LEAGUE OF NATIONS

Geneva, October 18th, 1945.

TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE PRODUCTION OF RAW OPIUM AND CONTROLLING OTHER RAW MATERIALS FOR THE MANUFACTURE OF OPIUM ALKALOIDS.

Measures taken by the Government of the United States of America with a view to limiting world production of raw opium to the amount required for strictly medicinal and scientific purposes.

Note by the Acting Secretary-General.

The Acting Secretary-General has the honour to communicate herewith, for information, to States Members of the League of Nations, to other States and to the Advisory Committee on Traffic in Opium and Other Dangerous Drugs, the following documents, transmitted to him by the Government of the United States of America:

The texts of the exchanges of notes between the Government of the United States of America and the Governments of Mexico, China, Turkey and the Union of Soviet Socialist Republics pursuant to United States Public Law 490, 78th Congress,(1) which requests the President to urge upon the governments of those countries where the cultivation of the poppy plant exists, the necessity of immediately limiting the production of opium to the amount required for strictly medicinal and scientific purposes.

The American Chargé d'Affaires ad interim to Mexico sent the following note, dated October 10, 1944, to the Minister for Foreign Affairs of Mexico:

Embassy of the United States of America
No. 3162 México, D.F., October 10, 1944.

Excellency:

Pursuant to instruction from the Department of State, I have the honor to transmit herewith a copy of Public Law 400, 78th Congress of the United States of America, approved on July 1, 1944, in regard to the limitation of the production of opium to the amount required for strictly medicinal and scientific purposes.

The Government of the United States is convinced that drug addiction and the illicit traffic in narcotic drugs should be eliminated, as they are destructive of health and injurious socially and economically, and that they can only be successfully combated at their source. It may be pointed out that even if most of the opium-producing countries were to make sacrifices for the common good by limiting production to an authorized proportion of the total quantity of opium required by the world for medical and scientific purposes and one country were to produce a large quantity of opium for non-medical purposes, such a reservoir would inevitably be drawn upon by illicit traffickers for their supplies.

The United States, which is one of the principal victims of the illicit traffic, has constantly, through its representatives at international conferences, carried on a vigorous campaign looking to the suppression of the abuse of narcotic drugs. Recognizing that production of opium over and above strictly medicinal needs is the fundamental cause of illicit traffic, the United States has been making every effort to persuade the poppy-growing countries of the world to reduce production. For this reason the United States has discouraged the planting of the opium poppy within its territories and possessions for the production of opium or
opium products, and whenever opportunity has offered has discouraged production in this hemisphere.

My Government is aware, of course, that the laws of Mexico prohibit the cultivation of the opium poppy. Notwithstanding this prohibition, however, illicit cultivation of the opium poppy and production of opium have gradually increased in recent years in the states of Sinaloa, Sonora, Chihuahua and Durango. It was gratifying to my Government to observe that Your Excellency's Government perceived the dangers inherent in the situation and took energetic measures early this year to destroy a considerable proportion of the illegal poppy fields. Your Excellency will recall the recent conversations I have had the honor of having with you in this regard. My Government now ventures to express the hope that the Government of Mexico will continue to make every effort to discourage and prevent the planting of opium poppies within its territories and that if any are grown, it will organize a campaign for their destruction.

The Government of the United States appreciates the cooperation of Your Excellency's Government in efforts which are being made to suppress the illicit traffic of narcotic drugs between Mexico and the United States and on its part offers to the Mexican Government any assistance which it may appropriately render towards the solution of the opium problem.

"Please accept (etc.)

Herbert S. Bursley
Chargé d'Affaires ad interim

His Excellency
Senor Dr. Ezequiel Padilla,
Minister for Foreign Affairs,
México, D.F.

Translations of notes nos. 561070, dated October 26, 1944 and 50577, dated January 11, 1945, from the Ministry of Foreign Affairs, replying to the note of the American Chargé d'Affaires ad interim, follow:

561070 México, D.F., October 26, 1944

Mr. Chargé d'Affaires:

I have the pleasure to refer to the Embassy's courteous note no. 3162, dated October 10, 1944, and to inform you that I have already communicated
with the Ministry of Public Health and Assistance, transmitting to it the text of the note to which I now have the pleasure to reply and asking it to be kind enough to inform this ministry regarding the measures which the Government of Mexico proposes to take in order to discourage and stop the cultivation of the opium poppy within the territory of the Republic.

