be smuggled into the United States. At some point on the Chinese coast not far from Kwang-chow-wan the *Marabella* is believed to have embarked some 123 Chinese emigrants and between 30,000 and 100,000 taels of opium, after which she set sail for the Pacific Coast of North America.

Careful watch was kept for the *Marabella* on the Pacific Coast of the United States and of Canada, the cooperation of the authorities of Canada and of Panama having been freely and cordially extended, but fog and weather conditions prevented seizure of the ship. The *Marabella* eventually reached port in a secluded harbor in an inaccessible part of Lower California in the Republic of Mexico, where contact was effected with aeroplanes. It is believed that, through these means, the contraband was introduced into the United States.

In October, 1931, it was learned that the *Marabella* was at Cedros Island, off the coast of Lower California (Mexico), and that on or about October 8, 1931, the vessel had been boarded and searched by the Mexican authorities, who at that time found neither aliens nor contraband on board. On or about October 15, 1931, the ship left, presumably for China, and arrived at Macao on November 30, 1931. On January 1, 1932, the *Marabella* was seized in Chinese waters near Macao and confiscated by the Chinese maritime customs. On January 18, 1932, the Panamanian Government canceled the provisional registry of the ship on the ground that the vessel had been employed in illicit commerce. The Hong Kong authorities have since banished the master of the *Marabella* from that colony.

The enterprise constituted one of the largest smuggling operations ever attempted in the United States. The incident is an example of the cordial cooperation of the Chinese, Hong Kong, Canadian, Panamanian, and Mexican Governments with the American authorities.

### B. PARTICULAR DRUGS

5. Raw Opium and Coca Leaves.

Neither crude opium nor the coca leaf is produced in the United States, all supplies thereof being imported.

Crude opium is permitted to be imported under official permit for medical and legitimate purposes through any designated port of entry, but in practice it is entered only through the following ports: Detroit, Mich.; Indianapolis, Ind.; New York, N. Y.; Philadelphia, Pa.; and St. Louis, Mo. Similarly, coca leaves are entered only through the ports of New York, N. Y.; Philadelphia, Pa.; and Detroit, Mich.
THE SCHOONER "MARABELLA" (LEFT) AND MEXICAN GOVERNMENT VESSEL
During the calendar year ended December 31, 1931, the following importations of crude opium were made:

Importations of crude opium into the United States

<table>
<thead>
<tr>
<th>Country from which exported to the United States</th>
<th>Pounds (avoirdupois)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Germany</td>
<td>8,250.00</td>
</tr>
<tr>
<td>Holland</td>
<td>12.20</td>
</tr>
<tr>
<td>Turkey in Asia</td>
<td>22,236.25</td>
</tr>
<tr>
<td>Turkey in Europe</td>
<td>60,305.06</td>
</tr>
<tr>
<td>Yugoslavia</td>
<td>44,074.13</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>134,847.64</strong></td>
</tr>
</tbody>
</table>

As stated in the previous report, it is not possible to give the countries of production of this crude opium, for the reason that such information is not always known, even to the importing manufacturer. Importations from those countries enumerated in the above list which produce opium doubtless represent opium produced from poppies grown within or near their respective borders, while importations from the nonproducing countries probably represent transshipments directly or indirectly from the producing fields of the Near East. The Government is given to understand that no Indian opium is imported, directly or indirectly, into the United States.

No distinction is made among the different kinds of opium imported in so far as manufacturing purposes are concerned. During the year ended December 31, 1931, a total of 147,341.875 pounds (avoirdupois) was used in manufacturing. This embraces the manufacture of all products of opium required of manufacturers by the legitimate trade.

No separate record is required showing the quantities of opium used for the production of stated drugs except that the original manufacture from raw opium is accounted for separately as to the quantities used for medicinal opium, for extraction of alkaloids, and for tinctures and extracts. For the purpose of showing the extent of manufacture of the more important opium derivatives, special reports were required of manufacturers for the calendar year 1931 showing the actual manufacture of morphine, codeine, dionin, and cocaine. Manufacturing figures for these derivatives will be found under the appropriate subheadings. For convenient comparison, statistics of domestic purchases and sales of opium derivatives will be hereinafter listed separately in a table under the section of this report headed "morphine."

During the year 365,153 pounds (avoirdupois) of coca leaves were imported from Peru and 122,588.37 pounds (avoirdupois) from Holland—total importations, 487,741.37 pounds. It should be noted that

1Imported under special permit for experimental purposes.
the cocaine yield from the Peruvian leaves is approximately one-half the cocaine yield from the Java leaves imported from Holland. Attention is also called to the fact that of the leaves imported from Peru only 148,027 pounds were imported for the extraction of cocaine, all alkaloid content of the remaining 217,126 pounds being destroyed under the provisions of the special legislation of June 14, 1930, previously mentioned.

Comparative statements of importations of crude opium and coca leaves for the 7-year period from 1925 to 1931, inclusive, follow:

**Total imports of opium into the United States by calendar years 1925–1931 inclusive**

<table>
<thead>
<tr>
<th>Calendar year</th>
<th>Pounds (avoirdupois)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925</td>
<td>102,857.50</td>
</tr>
<tr>
<td>1926</td>
<td>142,941.75</td>
</tr>
<tr>
<td>1927</td>
<td>140,935.75</td>
</tr>
<tr>
<td>1928</td>
<td>98,295.50</td>
</tr>
<tr>
<td>1929</td>
<td>190,742.00</td>
</tr>
<tr>
<td>1930</td>
<td>119,587.23</td>
</tr>
<tr>
<td>1931</td>
<td>134,847.64</td>
</tr>
</tbody>
</table>

**Total imports of coca leaves into the United States by calendar years 1925–1931 inclusive**

<table>
<thead>
<tr>
<th>Calendar year</th>
<th>Kind of leaves</th>
<th>Quantity pounds (avoirdupois)</th>
<th>Total pounds (avoirdupois)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1925</td>
<td>Peruvian</td>
<td>93,602.50</td>
<td>155,244.55</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>65,691.75</td>
<td></td>
</tr>
<tr>
<td>1926</td>
<td>Peruvian</td>
<td>135,128.00</td>
<td>268,980.55</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>158,832.25</td>
<td></td>
</tr>
<tr>
<td>1927</td>
<td>Peruvian</td>
<td>186,020.00</td>
<td>372,838.75</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>66,618.75</td>
<td></td>
</tr>
<tr>
<td>1928</td>
<td>Peruvian</td>
<td>122,699.00</td>
<td>245,398.00</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>120,281.00</td>
<td></td>
</tr>
<tr>
<td>1929</td>
<td>Peruvian</td>
<td>113,546.00</td>
<td>227,394.50</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>22,298.50</td>
<td></td>
</tr>
<tr>
<td>1930</td>
<td>Peruvian</td>
<td>140,065.00</td>
<td>280,630.00</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>48,668.00</td>
<td></td>
</tr>
<tr>
<td>1931</td>
<td>Peruvian</td>
<td>148,027.00</td>
<td>296,695.00</td>
</tr>
<tr>
<td></td>
<td>Javanese</td>
<td>121,126.00</td>
<td></td>
</tr>
</tbody>
</table>

1 Imported under section 6 of the act of June 14, 1930, for the purpose of manufacturing a nonnarcotic flavoring extract, all cocaine and ecgonine content of the leaves being removed and destroyed under Government supervision.

On January 1, 1931, there were in the possession of importing manufacturers 489,163 ounces of crude opium. During the year 2,157,527 ounces were imported for medical purposes. Of the 2,646,690 ounces thus available for use during the year 106,295 ounces were used in the manufacture of medicinal opium, 2,208,472 ounces were
used in the extraction of alkaloids, 42,703 ounces were used in the manufacture of tinctures and extracts, 772 ounces were reported as lost or consumed in analysis, and 288,448 ounces were on hand at the close of the year.

On January 1, 1931, the equivalent of 13,922 ounces of crude opium was in process of manufacture into medicinal opium and 106,295 ounces of crude opium were used for such purpose during the year, making 120,217 ounces of crude opium in process for the manufacture of medicinal opium during the year. Of this quantity the equivalent of 23,313 ounces of crude opium remained in process of manufacture at the close of the year. The remaining quantity, amounting to 96,904 ounces, was removed from process during the year in the form of medicinal opium, 98,141 ounces of the latter being produced. Of this quantity, 88,363 ounces were powdered and granular, 3,414 ounces were denarcotized, and 6,364 ounces were medicinal gum.

Similarly, on January 1, 1931, the equivalent of 1,272 ounces of crude opium was in process of manufacture for tinctures and extracts, and 42,703 ounces of crude opium were put in process for such products, making a total of 43,975 ounces of crude opium in process for the manufacture of tinctures and extracts during the year. Of this quantity, 1,226 ounces remained in process at the close of the year. The remaining quantity, amounting to 42,749 ounces of crude opium, was removed from process during the year in the form of tinctures and extracts, having a narcotic content of 57,695 ounces of opium containing 10 per cent anhydrous morphine alkaloid.

The United States Pharmacopeia standard for granulated and powdered opium is not less than 10 per cent nor more than 10.5 per cent of anhydrous morphine, and for crude opium not less than 9.5 per cent. The opium imported seldom contains less than this standard and, as will be noted, usually yields considerably more when converted into the medicinal products. Considerable variance in the morphine content of the imported material is noted.

At the beginning of the year 1931, manufacturers of opium alkaloids had in process for the extraction of such alkaloids the equivalent of 565,157 ounces of crude opium, and 2,208,472 ounces of crude opium were put in process for such purpose, making a total of 2,773,629 ounces of crude opium in process for extraction of alkaloids during the year. Of this quantity there was in the various processes of extraction at the close of the year the equivalent of 662,335 ounces of crude opium, leaving a net quantity of 2,111,294 ounces of crude opium going into the manufacture of alkaloids during the year. From this there were produced 106,144 ounces of morphine and its salts, 105 ounces of apomorphine, 168,201 ounces of synthetic codeine
and its salts, 23,848 ounces of natural codeine and its salts, 12,630 ounces of dionin or ethyl morphine hydrochloride, and 7,045 ounces of pantopon, a mixture of opium alkaloids.

On January 1, 1931, there were in the possession of importing manufacturers 25,448 ounces of raw coca leaves, and 4,329,846 ounces of such leaves were imported during the year for medical use. Of the 4,355,294 ounces thus available for medical use 4,335,310 ounces were used for the extraction of cocaine, 16 ounces were sold as such, and 19,968 ounces remained on hand at the close of the year.

These same manufacturers had in process of manufacture on January 1, 1931, the equivalent of 1,526,700 ounces of coca leaves, which, together with the 4,335,310 ounces placed in process, made a total of 5,862,010 ounces in process of manufacture during the year. Of this quantity the equivalent of 1,987,126 ounces remained in process on December 31, 1931. The remaining quantity, amounting to approximately 3,874,884 ounces of coca leaves, was removed from manufacture during the year in the form of cocaine and cocaine salts, 34,095 ounces of such drugs being produced. Of this quantity, 2,292 ounces were refined cocaine alkaloid, 31,786 ounces were in the hydrochloride form, 4 ounces in the form of sulphate, 4 ounces were finished as cocaine nitrate, and 9 ounces were tropococaine.

Of the 3,474,016 ounces of raw coca leaves imported under the special legislation elsewhere described for legitimate but nonmedical purposes, 4,080 ounces were so damaged in transit as to be unfit for use and were destroyed under Government supervision, and the remaining 3,469,936 ounces were used for the manufacture of decocainized flavoring extracts. From the latter quantity there were produced during the year 10,100 gallons of flavoring materials free from cocaine or ecgonine, or substances from which these might be synthesized or made, such substances being contained in the 1,804,550.50 pounds of saturated exhausted leaves, solvents, and other residues removed from the manufacturing processes and completely destroyed under Government supervision.


(a) As has been stated in prior reports, there is no lawful manufacture of prepared opium in the United States. The importation of prepared opium into the United States, the admission of the substance for transfer or transshipment to another country, and the exportation thereof to another country are absolutely prohibited.

It is believed that there is comparatively little opium smoking in the United States among the national population, although there appears to be a certain indulgence in the habit, more particularly, perhaps, among the alien population, especially among the Chinese. There were reported during the year 11 cases of violation of the
smoking-opium law. Twenty-four such cases were pending on January 1, 1931. Of these 35 cases, prosecution was instituted in 1, the defendant convicted and sentenced to two years' imprisonment. Of the remaining 34 cases, 21, being of minor significance and the available evidence being too scant to warrant prosecution, were dropped during the year, leaving 13 such cases pending at the end of the year. In this connection it should again be observed that some of the violations of the narcotic drugs import and export act, as hereinafter reported, represent unlawful activities involving the importation and sale of prepared opium, and some fairly large seizures of prepared opium were made without definite indication of the party responsible for the shipment. In the latter cases there could not, of course, be prosecutions.

As previously reported, the principal difficulty experienced in suppressing the practice of opium smoking lies in prevention of unlawful importation of the drug. Opium used for smoking purposes is smuggled chiefly along the Pacific coast and through the ports of Seattle and San Francisco, although a portion finds its way through the port of New York. Through the vigilance of enforcement officers, a large part of this contraband is apprehended and seized on arrival notwithstanding the resourcefulness in concealment by the traffickers. Seizures of crude opium in warehouses where it had been stored, doubtless after being smuggled in as legitimate merchandise, lend color to an assumption that there may be some illicit manufacture of smoking opium in the United States for the purpose of endeavoring to maintain supplies which have been depleted due to the difficulty experienced by smugglers in introducing smoking opium of foreign origin through seaports, where inspecting and investigating forces seem to have achieved some considerable degree of success in detecting plans and subterfuges of the illicit traffickers in this contraband. If any domestic illicit manufacture of smoking opium actually exists, however, it must be conducted on a small scale, or in retail quantities, as no important illicit factory of this character could long escape detection.

During the period there was seized and confiscated on account of violation of the Federal narcotic laws a total of 19,048 ounces of prepared opium the particular origin of which could not be definitely determined but of which the greater bulk, no doubt, was manufactured and packed somewhere in the Far East, since it was seized from vessels arriving directly or indirectly from far eastern ports in the manner hereinbefore described in the discussion of seizures.

7. Indian Hemp (Marihuana).

Much of the general data given in the previous report with reference to the growth of Indian hemp in the United States remains applicable to the period covered by this report. Therefore, such
general data is repeated with revision and amplification necessary to include developments during 1931.

Indian hemp (*Cannabis sativa*) is not indigenous. The early cultivation of hemp in the United States was of the small European variety, but this has been replaced since 1857 by the larger Chinese hemp. Practically all of the seed for present-day American hemp culture is grown in the Kentucky River valley. It was originally grown in the New England colonies for fiber used in making homespun. It was also grown in the Virginia and Pennsylvania colonies and was cultivated at an early date in the settlements of Kentucky from whence it spread to Missouri. It has been grown at various times in Illinois, near Champaign; in the Kankakee River valley in Indiana; in southeastern Pennsylvania; and in Nebraska, Iowa, and California. At one time as much as 40,000 acres per annum were devoted in the United States to the cultivation of this plant for its fiber. The trend of production, however, is definitely downward due apparently to intensive competition with cheaper fiber crops. The commercial hemp production of the country is practically all in Wisconsin, Illinois, and Kentucky, the total area being approximately 750 acres in 1931. However, it is also abundant as a wild plant in many localities in western Missouri, Iowa, southern Minnesota, and in the Southwestern and Western States, where it is found as a roadside weed. A small amount of Indian hemp is imported for medical purposes, probably due to the fact that the imported variety is richer in cannabin, but during the calendar year 1931 the total quantity imported for these purposes amounted only to 74 pounds, of a total value of $636.

In the Southwest where there is a considerable element of Mexican population familiar with the use of the drug "marihuana" it is believed that there is some production of that drug from the female inflorescence of the plant. When the crop is grown for fiber, the harvest takes place when the male flowers are beginning to shed pollen. At this stage the female inflorescence, from which the drug is made, is too immature to possess narcotic properties, and in order to make use of the plant as a drug it is consequently necessary to permit it to remain in the field for several weeks longer. Unless the male plants are removed before the pollen is distributed, the female flowers will be pollinated and a large quantity of seed will develop. This is understood greatly to reduce the physiologically active substances in the inflorescence.

The production and use of *Cannabis sativa* (also known as hashish and marihuana) within the United States are not prohibited by Federal law. As to importation, it may be said that, by regulation under the food and drugs act, approved June 30, 1906, collectors of
customs are directed to refuse delivery of all consignments of dried flowering tops of the pistillate plants of Cannabis sativa upon notice of a representative of the Department of Agriculture of the identification thereof in the course of his examination of samples, unless the importer shall first execute a penal bond conditioned that the drug referred to will not be sold or otherwise disposed of for any purpose other than in the preparation of medicine. However, Cannabis sativa is one of several drugs included under the antinarcotic laws of some 23 or more States, but these laws are not uniform. In seven States the cultivation of Indian hemp is prohibited, while in others sale or possession is prohibited except for medical purposes.

There is a limited legitimate use of the drug in medicine, principally in the form of extracts. The abuse of this drug in the United States consists principally in the smoking thereof, in the form of cigarettes, for the narcotic effect. This abuse of the drug is noted particularly among the Latin-American or Spanish-speaking population. The sale of cannabis cigarettes occurs to a considerable degree in States along the Mexican border and in cities of the Southwest and West, as well as in New York City and, in fact, wherever there are settlements of Latin Americans.

A great deal of public interest has been aroused by newspaper articles appearing from time to time on the evils of the abuse of marihuana, or Indian hemp, and more attention has been focused upon specific cases reported of the abuse of the drug than would otherwise have been the case. This publicity tends to magnify the extent of the evil and lends color to an inference that there is an alarming spread of the improper use of the drug, whereas the actual increase in such use may not have been inordinately large. However, there can be no doubt of the definite existence of the evil in greater or less degree in certain localities, and the Federal Narcotic Bureau has been soliciting the enactment of suitable laws in all of the States to control the growth, sale, and use of the drug. In at least one State—Texas—where a new narcotic law was recently enacted, the local authorities immediately began to cause all growing plants of Indian hemp to be destroyed.

It is possible that quantities of this drug are introduced into the southwestern part of the United States from Mexico, and enforcement officers have received information that supplies of the drug are introduced into the city of New York by members of crews of vessels arriving from South American, Mexican, and Cuban ports. However, because of the growth of Indian hemp within the United States, it is believed that the total quantities smuggled into the country can not be very large. With the curtailment of the domestic supply, due to the enactment and enforcement of State control measures, it may be-
come necessary to adopt more stringent Federal legislation against importation of Indian hemp.

Persons addicted to the use of *Cannabis sativa* will be able to obtain treatment for cure of the habit at the two United States narcotic farms to be established under the law approved January 19, 1929.

8. Other Drugs to Which The Hague and Geneva Conventions Apply.

**INTERNAL CONTROL OF LEGITIMATE TRAFFIC**

The basis of internal control remains the same as previously reported, but the description thereof will be repeated for convenient reference:

The importation, manufacture, sale, and dispensing of narcotic drugs and preparations thereof for proper purposes is authorized through a system of registration of all persons or firms dealing therein commercially or professionally. The system is the same for all opium products and for coca leaves, cocaine, and preparations thereof. The internal revenue law (act of December 17, 1914, as amended) provides for the assessment and collection of annual taxes from persons or firms so handling narcotic drugs and requires registration and payment of tax in one or more of five different classes, defined as follows:

**Class 1.**—Importers, manufacturers, producers, and compounders: There were 263 registrants in this class on June 30, 1931. As will be hereafter shown, however, very few of this number import opium and coca leaves and extract alkaloids therefrom, the majority merely performing, upon narcotic drugs purchased from the few factories that extract alkaloids, an additional manufacturing operation. The importer, manufacturer, producer, or compounder attaches commodity-tax stamps to each package, depending upon content, upon removal from customs custody, or from his premises, as the case may be. The possession of taxable narcotic drugs or preparations by persons not registered, unless such drugs or preparations have been obtained from a registered dealer in pursuance of a prescription issued for legitimate medical purposes by a registered practitioner (the labels on the container so to indicate), or unless obtained directly from the attending registered practitioner for legitimate medical purposes, is prima facie evidence of criminal liability under the law.

**Class 2.**—Wholesale dealers: There were 1,605 registrants in this class on June 30, 1931. These dealers are defined as persons or firms selling or offering for sale narcotic drugs and preparations in the original tax-stamped packages, exclusive of importers, manu-
facturers, producers, and compounders selling or offering for sale packages of their own stamping.

Class 3.—Retail dealers: There were 53,227 registrants in this class on June 30, 1931. These dealers are defined as persons or firms selling or dispensing narcotic drugs and preparations from original stamped packages; that is, druggists filling prescriptions for narcotic drugs and preparations. Many of these dealers are also registered in class 5 and some are also registered in class 2.

Class 4.—Physicians, dentists, veterinary surgeons and other practitioners lawfully entitled to distribute, dispense, give away, or administer narcotic drugs and preparations to patients upon whom they in the course of their professional practice are in attendance: There were 149,025 registrants in this class on June 30, 1931. The use by a patient of narcotic drugs is controlled by the attending practitioner, who is responsible for the use of all narcotic drugs or preparations dispensed in the case either directly or by prescription.

Class 5.—Manufacturers, producers, compounders, and vendors of preparations and remedies not subject to commodity tax because of low narcotic content: Such preparations are those containing not more than 2 grains (0.457 per cent) of opium, or 1 grain (0.229 per cent) of codeine, or 1/4 grain (0.057 per cent) of morphine, or 1/8 grain (0.029 per cent) of heroin to the ounce, and they may be sold only for medical purposes. There were 128,757 registrants in this class on June 30, 1931, but this number includes persons or firms also registered in one or more of the other classes.

All registrants in classes 1 and 2 are required to submit monthly returns respectively of all importations, purchases, sales, or transfers, and goods remaining on hand with respect to taxable narcotic drugs, and these returns are carefully checked. All sales or transfers of taxable narcotic drugs are required to be made pursuant to an official order form which must be prepared in duplicate by the vendee or transferee, who must be duly registered and who submits the original order form to the vendor or transferor before the narcotics can be legally sold or transferred. Each party to the transaction is required to retain his copy of the order form for a period of two years, subject to inspection by an authorized Government officer.

Exception to this requirement of an official order form is made in cases where the sale is by a druggist pursuant to a medical prescription of a duly registered practitioner, or where the sale is made or the drug is administered directly, in the course of professional practice, by a duly registered practitioner. Prescriptions for narcotic drugs are required to be kept by the retail dealer (druggist) for a period of two years subject to inspection by an authorized Govern-
ment officer, and the practitioner is required to keep a record of narcotic drugs directly dispensed by him to a patient, except such as are directly dispensed by him while in personal attendance on the patient. Untaxed narcotic preparations (that is, those containing not more than 2 grains of opium, or not more than 1 grain of codeine, or not more than \( \frac{1}{8} \) grain of heroin, or not more than \( \frac{1}{4} \) grain of morphine, to the ounce) may be sold without reference to an official order form, but only for medical purposes.

There are four firms which import crude opium principally for the purpose of extracting alkaloids therefrom for sale for medical purposes. The names and addresses of these firms are as follows:

Merck & Co. (Inc.), Rahway, N. J.
Mallinckrodt Chemical Works, St. Louis, Mo.
New York Quinine & Chemical Works (Inc.), Brooklyn, N. Y.
Hoffmann-La Roche (Inc.), Nutley, N. J.

The last-named firm usually imports a small quantity of crude opium for the purpose of manufacturing their specialty, Pantopon.

There are two firms which import coca leaves for the purpose of producing cocaine therefrom, and one firm which imports a small supply of coca leaves for the purpose of manufacturing therefrom a medicinal extract which does not contain cocaine. The names and addresses of these firms are as follows:

Merck & Co. (Inc.), Rahway, N. J.
Maywood Chemical Works, Maywood, N. J.

The first two firms above mentioned import coca leaves from which they extract cocaine, while the last-named firm imports the leaves for the purpose of manufacturing the extract mentioned. No such extract was manufactured during the calendar year 1931. It will be seen that one of the firms mentioned—Merck & Co. (Inc.)—also imports opium for the purpose of manufacturing alkaloids therefrom for medicinal purposes. The Maywood Chemical Works is also permitted to import additional supplies of coca leaves for the purpose of manufacturing therefrom a nonnarcotic flavoring extract, but all cocaine, ekgonine, and salts, derivatives, and preparations from which cocaine or ekgonine may be made, contained in such additional supplies of coca leaves, are destroyed under the supervision of a personal representative of the Commissioner of Narcotics in the manner previously described.

There are three firms which import comparatively small quantities of crude opium for the purpose of manufacturing medicinal opium, tinctures and extracts therefrom. These firms do not extract alkaloids from opium but manufacture tablets and pharmaceutical prep-
arations from alkaloids which they purchase from the factories which extract alkaloids from the crude opium. The names and addresses of these three firms are as follows:

Parke, Davis & Co., Detroit, Mich.
Eli Lilly & Co., Indianapolis, Ind.

No manufacturer is limited by law or regulation to the manufacture of any particular derivative of opium or coca leaves, but no manufacturer may produce heroin. In commercial practice, however, the distribution of manufacturing operations is as above stated.

Of the remaining registrants in class 1, some manufacture only one or two special medicinal preparations and many are primarily retail druggists who manufacture for their own trade tincture of opium and other standard narcotic preparations easily compounded.

MEDICINAL OPIUM

No medicinal opium is permitted to be imported or brought into the United States. The figures for production and sale of medicinal opium and other opium derivatives by each manufacturer are not given. Individual data being obtained for administrative purposes only, but combined figures showing total production and sale are included under this and other appropriate subheadings.

On January 1, 1931, importing manufacturers had in their possession 62,647 ounces of opium in the form of medicinal opium, or in process of remanufacture into other opium products. This quantity, together with the 98,141 ounces of medicinal opium produced and the 57,695 ounces of opium represented by the tinctures and extracts produced from crude opium, made a total of 218,483 ounces available for use. Of this quantity, 129,853 ounces were sold, principally to other manufacturers for further use in manufacturing; 296 ounces were represented by products exported, 24,395 ounces were used in the manufacture of exempt preparations of negligible narcotic content as elsewhere described in this report; 4,132 ounces were lost in the various processes of remanufacture during the year; 53 ounces were lost by breakage, etc., and 59,754 ounces remained in possession of the importing manufacturers, either in the form of medicinal opium or in process of remanufacture into other opium products.

Little medicinal opium is used for scientific purposes, and practically all quantities consumed as medicine are in combination with other (nonnarcotic) drugs. The sale, use, and possession of medicinal opium are regulated in the same manner as the sale, use, and possession of morphine and preparations thereof.
All exports coming under the heading of opium consist of medicines containing opium, and opium in granulated and powdered form. The low opium content of the medicines exported is evidenced by the following statistics:

**Granulated and powdered opium and preparations containing opium exported from the United States, January 1, 1931, to December 31, 1931, by countries**

<table>
<thead>
<tr>
<th>Country of destination</th>
<th>Net quantity of opium (Ounces)</th>
<th>Quantity of product exported (Ounces)</th>
<th>Country of destination</th>
<th>Net quantity of opium (Ounces)</th>
<th>Quantity of product exported (Ounces)</th>
</tr>
</thead>
<tbody>
<tr>
<td>British Honduras</td>
<td>35</td>
<td>340</td>
<td>India</td>
<td>2</td>
<td>306</td>
</tr>
<tr>
<td>British West Indies</td>
<td>10</td>
<td>8</td>
<td>Netherland West Indies</td>
<td>7</td>
<td>62</td>
</tr>
<tr>
<td>Canada</td>
<td>9</td>
<td>351</td>
<td>Nicaragua</td>
<td>19</td>
<td>192</td>
</tr>
<tr>
<td>Colombia</td>
<td>126</td>
<td>1,238</td>
<td>Panama</td>
<td>10</td>
<td>176</td>
</tr>
<tr>
<td>Cuba</td>
<td>12</td>
<td>16</td>
<td>Salvador</td>
<td>3</td>
<td>38</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>5</td>
<td>36</td>
<td>Venezuela</td>
<td>7</td>
<td>59</td>
</tr>
<tr>
<td>Ecuador</td>
<td>1</td>
<td>12</td>
<td>Total</td>
<td>368</td>
<td>3,567</td>
</tr>
<tr>
<td>Haiti</td>
<td>64</td>
<td>408</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Honduras</td>
<td>31</td>
<td>349</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**MORPHINE**

Morphine and all salts, derivatives, preparations, admixtures, etc., thereof are forbidden by law to be imported or brought into the United States.

In recording and reporting manufacturing operations the quantity used in extraction of alkaloids is stated, but the particular alkaloid or its salt which is proposed to be produced is not always known and consequently is not indicated at the time, although it is completely reported when production is finished.