In informing you that as soon as information is received concerning the above-mentioned matter I shall take pleasure in transmitting it to you, I avail myself (etc).

Manuel Tello

Senor Herbert S. Bursley
Chargé d'Affaires, ad interim
of the United States of America.
México, D.F.

50577 México, D.F., January 11, 1945

Mr. Ambassador:

I have the honor to refer to the Embassy's courteous note no. 3162, dated October 10, 1944, and to inform you that the Ministry of Public Health has informed me that at the present time the greatest possible action is being taken to suppress the illicit traffic in narcotic drugs as well as in the cultivation of the opium poppy and all the other aspects of that illegal traffic.

The same Ministry states that at the present time the Inspectors of the Federal Narcotic Police are making a tour of the various frontier states of the north of Mexico, accompanied by Senor Salvador C. Pena, Representative of the Treasury Department of the Government of the United States, as well as that among its plans for work are included intense campaigns in the aspect above mentioned, whose success indicates that in the future the solution of this important problem will be arrived at.

I avail myself (etc.)

Manuel Tello

His Excellency
George S. Messersmith,
Ambassador of the United States,
México, D.F.
The American Embassy at Chungking sent the following note, dated September 14, 1944, to the Ministry of Foreign Affairs of the Chinese Government:

"The American Embassy presents its compliments to the Ministry of Foreign Affairs and, under instruction, has the honor to transmit, for the information of the Chinese Government, a copy of Public Law 400, Seventy-Eighth Congress of the United States of America, approved July 1, 1944, in regard to the limitation of the production of opium to medicinal and scientific requirements, and to communicate to the Chinese Government the comments, information and suggestions set forth below:

"The American Government is, of course, aware that the cultivation of the opium poppy is prohibited in China and has noted with gratification the various measures set forth in an aide-mémoire from the Chinese Embassy dated July 15, 1943, being taken by the Chinese Government to this end.

"The American Government desires, however, at this time to draw the attention of the Chinese Government to the world narcotics situation and to express the hope that the Chinese Government will continue to cooperate with the other nations of the world in the solution of the opium problem.

"As the Chinese Government already knows, the Governments of the United Kingdom and the Netherlands, after pursuing for many years a policy of gradual suppression of the use of smoking opium, announced on November 10, 1943, their decisions to prohibit the use of smoking opium in their Far Eastern territories when those territories are freed from Japanese occupation and not to reestablish their opium monopolies.

"Following the surrender of Japan, the American Government, in cooperation with other interested governments, will do everything possible to prevent Japan and the Japanese from spreading the use of narcotics for the satisfaction of addiction.

"After the war, as a result of the decisions of the British and Netherlands Governments and the uncompromising attitude of the Chinese and United States Governments, there will be no
legitimate market for smoking opium in a vast Far Eastern area. Consequently, in future, exports of opium will have to be limited to the demands of the world market for opium for medical and scientific requirements.

"The American Government concurs in the opinion of the British Government, as stated in its announcement of November 10, 1943, in regard to the prohibition of smoking opium in the Far East that "The success of the enforcement of prohibition will depend on the steps taken to limit and control the production of opium in other countries." In this connection the total requirements of the world for raw opium for the years 1933 to 1938, as computed from League of Nations documents O.C.1781(1), August 27, 1940 and O.C.1758, April 15, 1939, are reproduced below:

<table>
<thead>
<tr>
<th>Year</th>
<th>For manufactured narcotic drugs</th>
<th>For prepared opium</th>
<th>Total kilograms</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933</td>
<td>227,494</td>
<td>297,325</td>
<td>524,819</td>
</tr>
<tr>
<td>1934</td>
<td>245,201</td>
<td>348,503</td>
<td>593,704</td>
</tr>
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<td>1935</td>
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<td>1937</td>
<td>343,841</td>
<td>390,148</td>
<td>733,989</td>
</tr>
<tr>
<td>1938</td>
<td>312,832</td>
<td>374,248</td>
<td>687,080</td>
</tr>
</tbody>
</table>

"During the period immediately after the war, it is estimated that the world market for opium for medical purposes will require about 400,000 kilograms of opium, whereas world production of raw opium for the year 1944 has been estimated by experts of the American Government, in the absence of exact figures, as amounting to about 2,400,000 kilograms. There is also production in Central Europe of morphine direct from poppy straw totaling about 8,500 kilograms.