Manufacturers producing and marketing morphine as such had on hand at the beginning of the year a total of 15,136 ounces of this drug in its various forms, mostly the sulphate. There were produced during the year 106,249 ounces, of which 9,192 ounces were the refined alkaloid, 92,486 ounces were in the form of morphine sulphate, 2,007 ounces were morphine hydrochloride, 790 ounces were morphine acetate, 1,651 ounces were morphine hydrobromide, 18 ounces were morphine meconate, and 105 ounces were apomorphine. These figures include only morphine manufactured for sale as such and not for conversion into codeine or dionin.

Of the 121,385 ounces of such morphine available to these manufacturers during the year, 90,923 ounces were sold in the domestic trade, principally to the manufacturers of pharmaceutical products; 1,720 ounces were exported direct by the manufacturers thereof; 318 ounces represent losses in process of remanufacture and packing; and 28,424 ounces were reported on hand at the end of the year.
Manufacturers producing and marketing dionin as such had on hand at the beginning the year 2,486 ounces of this drug and produced 12,630 ounces during the year. Of the 15,116 ounces thus available to them, 12,224 ounces were sold in the domestic trade, principally to the manufacturers of pharmaceutical products; 4 ounces were exported directly by the manufacturers thereof; 121 ounces were lost in process of remanufacture and packing; and 2,767 ounces were reported on hand at the end of the year.

The sales of opium in its various forms and of opium alkaloids during the year by the manufacturers producing direct from crude opium are shown in the following table. The products thus reported as sold were either manufactured during the year or taken from stocks previously reported as produced for sale.

Sales of opium and opium alkaloids by manufacturers producing direct from crude opium, year ended December 31, 1931

<table>
<thead>
<tr>
<th>Product</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opium</td>
<td>8,115.8</td>
</tr>
<tr>
<td>Morphine</td>
<td>90,923.0</td>
</tr>
<tr>
<td>Codeine</td>
<td>164,056.0</td>
</tr>
<tr>
<td>Dionin</td>
<td>12,224.0</td>
</tr>
<tr>
<td>Other opium derivatives</td>
<td>8,890.0</td>
</tr>
</tbody>
</table>

The foregoing are the original sales of products resulting direct from crude opium and represent the additional quantities of such products made available by the manufacturers thereof to the general pharmaceutical and medicinal trade during the year. Practically all such sales were made to manufacturers of pharmaceutical preparations and to wholesale dealers selling directly to retail druggists, physicians, hospitals, etc.; very few sales of morphine, codeine, etc., are made directly by the manufacturers thereof to customers of wholesale dealers. This is the commercial practice and is not the result of any requirement of the law. The drugs sold to pharmaceutical manufacturers are subsequently subjected to further manufacture, in which processes manufacturing losses are sustained and the quantity of drugs thereby diminished before becoming available for consumption. The quantities of opium and its derivatives sold by all manufacturers as a unit; i.e., all sales by manufacturers after excluding sales by one manufacturer to another for remanufacturing purposes, will more nearly indicate the consumption requirements of the population. Statistics indicating these quantities for the year are given below.

\[^1\text{Includes granulated, powdered, denarcotized, deodorized, medicinal, gum, and such tinctures and extracts as are made direct from crude opium.}\]
Opium, opium derivatives, and taxable preparations of opium and opium derivatives purchased within the United States from all manufacturers, year ended December 31, 1931

Opium \(1\) __________________________ pounds (avoirdupois) __ 5,129.19
Morphine ______________________________ ounces __ 89,228.00
Codeine \(\ldots\) do __ 134,825.00
Dionin \(\ldots\) do __ 4,152.00
Other opium derivatives \(\ldots\) do __ 7,109.00

Not all of the above sales, however, represent purchases by registrants dispensing to the consumer, since a portion of these drugs went into building up stocks in the possession of wholesale dealers, and a small portion represents exports by wholesale dealers. In some instances, however, the above figures of sales should be augmented by the extent to which wholesale dealers’ stocks of the particular drug have been depleted during the year, after deducting from such decrease the amounts of such drugs exported by wholesale dealers, in order to arrive at more accurate consumption requirements. The quantities of the various drugs in the possession of wholesale dealers at the beginning and end of the year, and the quantities by which their stocks were either increased or decreased during the year, are shown in the following table:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Opium (1)</td>
<td>2,994</td>
<td>2,742</td>
<td>252</td>
<td>226</td>
</tr>
<tr>
<td>Morphine</td>
<td>33,691</td>
<td>31,966</td>
<td>3,889</td>
<td>47</td>
</tr>
<tr>
<td>Codeine</td>
<td>38,706</td>
<td>42,586</td>
<td>3,880</td>
<td>47</td>
</tr>
<tr>
<td>Heroin</td>
<td>890</td>
<td>463</td>
<td>424</td>
<td>424</td>
</tr>
<tr>
<td>Dionin</td>
<td>1,295</td>
<td>1,308</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Other opium derivatives</td>
<td>1,517</td>
<td>1,446</td>
<td>71</td>
<td>71</td>
</tr>
</tbody>
</table>

\(1\) Includes granulated, powdered, denarcotized, deodorized, medicinal, gum, opium in tinctures and extracts, and miscellaneous opium preparations.

Taking into consideration the exports of such drugs by wholesale dealers and the above statistics of stocks and sales, the consumption requirements for the various drugs during the year would appear to be as follows:

\(2\) Includes granulated, powdered, denarcotized, deodorized, medicinal, gum, opium in tinctures and extracts, and miscellaneous opium preparations.
Opium, opium derivatives, and taxable preparations of opium and opium derivatives purchased within the United States by registrants dispensing to consumers, year ended December 31, 1931

Opium \(^1\) ........................................ pounds (avoirdupois)  5,357.4  
Morphine .......................................................................... 90,648.0  
Codeine ............................................................................. 130,737.0  
Heroin .................................................................................. 263.0  
Dionin ................................................................................. 4,134.0  
Other opium derivatives .......................................................... 7,180.0  

Very little pure morphine is exported from the United States. Practically all morphine exported is contained in pills, tablets, preparations, mixtures, and other pharmaceutical forms. Separate statistics are available for (1) morphine and pharmaceutical products containing morphine, (2) the same for heroin, and (3) the same for dionin (ethylmorphine hydrochloride). The figures for heroin are hereinafter included under that heading and figures for morphine and dionin are given below for the years ended December 31, 1928, 1929, 1930, and 1931, by countries, to indicate increases and decreases.

Morphine and preparations thereof exported from the United States, years ended December 31, 1928, 1929, 1930, and 1931, by countries

[Exclusive of preparations containing not more than one-fourth grain of morphine per ounce]

<table>
<thead>
<tr>
<th>Country of destination</th>
<th>Net quantity (ounces)</th>
<th>Quantity of products (taxable ounces)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1928</td>
<td>1929</td>
</tr>
<tr>
<td>Australia</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bermuda</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td>British Guiana</td>
<td></td>
<td></td>
</tr>
<tr>
<td>British West Indies</td>
<td>34</td>
<td>67</td>
</tr>
<tr>
<td>Canada</td>
<td>17</td>
<td>12</td>
</tr>
<tr>
<td>Colombia</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Costa Rica</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Cuba</td>
<td>18</td>
<td>64</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Ecuador</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Guatemala</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Haiti</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Honduras</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>India</td>
<td>1</td>
<td>25</td>
</tr>
<tr>
<td>Iran</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Japan</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Netherlands West Indies</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Newfoundland and Labrador</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>New Zealand</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Nicaragua</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Panama</td>
<td>17</td>
<td>25</td>
</tr>
<tr>
<td>Peru</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Salvador</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Union of South Africa</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Venezuela</td>
<td>30</td>
<td>36</td>
</tr>
<tr>
<td>West Africa</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>273</td>
<td>363</td>
</tr>
</tbody>
</table>

\(^1\) Includes granulated, powdered, denarcotized, deodorized, medicinal, gum, opium in tinctures and extracts, and miscellaneous opium preparations.
### Dionin and preparations thereof exported from the United States, years ended December 31, 1928, 1929, 1930, and 1931, by countries

[Exclusive of preparations containing not more than one-fourth grain of dionin per ounce]

<table>
<thead>
<tr>
<th>Country of destination</th>
<th>Net quantity (ounces)</th>
<th>Quantity of products (taxable ounces)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1928</td>
<td>1929</td>
</tr>
<tr>
<td>British West Indies</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Canada</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Columbia</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Haiti</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Honduras</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Newfoundland and Labrador</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

### HEROIN

No heroin is permitted to be imported or brought into the United States. As stated in previous reports, an act was approved June 7, 1924, prohibiting the importation of opium for the purpose of manufacturing heroin. There was on hand, of course, a supply of heroin at that time which was not affected by this act; but shortly after the passage of the act, manufacturers discontinued the production of heroin from opium or morphine or other opium derivatives, even though such opium or its derivatives had been imported or manufactured prior to June 7, 1924. No opium or morphine was used during 1931 for manufacturing heroin and the manufacturers of alkaloids have now no stock of heroin on hand, although there are small supplies in some cases in the hands of pharmaceutical manufacturers, wholesale dealers, and retail druggists from which isolated sales may be made from time to time for special medical or scientific purposes, such sales not being prohibited. No heroin was exported from the United States during the calendar year 1931 nor the previous year, either as such or in medicinal preparations. During the calendar year 1928 1 ounce of heroin, contained in 224 taxable ounces of medicinal preparations, was exported to Costa Rica, and during the calendar year 1929 1 ounce, contained in 24 ounces of medicinal preparations, was exported to Canada.

Due to the act of June 7, 1924, prohibiting the importation of opium for the purpose of manufacturing heroin, and to the substitution of other drugs for heroin, there were not any sales of heroin during the year 1931 by parties who theretofore had manufactured the drug. The sales of heroin as such, and in taxable preparations, by pharmaceutical manufacturers and wholesale dealers to dispensing professions (medical practitioners and druggists) amounted to 263 ounces in 1931. Attention is again invited to the fact that the substitution
for heroin of larger quantities of morphine and codeine to achieve the same medicinal effect necessarily increases the total amount of crude opium required to be imported for medicinal purposes, as the potential yield of morphine or codeine is practically the same as the potential yield of heroin from a given quantity of crude opium.

COCAINE

As previously stated, the coca plant is not grown in the United States. Neither cocaine, refined cocaine, nor its salts or any preparation containing cocaine is permitted to be imported into the United States, the medicinal need for cocaine being met by domestic manufacture from crude coca leaves imported by the two manufacturers hereinbefore mentioned. Crude cocaine is not produced by manufacturers, practically all cocaine manufactured being in hydrochloride form.

Importing manufacturers had on hand at the beginning of the year 5,829 ounces of cocaine in its various forms, mostly the hydrochloride. This, together with the 34,095 ounces produced during the year, made a total of 39,924 ounces available. Of this quantity, 31,728 ounces were sold by these manufacturers to pharmaceutical manufacturers, wholesale dealers, retail dealers and practitioners; 26 ounces were exported direct by the manufacturers thereof; and 108 ounces represent losses in the processes of remanufacture, packing, and handling. There were 8,062 ounces on hand in the possession of these manufacturers at the end of the year.

It will be observed that the production of 34,095 ounces of cocaine and its salts during 1931 is 5,926 ounces more than the quantity produced in 1930, which amounted to 28,169 ounces. The quantity sold during 1931 by manufacturers extracting the alkaloids and salts and marketing them as such, which amounted to 31,728 ounces, is 801 ounces more than the 30,927 ounces reported sold by these same manufacturers during 1930.

The sales of cocaine in its various forms during the year by all manufacturers, both importing and pharmaceutical, amounted to 32,415 ounces. When this figure of sales is adjusted by adding the quantity of cocaine by which the stocks of wholesale dealers were decreased during the year, amounting to 1,022 ounces, and deducting the 61 ounces of cocaine in the preparations exported by wholesale dealers during the year, the resulting quantity of 33,376 ounces will approximately represent the year’s consumption requirements for cocaine.

Very little pure cocaine is exported. Statistics showing the quantities of cocaine exported with the quantity of products in which
contained are given below for the years ending December 31, 1928, 1929, 1930, and 1931, by countries of destination. These figures show all exports of cocaine and cocaine preparations.

Cocaine and preparations containing cocaine exported from the United States, years ended December 31, 1928, 1929, 1930, and 1931, by countries

<table>
<thead>
<tr>
<th>Country of destination</th>
<th>1928</th>
<th>1929</th>
<th>1930</th>
<th>1931</th>
<th>1928</th>
<th>1929</th>
<th>1930</th>
<th>1931</th>
</tr>
</thead>
<tbody>
<tr>
<td>Australia</td>
<td>13</td>
<td>15</td>
<td>13</td>
<td>5</td>
<td>886</td>
<td>1,700</td>
<td>625</td>
<td>50</td>
</tr>
<tr>
<td>Bermuda</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>10</td>
<td>16</td>
<td>9</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>British Honduras</td>
<td>11</td>
<td>4</td>
<td>5</td>
<td>882</td>
<td>287</td>
<td>332</td>
<td>144</td>
<td></td>
</tr>
<tr>
<td>British West Indies</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>37</td>
<td>86</td>
<td>157</td>
<td>48</td>
<td></td>
</tr>
<tr>
<td>Canada</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>70</td>
<td>50</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Chile</td>
<td>33</td>
<td>4</td>
<td>4</td>
<td>12</td>
<td>88</td>
<td>137</td>
<td>102</td>
<td>16</td>
</tr>
<tr>
<td>Colombia</td>
<td>1</td>
<td>2</td>
<td>5</td>
<td>2</td>
<td>5,664</td>
<td>11,608</td>
<td>9,186</td>
<td>7,929</td>
</tr>
<tr>
<td>Costa Rica</td>
<td>1</td>
<td>2</td>
<td>5</td>
<td>2</td>
<td>46</td>
<td>43</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cuba</td>
<td>10</td>
<td>4</td>
<td>1</td>
<td>1</td>
<td>144</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Dominican Republic</td>
<td>133</td>
<td>114</td>
<td>72</td>
<td>14</td>
<td>12,302</td>
<td>7,832</td>
<td>6,982</td>
<td>1,441</td>
</tr>
<tr>
<td>Haiti</td>
<td>1</td>
<td>10</td>
<td>6</td>
<td>1</td>
<td>25</td>
<td>120</td>
<td>28</td>
<td>8</td>
</tr>
<tr>
<td>Honduras</td>
<td>4</td>
<td>11</td>
<td>1</td>
<td>1</td>
<td>6</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hong Kong</td>
<td>8</td>
<td>9</td>
<td>1</td>
<td>1</td>
<td>40</td>
<td>45</td>
<td>40</td>
<td>8</td>
</tr>
<tr>
<td>Newfoundland and Labrador</td>
<td>6</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>261</td>
<td>20</td>
<td></td>
<td></td>
</tr>
<tr>
<td>New Zealand</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>124</td>
<td>170</td>
<td>15</td>
<td>2</td>
</tr>
<tr>
<td>Nicaragua</td>
<td>28</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>35</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Panama</td>
<td>8</td>
<td>8</td>
<td>1</td>
<td>1</td>
<td>700</td>
<td>21</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Peru</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>40</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Union of South Africa</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>35</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Venezuela</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>40</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>264</td>
<td>195</td>
<td>126</td>
<td>61</td>
<td>21,370</td>
<td>22,394</td>
<td>17,755</td>
<td>10,611</td>
</tr>
</tbody>
</table>


Results of enforcement of the penal provisions of the narcotic drugs import and export act and the Federal internal revenue laws imposing taxes with reference to the traffic in narcotic drugs during the year ended December 31, 1931, are as follows:

Narcotic drugs import and export act, January 1, 1931, to December 31, 1931

Criminal violations reported.................................................. 81
Cases presented for prosecution.............................................. 51
Defendants involved............................................................. 40
Convictions............................................................................... 35
Acquittals................................................................................. 2
Per cent convicted...................................................................... 95
Penalties:
Aggregate sentences imposed.................................................... 111 yrs., 8 mos., 5 days
Total fines imposed...................................................................... $85,419
Number of vessels upon or in connection with which narcotic drugs were seized on account of failure to manifest.......................... 39
Amount of penalties assessed against such vessels........................ $391,346.61
Amount of penalties collected.................................................. $12,741.18

1 A statute places a liability upon the master or owner of a vessel in the amount of $25 per ounce for each ounce of smoking opium discovered on board the vessel which has not...
Federal Internal Revenue Narcotic Laws, January 1, 1931, to December 31, 1931

Persons reported for criminal violations:
- Federal cases: 4,534
- Joint cases: 501

Persons tried in courts:
- Federal cases:
  - in Federal courts: 2,615
  - in State courts: 277
- Joint cases:
  - in Federal courts: 354

Persons convicted:
- Federal cases:
  - in Federal courts: 2,519
  - in State courts: 264
- Joint cases:
  - in Federal courts: 345

Persons acquitted:
- Federal cases:
  - in Federal courts: 96
  - in State courts: 13
- Joint cases:
  - in Federal courts: 9

Percentage of convictions:
- Federal cases:
  - in Federal courts: 96.33%
  - in State courts: 95.31%
- Joint cases: 97.46%

Penalties:
- Aggregate sentences imposed:
  - Federal cases in Federal courts: 8,901 yrs. 1 mo. 26 days
  - Federal cases in State courts: 308 yrs. 7 mos. 7 days
  - Joint cases in Federal courts: 657 yrs. 9 mos. 12 days

- Total fines imposed:
  - Federal cases in Federal courts: $140,210.53
  - Federal cases in State courts: $12,934.00
  - Joint cases in Federal courts: $10,369.85

- Cases compromised: 350
- Total amount accepted in cases compromised: $48,254.50

This penalty automatically attaches, except that the master or owner of a vessel used as a common carrier shall not be liable to the penalty if it appears that either the master nor any of the officers nor the owner knew, and could not, by the exercise of the highest degree of care and diligence, have known, that smoking opium was on board. A further provision of the customs laws gives to the owner or master of the vessel the right to file with the Secretary of the Treasury a petition setting forth any facts which in the judgment of the latter official should warrant relief being granted from the assessment of the full penalty; that is, $25 per ounce. The purpose of this provision is to grant to a master or owner equitable relief when it is clearly shown that they have exercised every precaution to prevent the bringing aboard, by passengers or members of the crew, of smoking opium intended for illegal introduction into the United States. Hence the penalties finally collected are but a small part of the penalties as originally assessed, due to the showing made by and on behalf of masters and owners of preventive measures taken by them. The sum of penalties collected, $12,741.18, does not necessarily apply solely to assessments made against masters or owners of vessels during the year 1931, but the period required to settle these cases frequently extends beyond a year and a number of cases in which penalties were incurred during 1931 have not yet been finally settled. In addition to the 350 cases in which compromises were accepted, 14 cases involving tax liability were closed on payment of taxes and penalties amounting to $1,083.13. Cases described as "Joint" cases are those made by Federal and State officers working in cooperation with each other, the evidence being retained by or delivered to Federal officers for prosecution in Federal courts under Federal Narcotic Laws.
The foregoing division of statistics of cases under the two principal Federal narcotic laws is approximately correct, although in a number of indictments under the internal revenue narcotic laws there were included charges against the same defendants for violations of the narcotic drugs import and export act. There is no special separately organized national force of customs officers engaged exclusively in investigating and detecting violations of the narcotic drugs import and export act. Customs enforcement officers investigate violations of this act in connection with their general duty of enforcing all customs laws. The enforcement statistics with reference to the narcotic drugs import and export act reflect, in substance, the activities of customs enforcement officers, while those under Federal internal revenue narcotic laws reflect generally the activities of the Federal internal revenue narcotic officers, of whom an average number of 271 were engaged in such activities during the calendar year 1931. However, the two enforcement branches cooperate in the discovery and prevention of attempted illicit introduction of narcotic drugs into the United States, and it is difficult to draw a line of demarcation between the activities of said branches in the enforcement of the narcotic drugs import and export act.

Special efforts were made, in accordance with a policy which has previously been explained, to solicit the cooperation of State authorities in accepting responsibility for the investigation and prosecution of cases involving illicit retail transactions in narcotic drugs. Of the 5,035 cases of violations reported, 501 were made by State and Federal officers in cooperation with each other, but which, due to local conditions, were prosecuted in Federal courts. On the other hand, it was possible to transfer for State prosecution a number of the cases made during the year by Federal internal revenue narcotic enforcement officers, so that of the 3,246 persons reported in the above statistical table as tried in courts, 277 were persons reported for violation by Federal officers but tried in State courts, and of this number 264 were convicted and 13 were acquitted. There were imposed upon the 264 persons convicted sentences of imprisonment for periods aggregating 308 years 7 months and 7 days and fines aggregating $12,934.

Statistical data were obtained of the results of narcotic law enforcement activity during 1931 of State officers, acting more or less independently of Federal enforcement officers, in four States, i.e., California, New York, Ohio, and Pennsylvania, in addition to similar data representing the result of enforcement effort of municipal officers in the cities of Philadelphia and New York (not included in the figures hereinafter stated for State enforcement in Pennsylvania and New York, respectively), and of Chicago and Detroit. In the four large cities mentioned there is a special squad
or detail of police or detectives which devotes special attention to
the enforcement of either the State narcotic law or the municipal
narcotic ordinances. It will be recalled, from the previous reports,
that many State enforcement officers collaborate with Federal offi­
cers in the investigation of illicit narcotic traffic, but the following
statistical tables reflect the result of enforcement activity in the
States or cities mentioned to a greater or less extent independent of
Federal participation, except where noted in the respective ex­
planatory statements.

California

Number of cases pending January 1, 1931 _____________________________ 115
Number of cases tried in courts or turned over to other agencies 1, 215
Number of convictions with jail sentences_____________________________ 377
Number of suspended sentences, parole, probation_______________________ 143
Number of dismissals and acquittals ........................................... 331
Number of female addicts sent to hospitals ______________________________ 28
Number of male addicts sent to hospitals ______________________________ 88
Number of cases turned over to other agencies __________________________ 78
Number of cases turned over to Federals ______________________________ 44
Number of cases pending__________________________ 126
Penalties:
Aggregate sentences imposed........................................... 304 years and 7 months.
Total fines imposed_____________________________ $5,260.

TREATMENT OF NARCOTIC-DRUG ADDICTS

Number of male addicts treated at the Spadra Institution during 1931 167
Number of male addicts released on parole during 1931 _______ 128
Number of male addicts honorably discharged during 1931 _______ 27
Number of males recurring to drugs during 1931 ______________ 51
Average age of male inmates during 1931 _____________________________ 37 years.
Number of female addicts treated at the Patton Hospital during 1931 25
Average age of female inmates during 1931 ____________________________ 37 years.

New York

During the calendar year 1931 there was only one arrest made for violation
of the State narcotic drug law, but the case is still pending court action.

1 Addicts are committed to the hospital at Spadra (males only) for eight months at
least. When the medical superintendent approves a job or other means of liveli­
hood is shown to be procured, they are released on probation for the remainder of 24
months. Each month they report to a guardian, who reports to the probation officer, and
they are physically examined frequently as a further check. If they have remained free
from the habit and have made an otherwise good record, they receive an honorable dis­
charge at the end of two years. The number honorably discharged during 1931 refers to
those paroled about 14 months previously, or in 1930 and 1929, as their periods overlap.
Some of those paroled in 1931 could be discharged before 1932.

This does not apply to recurrences, as they may recur the day they are discharged.

1 Female addicts are sent for treatment to the Patton State Hospital, Patton, San
Bernardino, Calif. These addicts are not paroled but are discharged after a minimum
period of eight months' treatment. At the present time there is no follow-up work done
on female addicts.
New York City

Number of arrests by local police, acting independently 1,261
Number of arrests by local police, cooperating with Federal officers 114
Number of arrests by local police of addicts committed to Workhouse Hospital 17
Number of arrests by local police of addicts sent to Metropolitan Hospital 342

Total 1,888

Convictions:
Of all cases tried and disposed of in State courts, 95 per cent resulted in convictions; 5 per cent in dismissals.

Bail forfeitures 5
Suspended sentences 78
Suicides 1
Deaths 3
Probations 10
Paroles 1
Delivered to other authorities 5
Placed under observation 2
Dismissed on own recognizance (may be reopened at any time) 4

Penalties:
As to "total penalties imposed, including aggregate sentences," this is impossible to give, all sentences to the New York County Penitentiary being for indeterminate periods. After sentence to the penitentiary, the parole board investigates each case and determines the duration of each term and sets date of release. Sellers of narcotics are usually not released until they have served from two and one-half to three years.

Fines of $25 67
Fines of $20 11
Fines of $100 1
Total fines imposed $1,995

The fines represent Chinese arrested and convicted, for the most part, for smoking opium.

Ohio

Number of narcotic inspections made 3,287
Number of criminal violations reported (estimated) 48
Number of persons tried in courts 10
Number of persons convicted 10

Penalties:
Aggregate sentences imposed None.
Total fines imposed 1,860

¹ These represent arrests in cases wherein local police and Federal narcotic officers worked conjunctively. These cases are, or will, be prosecuted in the Federal courts and have been included in a previous table of enforcement statistics herein entitled "Federal Internal Revenue Narcotic Laws, January 1, 1931, to December 31, 1931."

² Section 12673 of the Code of Laws of the State of Ohio provides that one-half of the fines be paid to the State division of foods and dairies, to be paid into the State treasury, and the remaining one-half to be paid into the treasury of the township or municipality in which prosecution was had.
**Pennsylvania**

| Number of criminal violations reported | 41 |
| Number of persons tried in courts | 22 |
| Number of persons convicted | 22 |
| Penalties: | |
| Aggregate sentences imposed | 23 years and 3 months. |
| Total fines imposed | $3,352 |

**City of Philadelphia**

| Number of criminal violations reported | 107 |
| Number of persons tried in courts | 105 |
| Number of persons convicted | 84 |
| Number of persons acquitted | 21 |
| Penalties: | |
| Aggregate sentences imposed | 93 years. |
| Total fines imposed | $75.00 |

**City of Chicago**

| Number of criminal violations reported | 14 |
| Number of persons tried in courts | 14 |
| Number of persons convicted | 12 |
| Number of persons acquitted | 2 |
| Penalties: | |
| Aggregate sentences imposed | 2 years 4 months and 10 days. |
| Total fines imposed | $88 |
| Arrests for possession of needles, syringes, etc. | 26 |
| Number of persons tried in courts | 26 |
| Number of persons convicted | 20 |
| Number of persons acquitted | 6 |
| Penalties: Convictions for possession of needles, syringes, etc., carried sentences ranging from 10 days' to 6 months' imprisonment. |

**City of Detroit**

| Number of criminal violations reported | 31 |
| Number of persons tried in courts | 24 |
| Number of persons convicted | 17 |
| Number of persons acquitted | 7 |
| Penalties: | |
| Persons sentenced to serve 30 days | 3 |
| Persons sentenced to serve 60 days | 2 |
| Persons sentenced to serve 6 months to 4 years | 1 |
| Persons sentenced to serve 1 year to 4 years | 2 |
| Persons sentenced to serve 1 year, 6 months to 4 years | 3 |
| Persons sentenced to serve 2 years to 4 years | 3 |
| Persons sentenced to serve 2 years to 6 years | 2 |
| Persons sentenced to serve 2 years, 6 months to 5 years | 1 |

Note.—The State narcotic drug act of 1931 was passed in February of that year, but through some misunderstanding it was not put into effect until August, 1931. Therefore, the activities of the city police in narcotic law enforcement prior to August were limited to those of cooperation only in the investigation of violations of the Federal narcotic laws. The first case made under the new State law was on August 17, 1931, and it is for the period from that date to December 31, 1931, that the foregoing statistics are applicable.

1Two persons received sentences of one year probation each.
As a result of a general inquiry made among the field narcotic enforcement officers of the several districts in which the United States is divided for enforcement purposes, a summary of prevailing prices of narcotic drugs in the illicit market has been obtained and compiled in the form of a statistical table which follows. This table represents the prices at which certain narcotic drugs are offered for sale in the various territorial divisions, first in moderate wholesale quantities of one-ounce lots and second in the smaller retail quantities of one grain. These figures are obtained from officers who purchase drugs in the illicit market as a means of obtaining evidence against violators of the law.

Summary of prices of illicit narcotic drugs in wholesale and retail quantities, prevailing as of December 31, 1931

<table>
<thead>
<tr>
<th></th>
<th>Morphine</th>
<th>Heroin</th>
<th>Cocaine</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>per ounce</td>
<td>per grain</td>
<td>per ounce</td>
</tr>
<tr>
<td>Boston</td>
<td>$68-78</td>
<td>$0.50-$0.60</td>
<td>$35-$45</td>
</tr>
<tr>
<td>New York</td>
<td>75</td>
<td>$0.50</td>
<td>$35-$45</td>
</tr>
<tr>
<td>Philadelphia</td>
<td>$85-100</td>
<td>1.00</td>
<td>65-75</td>
</tr>
<tr>
<td>Washington</td>
<td>80-125</td>
<td>1.00</td>
<td>65-75</td>
</tr>
<tr>
<td>Jacksonville</td>
<td>80-100</td>
<td>0.75-1.50</td>
<td>65-75</td>
</tr>
<tr>
<td>Nashville</td>
<td>90</td>
<td>0.75-1.50</td>
<td>65-75</td>
</tr>
<tr>
<td>New Orleans</td>
<td>65-75</td>
<td>0.75-1.50</td>
<td>65-75</td>
</tr>
<tr>
<td>Detroit</td>
<td>70-75</td>
<td>0.50-1.35</td>
<td>65-75</td>
</tr>
<tr>
<td>Chicago</td>
<td>65</td>
<td>0.21-0.70</td>
<td>75</td>
</tr>
<tr>
<td>Minneapolis</td>
<td>75-100</td>
<td>0.75-1.00</td>
<td>65-75</td>
</tr>
<tr>
<td>Kansas City</td>
<td>150-200</td>
<td>1.00</td>
<td>65-75</td>
</tr>
<tr>
<td>San Antonio</td>
<td>45-50</td>
<td>0.50-1.50</td>
<td>65-75</td>
</tr>
<tr>
<td>Denver</td>
<td>1 125</td>
<td>1.50</td>
<td>65-75</td>
</tr>
<tr>
<td>Seattle</td>
<td>135</td>
<td>1.00-1.50</td>
<td>65-75</td>
</tr>
<tr>
<td>San Francisco</td>
<td>85-90</td>
<td>0.20-0.30</td>
<td>65-75</td>
</tr>
</tbody>
</table>

1 None available; rumored price quoted. 2 Little available at prices quoted. 3 None sold.

The quantities of narcotic drugs seized under the narcotic drugs import and export act and under the Federal internal revenue narcotic laws are shown in the tables below:

Seizures at ports and borders under the narcotic drugs import and export act, January 1, 1931, to December 31, 1931

<table>
<thead>
<tr>
<th>Drug</th>
<th>Seized (pounds)</th>
<th>Seized (avoirdupois)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opium, crude</td>
<td>1,079.25</td>
<td>1,079.25</td>
</tr>
<tr>
<td>Opium, smoking</td>
<td>983.30</td>
<td>983.30</td>
</tr>
<tr>
<td>Opium, medicinal</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>Morphine</td>
<td>8,486.00</td>
<td>8,486.00</td>
</tr>
<tr>
<td>Heroin</td>
<td>7,961.00</td>
<td>7,961.00</td>
</tr>
<tr>
<td>Cocaine</td>
<td>13.00</td>
<td>13.00</td>
</tr>
<tr>
<td>Miscellaneous drugs</td>
<td>35.00</td>
<td>35.00</td>
</tr>
</tbody>
</table>
Seizures in the continental United States under the Federal internal revenue narcotic laws, January 1, 1931, to December 31, 1931

Opium, crude----------------------------------------pounds (avoirdupois) 1,983.00
Opium, smoking-------------------------------------do 207.00
Opium, medicinal------------------------------------do 4.00
Morphine--------------------------------------------ounces 2,901.00
Heroin----------------------------------------------do 1,399.00
Cocaine---------------------------------------------do 198.00
Miscellaneous drugs------------------------------------do 67.00

A rough classification can be made of the seizures under the narcotic drugs import and export act as having been made by Federal customs officers and of seizures under the Federal internal revenue narcotic laws as having been made by Federal internal revenue narcotic officers, although this classification will not be accurate for the reason, as previously indicated, that frequently the two services collaborate upon investigations made at ports and borders, and, in some cases, seizures made by either class of officers may be based upon both laws.

After being seized, narcotic drugs are duly confiscated to the United States and, when no longer required for purposes of evidence in any criminal proceeding, are examined to ascertain whether any portion is suitable for medical or scientific use. Small quantities of seized or surrendered narcotics deemed suitable for the purpose were transferred to Federal governmental agencies for current medical use. A larger quantity of seized morphine was transferred to the United States Public Health Service for use in certain scientific studies of the chemistry and pharmacology of the opium alkaloids.

The following supplies of narcotic drugs, being suitable for medicinal and scientific use, were transferred to other governmental departments, for such use, during the calendar year:

<table>
<thead>
<tr>
<th>Drug</th>
<th>Ounces</th>
<th>Grains</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medicinal opium</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Morphine</td>
<td>12</td>
<td>228</td>
</tr>
<tr>
<td>Codeine</td>
<td>1,327</td>
<td>430</td>
</tr>
<tr>
<td>Cocaine</td>
<td>22</td>
<td>412</td>
</tr>
<tr>
<td>Cocaine</td>
<td>2</td>
<td>55</td>
</tr>
<tr>
<td>Other opium alkaloids and derivatives</td>
<td></td>
<td>89</td>
</tr>
</tbody>
</table>

1 Of this quantity, 1,335 ounces represent the total amount transferred to the United States Public Health Service during the year 1931, for use in scientific studies of the chemistry and pharmacology of the opium alkaloids.

Of the remaining stock of accumulated seized narcotic drugs, the major proportion of that quantity as to which there is no longer any possibility of need as evidence in a judicial proceeding was destroyed during the period, and additional quantities have been destroyed during the early part of 1932. Thus, all smoking opium accumulated
prior to or seized during the calendar year 1931 and remaining on hand available for disposition during that year has been destroyed with the exception of one large seizure, which was mentioned in the previous report as having been retained for evidence, which is still on hand. As supplies of such drug currently seized become available for disposition they likewise will be destroyed. Similar action has been or will be taken with respect to supplies of other narcotic drugs in excess of those supplies suitable for retention for medical or scientific purposes.

Statistical tables of narcotic drugs seized by independent enforcement efforts on the part of the four States and four cities which have previously been mentioned as reporting enforcement statistics follow:

**California**

<table>
<thead>
<tr>
<th>Drug</th>
<th>Ounces</th>
<th>Grains</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opium</td>
<td>374</td>
<td>86</td>
</tr>
<tr>
<td>Morphine</td>
<td>52</td>
<td>425</td>
</tr>
<tr>
<td>Cocaine</td>
<td>1</td>
<td>22</td>
</tr>
<tr>
<td>Heroin</td>
<td></td>
<td>26</td>
</tr>
<tr>
<td>Miscellaneous drugs (marihuana, etc.)</td>
<td>6,830</td>
<td>72</td>
</tr>
</tbody>
</table>

**New York**

No seizures reported for the State of New York during the period.

**New York City**

<table>
<thead>
<tr>
<th>Ounces</th>
</tr>
</thead>
<tbody>
<tr>
<td>Opium</td>
</tr>
<tr>
<td>Yen Shee</td>
</tr>
<tr>
<td>Morphine</td>
</tr>
<tr>
<td>Heroin</td>
</tr>
<tr>
<td>Codeine</td>
</tr>
<tr>
<td>Cocaine</td>
</tr>
</tbody>
</table>

**Note.**—The foregoing totals of narcotic drugs were turned over to the property clerk of the police department for destruction after the cases have been disposed of in court.

The New York City police department also cooperated with the Federal customs authorities in bringing about the seizure at New York on April 24, 1931, of approximately 15,675 ounces of crude opium, 7,050 ounces of morphine, and 3,568 ounces of heroin ex S. S. Milwaukee, which seizure is hereinafter included in the statistics of Federal seizures under the narcotic drugs import and export act.

**Ohio**

Paregoric 4 gallons

**Note.**—No disposition has as yet been made of these drugs.

**Pennsylvania**

No seizures reported for the State of Pennsylvania during the period.
City of Philadelphia

No statistics kept as to seizures.

City of Chicago

Morphine .................................. Grains (approximately) 42
Cocaine .................................. do do 6

Note.—These seizures, although made by local police, were turned over to Federal authorities, and are hereinabove included in the statistics of Federal seizures under the Federal internal revenue narcotic laws.

City of Detroit

Grains
Morphine .................................. 160
Cocaine .................................. 300
Marihuana .................................. 23,188

C. MISCELLANEOUS


The Government has no additional information to submit.

11. Other Drugs.

Manufacturers marketing codeine as such had on hand at the beginning of the year 20,554 ounces of this drug in its various forms, mostly the sulphate and phosphate. During the year there were produced 192,049 ounces, of which 20,557 ounces were refined codeine alkaloid, 44,885 ounces were codeine phosphate, 126,521 ounces were codeine sulphate, 85 ounces were codeine hydrochloride, and 1 ounce was apocodeine. Of the 212,603 ounces of codeine available to these manufacturers during the year, 164,056 ounces were sold domestically, principally to the manufacturers of pharmaceutical products, 213 ounces were exported direct by the manufacturers thereof, 177 ounces were lost in the various processes of remanufacture and packing, and 48,157 ounces were reported on hand at the end of the year.

Of the 192,049 ounces of codeine manufactured during the year, 23,848 ounces were natural codeine extracted directly from the opium and 168,201 ounces were produced synthetically from morphine. No portion of this quantity of codeine was derived from the 106,249 ounces of morphine manufactured for sale as such, the codeine synthetically produced representing a quantity of crude opium additional to that used in manufacturing the 106,249 ounces of morphine. Morphin used for the synthetic manufacture of codeine, while of United States Pharmacopoeia standard, is not, prior to being converted into codeine, completed to the finished form of the morphine sold as such. While in theory a given quantity of morphine should produce a slightly greater quantity of codeine, it has been found in practice that it actually produces a considerably smaller quantity, so
that the codeine reported represents a somewhat greater quantity of morphine from which it was produced.

Figures showing sales of codeine have already been given, for convenient comparison, under the subheading "Morphine." Net sales of codeine, represented by quantities purchased from all manufacturers, increased from 124,334 ounces in 1930 to 134,825 ounces in 1931, or an increase of 10,491 ounces.

It will be remembered that codeine, being a derivative of opium, may not lawfully be imported into the United States. The exportation and domestic sale and transfer of codeine are subject to the same control as is morphine or any other derivative of opium. The comparatively small total volume of exports of codeine is shown by the following table:

**Codeine and preparations containing codeine exported from the United States, years ended December 31, 1928, 1929, 1930, and 1931, by countries**

[Exclusive of preparations containing not more than 1 grain of codeine per ounce]

<table>
<thead>
<tr>
<th>Country of destination</th>
<th>Net quantity (ounces)</th>
<th>Quantity of products (taxable ounces)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1928</td>
<td>1929</td>
</tr>
<tr>
<td>Bermuda</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>British Honduras</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>British West Indies</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Canada</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>China</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Colombia</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Costa Rica</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Ceylon</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>12</td>
<td>1</td>
</tr>
<tr>
<td>Haiti</td>
<td>18</td>
<td>13</td>
</tr>
<tr>
<td>Honduras</td>
<td>42</td>
<td>38</td>
</tr>
<tr>
<td>Hong Kong</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>India</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Mexico</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Netherlands West Indies</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Newfoundand and Labrador</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Nicaragua</td>
<td>13</td>
<td>1</td>
</tr>
<tr>
<td>Panama</td>
<td>75</td>
<td>37</td>
</tr>
<tr>
<td>Union of South Africa</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Venezuela</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>171</td>
<td>121</td>
</tr>
</tbody>
</table>

The Government has nothing to report with respect to any other narcotic drugs.

12. Additional Information and Suggestions.

**PER CAPITA CONSUMPTION**

Particular attention is invited to official figures which indicate the consumption for legitimate purposes within the United States of opium, its derivatives, and their salts, during the period.

The per capita consumption of opium is ascertained by converting the quantities of the several opium products consumed to terms of original crude opium on the basis of the average assay of opium
imported and the actual manufacturing yields obtained therefrom, then dividing this equivalency by the officially estimated population of continental and territorial United States—124,511,800. When based on the consumption of medicinal opium, morphine, heroin, and pantopon, a per capita consumption of drugs covered by the International Opium Convention of 1912 representing 2.8006 grains or 181.48 milligrams of opium is indicated.

When the sales of codeine and dionin are also included, there is indicated a per capita consumption of taxable drugs subject to the restrictive provisions of the internal revenue laws of the United States amounting to 5.6502 grains, or 366.13 milligrams.

When the quantities of opium derivatives used in the manufacture of substances not subject either to the International Opium Convention of 1912 or to the taxing and accounting requirements of the internal revenue laws of the United States are similarly included, a per capita consumption of 6.9488 grains, or 450.28 milligrams, is indicated. The latter method represents the nearest approximation to the total per capita consumption of opium in all its forms in the United States during the year which can be made from data available.

The 33,376 ounces of cocaine and its salts sold during the year to registrants dispensing direct to consumers is regarded as the equivalent of 30,028 ounces of cocaine alkaloid. This is the equivalent of 13,137,250 grains and indicates a per capita consumption of 0.1055 grains, or 6.84 milligrams, of cocaine alkaloid during the year.

ARTICLES PUBLISHED BY THE AMERICAN MEDICAL ASSOCIATION ON THE INDISPENSABLE USES OF NARCOTIC DRUGS

There were printed in the Journal of the American Medical Association, in the issues of March 14 to June 6, 1931, inclusive, a series of articles on the indispensable uses of narcotics, each article being written by a medical or surgical practitioner or practitioners familiar with the subject matter of the respective articles. An introductory article by Dr. Morris Fishbein discussed the responsibility of physicians in the dispensing and prescribing of narcotics. The following excerpt is quoted:

The problem of narcotic addiction merits the attention of physicians for many reasons. The control by statute of the prescribing of alcohol, and the definite limitations of the amount prescribed, indicates that the medical profession must do everything possible to minimize the prescribing of narcotics in order to make unnecessary further restrictive measures. Physicians should give more serious consideration to the materia medica, pharmacology, and therapeutics of narcotics.

Physicians may, by the exercise of more thought in practicing, do much to avoid censure in relation to narcotic addiction. They may substitute, whenever possible, non-habit-forming drugs in the place of morphine or other opium alkaloids. When narcotics are indispensable, however, as shown in this series
of articles, no more should be administered than is necessary to achieve the desired end. Patients requiring daily administration should be seen often by the doctor and the amount of drugs ordered or supplied should not exceed that required by the patient until seen again. Independence of administration on the part of nurses should be strictly limited to prescription and any change in treatment should be in writing.

This quotation sufficiently indicates the purpose of publishing the articles in the association's journal, which reached a majority of physicians in the United States. The information contained in these discussions is both instructive and timely, affording, as it does, a guide to practicing physicians who will be increasingly besiegged with importunity and subterfuge on the part of drug addicts as the supply of drugs in the regular illicit channels becomes curtailed through more complete detection and prevention of smuggling operations. A list of the titles of the articles published, with the names of the respective authors, is as follows:

Introduction. Morris Fishbein, M. D., Chicago, Ill.
Narcotics in Surgery. Elliott C. Cutler, M. D., and John W. Holloway, M. D., Cleveland, Ohio.
Narcotics in the Practice of Medicine. Frederick Tice, M. D., Chicago, Ill.
Narcotics in Local Anesthesia. Géza de Takáts, M. D., Chicago, Ill.
The Abuse of Narcotics. Bernard Fantus, M. D., Chicago, Ill.

THEFTS OF NARCOTIC DRUGS AND ORDER FORMS

A number of thefts of narcotic drugs from wholesale drug houses, retail pharmacists, and physicians has been reported during the period. These thefts appear to be on the increase and may be taken as an indication of a growing scarcity of supply of narcotic drugs in illicit channels as well as of the necessity for dealers and practitioners to provide better safeguards for the stocks held by them for legitimate medical purposes.
Official narcotic order forms, which must be used to cover all sales or transfers of narcotic drugs under the law, are issued and sold to registrants by the Federal Government. From time to time some of these official order forms are lost by or stolen from registrants, who are thereupon required to report the loss to the commissioner of narcotics. The commissioner sends a monthly list of such lost forms, showing their identifying serial numbers, to all registrants who import, manufacture, produce, or deal in wholesale narcotics, with instructions to refuse to honor such forms when and if presented, but to report the circumstances, transmitting the order form or forms to the Bureau of Narcotics, for investigation.

BOND FORFEITURES AND FUGITIVES FROM JUSTICE

In a number of cases persons indicted for violation of Federal narcotic laws and released on bond pending trial failed to appear for trial and their appearance bonds were ordered forfeited. There were 55 such delinquents during the year and the total amount of the bonds ordered forfeited was $133,750. All of this amount was not necessarily collected, as the subsequent appearance of the delinquent with a reasonable excuse for previous nonappearance often results in the forfeiture being remitted. The delinquents who disappear completely are regarded as fugitives from justice and their photographs and descriptions are circularized, sometimes throughout the United States. Fifty-four fugitives were circularized during the year, with the result that 16 of them were apprehended and held for trial. There were also apprehended 16 fugitives who had been circularized in previous years.

During the year the Federal Bureau of Narcotics requested from the Bureau of Criminal Identification of the Department of Justice the criminal record and history of 2,250 persons arrested for violation of the Federal narcotic laws. The information received in reply to this request was communicated to the appropriate field enforcement officers who made it available for use at the trials of the respective defendants to insure the imposition of adequate sentences upon conviction.

SEIZURE AND CONFISCATION OF MOTOR VEHICLES AND VESSELS

Under a general provision of the customs laws, motor vehicles and vessels have been seized and confiscated on account of their use in connection with the transportation of contraband narcotic drugs. The forfeiture procedure is either of a summary nature or in the form of court action commenced by the filing of libel and monition. At the beginning of the year 1931 there were pending cases against 61 automobiles, of a total appraised valuation of $12,900, and one
schooner, the *Carmina*, appraised at $1,000. During the year, 146 additional automobiles were seized in connection with the transportation of contraband narcotics, representing a total appraised valuation of $54,462. Of this total of 207 automobiles and one schooner, 48 were returned to claimants on account of insufficient evidence to establish the forfeiture. Ninety-three automobiles and the schooner were confiscated to the United States by summary proceedings and 27 automobiles were confiscated by formal court proceedings. Of the total number of automobiles forfeited, 84 were delivered under statutory authority to field narcotic law enforcement officers for use pursuant to the performance of their official duties, while 23 automobiles were sold at auction for a total sum of $1,235.50, and 13 automobiles not required for official use by narcotic officers were delivered to other Federal agencies for official use. The schooner was sold for $505. Cases against the remaining 39 automobiles were pending at the close of the year.

The use of the automobile by peddlers of contraband drugs naturally facilitates their operations and renders their apprehension far less likely when the investigating officer does not also have this means of rapid transportation for surveillance and pursuit. Therefore, under existing Federal legislation on this subject, the double effect is achieved of taking away the peddler’s automobile when he is apprehended while using it for transporting contraband drugs, and delivering the automobile to the Federal officer for use in apprehending other violators who also use automobiles in delivering narcotics, which automobiles are in turn forfeited. The present statutory provision for seizure and confiscation of automobiles is, however, of too general a nature to be completely effective and consideration is being given to the preparation and recommendation for enactment of new Federal legislation dealing more specifically with the seizure and confiscation of motor vehicles, vessels, and aircraft used for the transportation or concealment of contraband narcotics.

EDUCATIONAL WORK, EXTRAORGANIZATIONAL

There was during 1931, and continues to be, evidence of an aroused public interest in the appreciation, and progress made toward solution, of the narcotic problem from the national and international standpoint. Numbers of inquiries for enlightenment upon all phases of the problem were received by the Federal Bureau of Narcotics, not only from drug trade and medical associations and social welfare organizations which have a special and continuing interest in the control of the narcotic-drug traffic, but from various civic and patriotic associations as well. The Commissioner of Narcotics transmitted the information requested, and in response to special invitations per-
sonally addressed conventions of the National Association of Retail Druggists, National Drug Trade Conference, International Association of Chiefs of Police, National Conference of Commissioners on Uniform State Laws, and Daughters of the American Revolution, outlining the Federal system of narcotic-drug traffic control, the policy adopted to make that control effective, and the results accomplished. The commissioner stressed the desirability of cooperation on the part of State authorities, and of the medical and pharmaceutical professions and the drug-trade organizations, and announced that vigorous and unremittting activities against the illicit traffic would be pursued with minimum inconvenience to the law-abiding medical practitioners and pharmacists and the lawful drug trade.

Exigencies of the service not permitting the commissioner to meet all the demands upon his time for the purpose, he assigned special representatives from his organization to make similar addresses, upon invitation, before medical and medico-legal societies, civic clubs, police conventions, pharmaceutical associations, women's clubs, and the senior classes of colleges of medicine and pharmacy. The commissioner welcomed particularly the opportunity to have his representatives explain, even in a general way, the Federal narcotic laws and regulations and their application to the medical and pharmaceutical professions in the sale, dispensing, and administration of narcotic drugs. At the conclusion of each address of this nature before a college of medicine or pharmacy, the student body was permitted to and did ask many questions of the Government representative, who endeavored to explain the doubtful points thus raised. These students thereafter may be expected to commence the practice of their respective professions with a fair general idea of the requirements of the Federal narcotic laws and regulations, and are less likely to be found guilty of violations thereof, particularly that class of violations chargeable to lack of knowledge.

The bureau learned that a number of colleges of pharmacy were not provided with copies of the Federal Government narcotic regulations and approximately 14,000 copies of these regulations were sent to 52 colleges of pharmacy during the year for study by the students. A copy of the Federal Government narcotic regulations is sent to every new registrant under the Harrison Narcotic Law, as amended; that is to say, there is furnished a copy of these regulations to every person who lawfully imports, manufactures, produces, sells, dispenses, prescribes, or otherwise deals in narcotic drugs, including, of course, all practitioners and pharmacists. Whenever there is a revision of these regulations, a copy of the revised issue is furnished each such registrant, enabling him conveniently to inform himself of changes in requirements that are necessarily made from time to time.
EDUCATIONAL WORK, INTRAORGANIZATIONAL

On April 1, 1931, there was established in the Federal Bureau of Narcotics a correspondence school for the special instruction of Federal officers engaged in the enforcement of the narcotic laws. This course embraced instruction upon provisions of the Constitution and Federal laws, and the judicial interpretation thereof, that relate to the control of narcotic-drug traffic. The subjects covered include arrests, searches, and seizures; procedure before United States commissioners (committing magistrates), grand jurors, and courts; confessions; avoidance of entrapment; evidence; conduct of officers and witnesses; and the fundamental Federal narcotic laws such as the act of December 17, 1914, as amended, and the act of May 26, 1922, as amended.

There had been 288 enrollments in this course, including district supervisors, practically all other narcotic agents and inspectors in the field, and several clerks in the various field offices. Instruction is given in the form of written lessons transmitted to the students who, after studying the lessons, submit replies to examination or quiz papers for grading, in the same manner adopted by commercial correspondence schools. The marks obtained by the students are, on the average, very good. While the lessons prepared and transmitted to date have been on subject matter of a general legal nature connected with enforcement duties, leading up to a discussion of the principal legal problems arising under the Federal narcotic laws as such, there has already been displayed a gratifying degree of interest on the part of agents and inspectors enrolled, and the bureau confidently expects even greater adherence to the principles of law applicable to their particular field of enforcement on the part of its officers when the course of study shall have been completed. This in turn will have the effect of increasing harmonious cooperation between the courts, prosecuting attorneys, and the investigating officers. It is contemplated that, after the present force of officers completes the course, it will be continued for the benefit of newly appointed officers.

STATE SURVEYS OF THE NARCOTIC DRUG PROBLEM

During 1930–31, two States—Massachusetts and New York—caused a narcotic survey to be made of all phases of the narcotic-drug problem in the respective States. A brief summary of the scope and results of these surveys taken from the reports of the officers in charge thereof follows:

Massachusetts

On May 13, 1930, the Legislature of the Commonwealth of Massachusetts established an unpaid commission of seven persons, to be
appointed by the Governor, with the advice and consent of the Governor's council, for the purpose of inquiring into the use, within the Commonwealth, of habit-forming drugs and other potent medicinal substances, with a view to the formulation and adoption of such measures as will most effectively protect the people of the Commonwealth from the terrible consequences of drug addiction.

In accordance with the direction of the legislature, the governor appointed the following members of the commission:

Abraham C. Webber, Esq., chairman, Newton.
George H. Bigelow, M. D., Boston.
William S. Briry, Melrose.
Chester H. Clark, Marlborough.
Henry P. Fielding, Esq., Boston.
Michael M. Jordan, M. D., Worcester.
George Burgess Magrath, M. D., Boston.

The commission met and organized on July 9, 1930. Abraham C. Webber, of Newton, was elected chairman and Paul C. Ryan, of Boston, secretary.

The commission determined that the most effective results could be obtained by restricting its survey to opium, morphine, heroin, and their derivatives; cocaine and its derivatives; Cannabis indica; and to the barbituric-acid derivatives and certain coal-tar products. It determined to ascertain whether there were adequate facilities within the State for the treatment of drug addicts; if not, whether there was a sufficient number of addicts needing and desiring treatment to warrant the establishment of further institutional facilities; whether the police departments and corrective agencies were adequately equipped and trained to do their parts in this field; and what improvements should be made in current methods of handling the problem in this Commonwealth.

Three questions were propounded, as follows:

1. Is the extent of drug addiction within the Commonwealth large enough to constitute a definite problem?
2. Is the problem now being adequately handled in the Commonwealth?
3. What improvements, if any, should be made in handling the problem?

The commission decided on four avenues of approach, as follows:

1. As it was manifestly impracticable to interview personally all the physicians, pharmacists, penal institutions, police departments, hospitals, and welfare organizations in the Commonwealth, it decided to send questionnaires to each of these groups.
2. A large number of physicians, officials of hospitals and penal institutions, police and State officials, heads of welfare organizations, and others were interviewed. Some were called on because of interesting facts appearing in their answers to questionnaires, and others because it was realized that they could offer facts or opinions of definite importance to our survey.
3. To complement the information obtained from the questionnaires and personal interviews, the commission held a series of private and public hear-
tions, inviting groups of individuals whose work brings them into intimate contact with the drug problem.

4. The commission conducted an original research program to obtain data not otherwise available.

From the evidence assembled, the commission reported that it seemed certain there were a considerable number of persons of moderate means and in no sense criminal who sincerely desired care in a reasonably respectable environment, and therefore some extension of hospital resources must be undertaken without delay.

It also determined that addicts were of two classes, namely, (1) those of the criminal class, and (2) those of the "socially adjusted" type, that is to say, those who were wealthy and those barely able to support themselves, but not law violators.

As a result of its various investigations and researches, the commission made the following recommendations:

1. That 50 beds should be set aside in one of the hospitals of the department of mental diseases, or in a new ward added to one of these hospitals, for the treatment of and experimentation with drug addiction, its causes, effects, nature, and cure.

2. That the sale of compounds of barbituric acid such as allonal, veronal, and similar products, and certain of the potent medicinal coal-tar derivatives and their compounds, should be restricted to registered drug stores.

3. That a central narcotics division be established in the department of correction of the Commonwealth with adequate staff and resources to—
   (a) Supplement the work of local police forces in the enforcement of narcotic drug laws, and to act as a liaison between such departments and the Federal narcotics and customs forces.
   (b) To act as a central organization to collect data in regard to addicts arrested, convicted, and admitted to or released from penal institutions, and other aspects of the problem.
   (c) To conduct experiments in the social and psychological rehabilitation of addicts on parole or on probation.

4. That the penalties provided for violation of certain sections of the Massachusetts narcotic drug law be increased.

5. That students of medicine, pharmacy, dentistry, and nursing, as well as graduate practitioners of these professions, should be instructed in the proper and improper therapeutic uses of habit-forming drugs; and that they and the general public should be warned of the menace of drug addiction.

New York

In April, 1930, the Governor of New York appointed Mr. Martin Conboy as chairman of a commission to make a careful study of the various phases of the (narcotic-drug) problem to the end that such steps as a survey would reveal practicable and necessary be taken for the suppression and control of this great evil. The governor outlined the task primarily as one of resurveying conditions to bring the subject up to date, as there had been given so much study to this problem in the past that it was important to know if the actions which were based on these studies had produced adequate results.
He expressed the hope that Mr. Conboy's committee might be able to obtain the cordial assistance of the various Federal, State, and philanthropic agencies. Mr. Conboy secured the cooperation of a number of State and Federal officers and of social-welfare organizations who had come in contact with the problem, and rendered a report in January, 1931, which shows evidence of careful and painstaking research and study. The conclusions reached in this report are perhaps best expressed in the summary thereof that was prepared by Mr. Conboy, reading as follows:

Drug addicts may or may not be of the antisocial type. The fact of dependence on illicit supply is not of itself conclusive that an individual is of this type.

The legal distribution of drugs is arranged for under the provisions of the Harrison Narcotic Law and is supervised by the narcotics commission. While there are aspects of this branch of the subject that invite study in any survey of the drug problem as a whole, its numerical production of addicts of the antisocial type appears to be relatively negligible.

The number of persons supplied with illicit drugs is variously estimated at from 100,000 to several times that in the United States. To this hopper the custodial institutions serve as a spout, with yearly accretions numbering 10 to 12 per cent of the total commitments (Court of special sessions records).

There is no medico-social oversight of the general field of drug addicts illegally supplied, except for what is involved in measures to prevent the sale and punish buyers and sellers.

The antisocial addicts who come under observation of the police, courts, and correctional institutions are, almost exclusively, associated with the illicit traffic.

It has been demonstrated that for those so discovered custodial confinement is essential; and that even this is only a palliative, rarely ending in rehabilitation.

Despite international, Federal, State, and municipal efforts at prevention, drugs are illegally introduced on a gigantic scale and sold at exorbitant profit, mainly at retail, by antisocial addicts.

The Federal authorities are about to establish separate custodial farms for addicts who have become definitely antisocial, there to test the view that rehabilitation even of these may be possible through long-term confinement, treatment, and occupation. Doubt is expressed, here, concerning the desirability of associating, in custodial institutions, those under sentence with those who themselves apply to be committed.

It is hopefully anticipated that the States may establish similar institutions, with a view to the segregation and rehabilitation of those who have reached the stage of "loss of self-control" or are dangers to society.

Should the State decide upon such a policy, there would be suggestions offered that provision be made for the reception of others, as to whom there would be a higher expectation of cure, in somewhat different institutions (sanatoriums isolated and protected against the smuggling in of narcotics or in connection with psychopathic observation, etc.).

There would still be left open most of the field in which addiction proceeds and the drug peddler flourishes. Attention is directed to the comments in this report as to the possibilities in that direction. Whether obstacles could be overcome such as are presented by the existing law and by the difficulty of enlisting the services of physicians competent both as scientists and as administrators, under direction, say, of the State board of health, is something to
which an answer can not be predicated on present knowledge; but the question would be approached with recognition that it is the addiction dependent on illicit sale that culminates in, and produces most of, the antisocial manifestations that ultimately compel attention and make demand upon State revenues.

It might be found that accumulation of such information as would be necessary for the formulation of a State policy, and desirable for its justification, could proceed through the State board of health and other departmental agencies, under a competent director, of special training and experience in relation to drug addiction.

COMMENTS ON THESE SURVEYS

It is interesting to note that the Massachusetts commission, in its conclusions, stressed the need for State hospitalization of narcotic-drug addicts for the purpose of cure and rehabilitation, as well as the establishment of a State narcotic division as a State law enforcement agency. The New York commission also concluded that the custodial confinement of narcotic-drug addicts was essential, and urged a study by the State board of health or other State agency with a view to the formulation of a State policy in the matter. It will therefore be seen that these two commissions, working more or less independently of the Federal narcotic law-enforcement agency, have determined that a need exists for additional State facilities in two important phases which are substantially the same as those heretofore and herein recommended for the attention of State authorities by the Federal Narcotic Bureau.

ORGANIZATION OF THE FEDERAL BUREAU OF NARCOTICS

The head of the Federal Bureau of Narcotics, which was created by the Federal law approved June 14, 1930, is the Commissioner of Narcotics, an officer appointed by the President of the United States by and with the advice and consent of the Senate. The present commissioner, who organized the new bureau and who has been in charge thereof since it was created, is Mr. Harry J. Anslinger, of Pennsylvania. The deputy commissioner, an officer appointed by the Secretary of the Treasury, is the executive assistant to the commissioner and is authorized to act as commissioner during the absence or disability of the latter or in the event that there is no commissioner. The present deputy commissioner, who has also performed the duties of that office since the new bureau was created, is Mr. Will S. Wood, of Texas.

On July 1, 1930, the effective date of the act of June 14, 1930, the working organization of the Narcotic Division of the Bureau of Prohibition, those portions of the Division of Foreign Control and the Administrative Division of that bureau which were engaged in operations relating to narcotics, together with their personnel and the office of secretary, Federal Narcotics Control Board, were transferred to the Bureau of Narcotics.
A number of changes were made upon organization of the bureau at Washington. The office of legal advisor, Federal Narcotics Control Board, upon transfer became the office of narcotic control, and to it were transferred, in addition to the duties of legal advisor, the functions formerly exercised by the secretary of the board with respect to the examination of applications and issuance of permits for the importation and exportation of narcotics. A new division—the administrative—was organized to take over the duties with respect to personnel, pay, time, leave, accounts, and supplies, which had been formerly performed for the Narcotic Service by the Administrative Division of the Bureau of Prohibition. Within this division have been established four sections—the personnel; the fiscal; the space, supply, and equipment; and the mail and files sections. The legal section of the Narcotic Division of the Bureau of Prohibition became the legal division of the Bureau of Narcotics and was organized into three sections—the enforcement, the compromise and assessment, and the pardon and parole sections. The returns section of the Narcotic Division similarly became the returns division of the Bureau of Narcotics and was organized into two sections—the audit; and the record, abstract, and statistical sections.

Several changes were likewise made in the field organization with a view to more effective enforcement. For administrative purposes the general outline of organization into enforcement districts, each under the supervision of a district supervisor, has been maintained. The average number of agents and inspectors operating within the several districts during the year was 271.

The 15 districts as at present constituted are as follows:

<table>
<thead>
<tr>
<th>District No.</th>
<th>Territory</th>
<th>Headquarters</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>New York State and the Fifth Internal Revenue Collection District of New Jersey.</td>
<td>Suite 584, 641 Washington Street, New York, N. Y.</td>
</tr>
<tr>
<td>4</td>
<td>Maryland, Virginia, West Virginia, District of Columbia, and North and South Carolina.</td>
<td>H-146 Building &quot;O,&quot; Seventh and B Streets SW., Washington, D. C.</td>
</tr>
<tr>
<td>5</td>
<td>Georgia and Florida.</td>
<td>404 Post Office Building, Jacksonville, Fla.</td>
</tr>
<tr>
<td>7</td>
<td>Tennessee and Kentucky.</td>
<td>327 Customhouse, Nashville, Tenn.</td>
</tr>
<tr>
<td>8</td>
<td>Ohio and Michigan.</td>
<td>527 Free Press Building, Detroit, Mich.</td>
</tr>
<tr>
<td>9</td>
<td>Illinois, Wisconsin, and Indiana.</td>
<td>1143 Transportation Building, Chicago, Ill.</td>
</tr>
<tr>
<td>10</td>
<td>Minnesota, Iowa, Nebraska, North Dakota, and South Dakota.</td>
<td>301 Federal Building, Minneapolis, Minn.</td>
</tr>
<tr>
<td>11</td>
<td>Missouri, Arkansas, Kansas, and Oklahoma.</td>
<td>201 Post Office Building, Kansas City, Mo.</td>
</tr>
<tr>
<td>12</td>
<td>State of Texas.</td>
<td>Bexar County Courthouse, San Antonio, Tex.</td>
</tr>
<tr>
<td>13</td>
<td>Colorado, Utah, Wyoming, Arizona, and New Mexico.</td>
<td>136 Customhouse, Nineteenth and Stout Streets, Denver, Colo.</td>
</tr>
<tr>
<td>15</td>
<td>California, Nevada, and Territory of Hawaii.</td>
<td>604 Grant Building, San Francisco, Calif.</td>
</tr>
</tbody>
</table>

Districts Nos. 14 and 15 are under the administrative centralized control of the Supervisor of District No. 15.
NARCOTIC CONTROL

In the organization of the Bureau at Washington those duties in connection with matters arising primarily from the narcotic drugs import and export act, and particularly those relating to the importation, exportation and in-transit shipment of narcotic drugs, were assigned to an office of narcotic control under the supervision of a legal advisor. This officer also handles matters involving interpretations of this and other related laws and the regulations issued thereunder, prepares regulations, and assists in drafting new Federal and State narcotic legislation. Under his supervision all applications for permits to import, export, or make in-transit shipments of narcotic drugs are examined, and permits are prepared for issuance in such cases as are determined to be in conformity with the laws and regulations.

DIVISION OF FOREIGN CONTROL

The Division of Foreign Control acts as liaison with the Department of State in the administration of matters arising from treaty obligations with respect to the illicit traffic in narcotic drugs. It obtains through the Department of State and foreign representatives of this Government information concerning the smuggling of narcotics and distributes such information to the interested agents of the Treasury Department.

This division conducts correspondence with responsible officials of foreign governments under arrangements for the informal direct exchange of information with regard to the illicit traffic in narcotics. It forwards to appropriate correspondents information concerning seizures of drugs bearing labels or marks indicating foreign origin in an effort to ascertain where and how the drugs involved enter the illicit trade.

Information in regard to a number of persons engaged in the international illicit traffic was transmitted to foreign correspondents during the year. As a result, the movements of many traffickers have been closely watched and in some cases they were either denied admission to other countries or deported as undesirable aliens.

LEGAL DIVISION

The Legal Division examines all reports of violations of narcotic laws rendered by the narcotic field force and determines the action, both civil and criminal, which is to be taken. It interprets statutes, decisions, and regulations; promulgates new regulations, and cooperates with State authorities in matters relating to treatment of addiction, licensing of druggists and practitioners, and narcotic legislation. It maintains records and digests of narcotic legal information and
criminal identification, and arranges for the exchange of such information with other departments and other governments.

The division consists of three sections—the enforcement, the compromise and assessment, and the pardon and parole.

**ENFORCEMENT SECTION**

The enforcement section receives and determines the disposition of reported violations of the Federal narcotic laws, suggests modes of procedure, and assists in various ways in the prosecution of cases. Special attention is given to interstate cases and the section acts as a clearing house for the proper dissemination of information and correlation of evidence in such cases. It also arranges for and controls contacts and cooperation with the State narcotic enforcement agencies and State licensing boards pursuant to the provisions of section 8, act of June 14, 1930.

The increased activities of the Immigration Bureau and new legislation affecting the deportation of alien violators of the narcotic laws have necessitated considerable exchange of information and contact with the Labor Department relative to individual deportation cases. This section also deals with legal matters not connected with cases; interprets regulations; drafts new regulations, Treasury decisions, and proposed legislation within the scope of its duties, when necessary; maintains a digest of court decisions disseminating such information in the interest of enforcement, and handles the legal aspects of the use of narcotic drugs in special or questionable cases. It maintains a criminal-identification record of persons arrested, consisting of photographs, Bertillon measurements, and previous criminal record of the accused, and keeps the field personnel informed relative thereto. This work was originally designed to carry out the treaty agreement with Canada relative to international smugglers, but has increased in scope and is of considerable importance in aiding in the apprehension of fugitives and keeping the various district supervisors informed of the movements of migratory peddlers. A substantial percentage of fugitive violators is ultimately apprehended through the placing of this information in the hands of field agents and inspectors.

This section also handles correspondence relative to the seizure, forfeiture, and adoption of automobiles and keeps a record of such seizures.

**COMPROMISE AND ASSESSMENT SECTION**

This section receives and considers offers in compromise of civil and criminal liability incurred under the law, and prepares such for acceptance or rejection. It also examines reports for tax liability
and certifies the liability to the Bureau of Internal Revenue for assessment where taxes are found to be due.

PARDON AND PAROLE SECTION

The principal function of the pardon and parole section is to furnish the parole board and pardon attorney of the Department of Justice with detailed facts in each case where application has been made for parole, executive clemency, or pardon to restore civil rights, and to make recommendations as to the expediency of allowing or denying the requested relief. Applications for executive clemency include requests for commutation of sentences, remission of fines, or commutation of deportations of prisoners.

In view of the acts of February 18, 1931, and March 2, 1931, pertaining to the deportation of aliens, new and more involved situations arise in connection with these activities. Contact is maintained with the Department of Labor in connection with the deportation of aliens. The parole board since the passage of the act of March 2, 1931, requests recommendations as to granting or denying parole for the purpose of deportation, thus necessitating the collection of detailed information.

ADMINISTRATIVE DIVISION

The Administrative Division exercises those functions which pertain to organization, personnel, and general routine of bureau administration. It consists of the personnel section; fiscal section; space, supply, and equipment section; and the mail and files section.

PERSONNEL SECTION

All matters in any manner affecting the personal status of the individual employee in the bureau or field are handled in the personnel section. Hence its operations involve appointments, promotions, transfers, separations, etc.; job classifications and preparations of efficiency ratings; retirement, and claims under the employees' compensation act; the preparation of semimonthly pay rolls and the distribution of salaries to both bureau and field employees; the maintenance of time and leave records; the issuance of commissions, badges, and identification cards; and the maintenance of personnel files.

Effective July 1, 1930, a system of recording the efficiency of narcotic officers from the various reports received from the field was established in the bureau. The nature and importance of cases made, the manner in which they are developed, general results accomplished
through an officer's efforts, economy in operation, the manner in which information and evidence made available to an officer is used or disposed of, inspections initiated and investigations made as directed by the bureau or by the district supervisor, the manner in which reports are prepared, and the monthly grading of officers by district supervisors are elements considered in determining, in the bureau, the value of an officer to the service.

**FISCAL SECTION**

The fiscal section is responsible for the original and administrative examination and audit of all vouchers rendered against the appropriation which cover in principle and procedure every phase involved in accounting for Government funds; the disbursing of advance funds used for the purchase of evidence and the accountability therefor which involves moneys expended for this purpose and subsequently recovered and held as evidence in court proceedings, and moneys seized and held for safe-keeping and bribe moneys; and the transmittal of checks in payment of all vouchers scheduled through the section.

The accounting system used is that approved by the General Accounting Office and provides an accurate budget control over expenditures and obligations as well as an accurate guide in the preparation of the estimates for appropriations.

**SPACE, SUPPLY, AND EQUIPMENT SECTION**

The operations of the space, supply, and equipment section involve the furnishing of supplies and equipment for the bureau and field offices; all printing and binding for the service, including blank forms, reports, pamphlets, etc.; the procuring of office space, Federal or commercial, and preparation of space requirements in contemplated Federal buildings for field offices; preparation of leases for commercial space where Federal space is not available; contracts for automobile service, fuel, and lubricants, and other continuous non-personal services; the securing and maintenance of records on the cost of operating and maintaining Government-owned automobiles and the results accomplished through their use as required by the act of March 3, 1925.

A uniform property-accounting system has been installed whereby a complete record is maintained of equipment, both semiexpendable and nonexpendable, and mechanical equipment by serial number and date of purchase, which enables the bureau to keep the purchases for equipment at a minimum.
MAIL AND FILES SECTION

The mail and files section receives and distributes all mail and maintains the general files of the bureau, consisting of the narcotic violation case file, the investigation file, the parole file, central index file, and the miscellaneous file. Prior to the organization of the bureau, miscellaneous correspondence was filed by divisions. However, since the bureau was created these files have been centralized, as far as practical, in the mail and files section and are maintained under a subjective system.

FIELD OFFICE SUPERVISION

During the year much attention was given to the classification of positions, organization and standardization of procedure of the field districts. Surveys and inspections of the majority of the 15 districts were made by representatives of the bureau and assistance was rendered to the district supervisors in establishing their local offices in conformity with bureau plans.

Forms covering receipts, disbursements, and monthly reports of advance funds were standardized and approved by the Comptroller General of the United States.

A new and complete system of reporting and accounting for seized drugs was devised and installed in order to effect a better control of this phase of the work.

Numerous circular letters of instructions were prepared and sent to the field with a view to establishing improved and uniform procedure, obtaining greater efficiency and economy in operations, and to coordinate more closely the field work with that of the bureau.

Contacts were established with the offices of collectors of customs, United States attorneys, other Federal agencies and State and city officials within each narcotic district visited, with a view to obtaining a maximum of cooperation in the enforcement of the narcotic laws.

RETURNS DIVISION

The basic functions of the returns division are the prescribing, drafting, and auditing of the returns required by section 1 of the Harrison narcotic law to be rendered by importers, manufacturers, and wholesale dealers in taxable narcotic drugs; the administrative examination of such returns for purposes of control; the direction of investigations on the basis of information disclosed by them; the preparation of reports and statistical data; and the accounting for narcotic drugs coming into the possession of Federal officers in connection with the enforcement of the narcotic laws.

The division consists of two sections—the audit section and the record, abstract, and statistical section.
AUDIT SECTION

The principal functions of the audit section are the audit of the monthly returns received from importers, manufacturers, and wholesale dealers; their administrative examination and analysis particularly to assure the proper conduct of business by the individual registrant; and the full accounting for all narcotic drugs and the initiation of investigations where questionable circumstances are disclosed by the returns.

The operations necessary to a complete audit of these returns are varied and detailed and approximately 6,000 returns are in the process of audit at all times.

RECORD, ABSTRACT, AND STATISTICAL SECTION

The record, abstract, and statistical section is charged with the maintenance of index records of all narcotic registrants; procuring returns from such of these registrants as are required to render them and maintaining records of all such returns received and the balances of drugs on hand by each reporting registrant. Its principal functions are the preparation of reports and statistical data; the examination and verification of wholesale dealers' inventories of drugs; the maintenance of records accounting for narcotics coming into the possession of Federal officers in connection with the enforcement of the narcotic laws; the scrutiny of drug purchases made by retail dealers, practitioners, and manufacturers of and dealers in exempt preparations; and the direction of investigations into the practice and business of such registrants where the purchases appear to be excessive.

Each collector of internal revenue reports to the commissioner monthly a list of persons registering, reregistering, or discontinuing registration during the month.

The system of seizure accounts instituted during the previous year was further improved during the year and coordinated with the system instituted in the field. This combined system provides for a complete accounting for all drugs seized or purchased by narcotic agents or surrendered to them in connection with the enforcement of the law, those in the possession of chemists, and those seized by collectors of customs under the narcotic drugs import and export act. Accounts are maintained for each of the narcotic districts, chemical laboratories, and customs collection districts.

Only manufacturers and importers registered in class 1 and wholesale dealers registered in class 2 are required under the law to render monthly returns. The administrative control of retail dealers, practitioners, and manufacturers and dealers in exempt preparations
registered in classes 3, 4, and 5, respectively, is based on a system of abstracts by which the purchases of individual registrants, even though made from widely separated sources, are collected and scrutinized. These operations are performed in the record, abstract, and statistical section. Investigations are directed in all cases where a careful examination of these abstracts indicate the purchases of a registrant to be excessive. Where investigations of registered persons are initiated in the field on the basis of information coming to the attention of field officers, notices of such investigations are forwarded to the bureau where the records of the registrants are examined. Any information which would appear to be of value in connection with the investigation is forwarded to the respective investigating officers.

Improvements have been made in the methods of abstracting during the year, enabling the force available for such work to undertake these special surveys and to maintain the operations of the section on a more current basis.

General

Efforts have been made to effect improvements in auditing methods and to secure more comprehensive and more accurate returns. This has been accomplished by the general circulation of instructions to registrants and field officers, and through the explanations made by field officers as to the scope and purpose of the returns, in connection with their investigations. The progress made has resulted in a material improvement in the returns and a marked reduction in the amount of correspondence necessary for the adjustment of discrepancies and errors.

The returns division also procures from the several island possessions, through the administering executive departments, reports as to narcotic law enforcement activities of their respective governments, which data are collated and incorporated, together with similar data for continental United States, into statistical and general reports for transmission through the State Department to the international agencies charged with the investigation of the world traffic in narcotic drugs. Various statistical reports were thus furnished during the year. The number of such reports requested and the scope of the information desired are rapidly increasing.

The importation of coca leaves for other than medical and scientific use as authorized by section 6 of the act of June 14, 1930, necessitated a study of the manufacturing processes of such importer and the preparation and prescribing of a set of accounting forms adapted to such processes, for use in rendering monthly returns. These are now
in use and provide for complete manufacturing data, showing the quantities of materials entered into process, the quantities of substances involved at each stage of the manufacture together with their alkaloidal content, and establish a complete accounting for all substances produced.

**Drugs Disposal Committee**

For the examination and disposition of drugs seized under Federal narcotic laws and forfeited to the United States, there has been appointed, as provided by section 705 of the revenue act of 1926, a drugs disposal committee, consisting of two members.

All drugs seized by collectors of customs and narcotic officers, as well as all useless or excess drugs voluntarily surrendered to narcotic officers by registrants, are forwarded to this committee for disposition when no longer required as evidence. This committee passes upon the suitability of seized drugs for medical use and supervises the destruction of those which are destroyed.

**Insular Possessions, Etc.**

The Territory of Alaska, the Territory of Hawaii, the insular possessions of the United States with the exception of the Virgin Islands, and the Canal Zone are amenable to the provisions of the act of December 17, 1914, as amended, regulating the importation and distribution of narcotic drugs and preparations. The Philippine Islands are not subject to the act of May 26, 1922, known as the narcotic drugs import and export act, but have local laws regulating importations and exportations of narcotic drugs. The narcotic drugs import and export act, however, is applicable to all territory subject to the jurisdiction of the United States, excepting the Philippine Islands.

The provisions of the act of December 17, 1914, as amended, are administered in Alaska and Hawaii in the same manner as in any State in the Union. Manufactures and sales of drugs in these territories, and the violations of law reported therein, as well as the drugs seized in connection therewith, are included in the statistics furnished elsewhere in this report for the United States, and their populations are accordingly included in computing the figures of per capita consumption of drugs. In Puerto Rico and the Philippine Islands the administration of said act of December 17, 1914, as amended, is in the hands of the appropriate internal revenue officers of the governments thereof. Statistics showing the quantities of the various narcotic drugs shipped to these two possessions from the continental United States are given below.
Taxable narcotic drugs shipped from the United States to the Philippine Islands and Puerto Rico, year ended December 31, 1931

<table>
<thead>
<tr>
<th>Drug</th>
<th>Philippine Islands</th>
<th>Puerto Rico</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Net quantity (ounces)</td>
<td>Quantity of products (taxable ounces)</td>
</tr>
<tr>
<td>Opium</td>
<td>37</td>
<td>4,295</td>
</tr>
<tr>
<td>Morphine</td>
<td>15</td>
<td>921</td>
</tr>
<tr>
<td>Codeine</td>
<td>5</td>
<td>1,200</td>
</tr>
<tr>
<td>Heroin</td>
<td>1</td>
<td>22</td>
</tr>
<tr>
<td>Dianin</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>Other opium derivatives</td>
<td>5</td>
<td>6</td>
</tr>
<tr>
<td>Cocaine</td>
<td>1</td>
<td>104</td>
</tr>
</tbody>
</table>

AMERICAN SAMOA

The regulations for the government of American Samoa expressly prohibit the importation or sale of any patent medicines or other medicines or drugs without the written approval of the senior medical officer. This written approval must contain detailed statements as to the kinds and quantities of the drugs or medicines to be imported and must be filed by the importer with the customs officer as his authority for the importation. The importation of opium, its alkaloids, derivatives, or substances containing opium, is specifically prohibited, and the selling or supplying of opium or preparations or compounds containing opium to any person is unlawful. For violation of these regulations the medicines and drugs are subject to seizure; and rigid penalties, both of fine and imprisonment, are provided. Smuggling is prevented by the inspection of all imports by customs officers.

The report of the Governor of American Samoa covering the traffic in narcotic drugs in the islands for the year ending June 30, 1931, states:

It is believed that there are no drug addicts in American Samoa and that the use of narcotic drugs in any form for illegitimate purposes is nonexistent or practically negligible.

No narcotic drugs were seized or confiscated during the year.

No person was apprehended during the year for violation of narcotic laws.

All narcotic drugs imported into American Samoa for legitimate use are imported by the United States Navy Department and such drugs are obtained from the United States Naval Medical Supply depots.

There are no drug stores in American Samoa and all medicines and medical supplies are furnished by the United States Navy Medical Department free to the natives except a few patent medicines and proprietary preparations on sale in some of the native stores.

The report shows a total of approximately 17½ ounces of narcotic drugs to have been dispensed during the year for medicinal purposes by the Public Health Department of American Samoa and the Samoan Hospital through United States Navy personnel.
The following is quoted from a special report respecting the use of narcotic drugs, submitted by the Governor of Guam for the fiscal year ending June 30, 1931:

The addiction to any form of narcotic drugs is not prevalent among the inhabitants of Guam, and there is no record of drug addicts in either native or foreigner during the American occupation of Guam.

Guam is a closed port and few ships call here other than Army and Navy transports, the officers of which guard against the smuggling of opium and other narcotics. In addition, the customs officer inspects all shipments received and guards against contraband goods. In order to prevent the smuggling of narcotics or other contraband from contiguous foreign territory or from any other source, all personal baggage and other merchandise are examined and compared with manifests by the Government Customs Service.

There was no seizure or confiscation of opium or other narcotics, and no persons were apprehended for the violation of any law for the suppression of narcotics during the year.

The legitimate use of narcotic drugs is confined to United States naval medical officers attached to the naval station and naval hospital, Guam. All narcotics for this legitimate use are received from United States Navy medical supply depots and are dispensed only on prescriptions of naval medical officers. The custody, receipt, and expenditure of narcotics is in accordance with Bureau of Medicine and Surgery instructions, and the Harrison Narcotic Act.

There is only one small drug store in Guam and all orders for drugs are approved by the senior medical officer. This store carries no narcotics except a small quantity of codeine tablets and camphorated tincture of opium, and these are dispensed only on prescription of a naval medical officer, there being no other doctors on the island.

The population of Guam is about 19,000, and it speaks well for the native Chamorro that no case of vicious drug habit has ever been found among them.

PANAMA CANAL ZONE

No additional investigation was made of conditions in the Canal Zone for the calendar year 1931, it being considered that this was unnecessary in view of the result of the special investigation made by the committee of the governor general and reported in the previous report to which reference is hereby made. It is believed that the situation with respect to narcotic drug traffic in the Canal Zone is very satisfactory.

PHILIPPINE ISLANDS

Statistical data for the Philippine Islands for the 24-month period from January 1, 1930, to December 31, 1931, are being compiled, and when completed will be submitted in the form of a separate report.

PUERTO RICO

No additional investigation was made of conditions in Puerto Rico for the calendar year 1931, it being considered that this was unneces-
sary in view of the result of a special investigation made and reported in a previous report to which reference is hereby made. It is believed that the situation with respect to the narcotic drug traffic in the Territory is very satisfactory.

**VIRGIN ISLANDS**

The narcotic drug situation in the Virgin Islands continues very satisfactory. Under the arrangement effective after April 15, 1927, lawfully authorized dealers and practitioners in the said islands can obtain a necessary supply of narcotic drugs for medicinal needs from the United States. The exact quantities of the various drugs on hand at the beginning and end of the year, received and dispensed during the year, according to the report of the governor of the islands, is set out in the following table:

*Report of the Government of the Virgin Islands of the United States, year ended December 31, 1931, of taxable and exempt narcotic drugs received, dispensed, and on hand*

<table>
<thead>
<tr>
<th></th>
<th>Opium</th>
<th>Morphine</th>
<th>Codeine</th>
<th>Cocaine</th>
<th>Paregoric (opium)</th>
<th>Cecilian compound (dissin)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ounces</td>
<td>Grains</td>
<td>Ounces</td>
<td>Grains</td>
<td>Ounces</td>
<td>Grains</td>
</tr>
<tr>
<td>On hand Jan. 1, 1931</td>
<td>20</td>
<td>42</td>
<td>17</td>
<td>6.8</td>
<td>1</td>
<td>106</td>
</tr>
<tr>
<td>Received</td>
<td>1</td>
<td>62.5</td>
<td>1</td>
<td>150</td>
<td>2</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td>21</td>
<td>104.5</td>
<td>2</td>
<td>280</td>
<td>18</td>
<td>256.8</td>
</tr>
<tr>
<td>Dispensed</td>
<td>3</td>
<td>187</td>
<td>1</td>
<td>2.5</td>
<td>7</td>
<td>265.3</td>
</tr>
<tr>
<td>On hand Dec. 31, 1931</td>
<td>17</td>
<td>355</td>
<td>1</td>
<td>283.5</td>
<td>10</td>
<td>429</td>
</tr>
<tr>
<td>Total</td>
<td>21</td>
<td>104.5</td>
<td>2</td>
<td>280</td>
<td>18</td>
<td>256.8</td>
</tr>
</tbody>
</table>

*75 grains of this amount shipped during December, 1930.*

A report on the standard form is not submitted for Puerto Rico and the Virgin Islands for the reason that there is no lawful importation of narcotic drugs into said possessions except from the United States in quantities as previously shown. There is no domestic manufacture within these possessions and no exportation of narcotic drugs therefrom. There is no evidence of a local drug-addiction problem excepting perhaps in a few isolated cases, and, therefore, drug smuggling is practically negligible. For similar reasons no report on the standard form is being submitted with respect to American Samoa or the Panama Canal Zone or Guam.