"The American Government believes that it is necessary to limit and control the cultivation of the opium poppy in order to suppress drug addiction and the illicit traffic, and is prepared to cooperate with all nations in efforts to solve the problem. It hopes that China and all opium-producing countries will be willing to participate in a conference which is expected to be held after the war for the purpose of drafting a suitable poppy limitation convention, preparations for which were undertaken several years ago by the Opium Advisory Committee."
In the hope of expediting and promoting agreement, the American Government suggests that the proposed convention should contain provisions:

(Here follow the 18 provisions as printed in the Bulletin of December 10, 1944, page 726)(1)

For the information of the Chinese Government, the American Government is suggesting to each opium-producing country with which it has friendly relations that it would be helpful, pending the entering into effect of an international poppy limitation convention, if it would give consideration to the advisability of announcing at the earliest possible moment that it will prohibit the production and export of opium for other than strictly medicinal and scientific purposes, and that it will take effective measures to prevent illicit production of opium in its territories and illicit traffic in opium from its territories.

The American Government believes that the adoption of such a policy by each of those countries would go far to ensure the success of the prohibition of the use of prepared opium in the Far East and to safeguard all countries against the possibility of an era of increased drug addiction similar to that which followed the First World War.

It may also be pointed out that if most of the opium-producing countries were to make sacrifices for the common good by limiting production to an authorized proportion of the total quantity of opium required by the world for medical and scientific purposes, and one country were to continue to produce a large quantity of opium annually for its own non-medical use, such a reservoir would inevitably be drawn upon by illicit traffickers for their supplies.

(1) These eighteen points are reproduced on pages 5 - 7 of Document C.34.K.34.1945.XII.(O.C.1809).
"It would be appreciated if the Chinese Government would communicate to the American Government its observations in regard to the provisions which the American Government has suggested be incorporated in the proposed poppy limitation convention.

Enclosure:
Public Law 400, 78th Congress.

"Chungking, September 14, 1944."

Translation of a note dated January 19, 1945 from the Ministry of Foreign Affairs of the Chinese Government, replying to the note of the American Embassy, follows:

"The Ministry of Foreign Affairs presents its compliments to the American Embassy and has the honor to acknowledge the receipt of the Embassy's third person note of September 14, 1944, enclosing a copy of Public Law 400, approved by the 78th Congress, in regard to the limitation of the production of opium. The Embassy also communicated to the Chinese Government certain comments, pertinent information and suggestions by the American Government concerning the suppression of opium and requested the observations of the Chinese Government in regard to the provisions suggested by the American Government to be included in an international poppy limitation convention.

"As the Chinese Government has consistently followed the policy of rigid suppression of narcotics, the Chinese Government therefore approves in principle the proposals of the American Government.

"Ministry of Foreign Affairs of the Republic of China"

3. NOTES EXCHANGED WITH THE GOVERNMENT OF TURKEY.

The American Embassy at Ankara sent the following note, dated September 22, 1944, to the Ministry of Foreign Affairs of the Turkish Government:
Embassy of the United States of America

The Embassy of the United States of America presents its compliments to the Ministry of Foreign Affairs and has the honor to transmit herewith a copy and a translation of Public Law 400, Seventy-eighth Congress of the United States of America, approved July 1, 1944, requesting the President to urge upon the Governments of those countries where the cultivation of the poppy plant exists the necessity of immediately limiting the production of opium to the amount required for strictly medicinal and scientific purposes.

As the Ministry is, of course, aware, the Governments of the United Kingdom and the Netherlands, after pursuing for many years a policy of gradual suppression of the use of smoking opium, announced on November 10, 1943 their decisions to prohibit the use of smoking opium in their Far Eastern territories when those territories are freed from Japanese occupation and not to reestablish their opium monopolies. Copies of those announcements, together with the statements made by spokesmen of the United States and Chinese Governments on November 10 and 24, 1943, respectively, commenting on those announcements, are attached hereto for convenience of reference(1). Following the surrender of Japan, the United States Government, in cooperation with other interested governments, will do everything possible to prevent Japan and the Japanese from spreading the use of narcotics for the satisfaction of addiction.

After the war, as a result of the decisions of the British and Netherland Governments and the uncompromising attitude of the Chinese and United States Governments, there will be no legitimate market for smoking opium in a vast Far Eastern area.

(1) Note by the Secretariat.

Those countries which have in the past produced and exported opium for use in the manufacture of smoking opium will be obliged in the future to limit their exports to the demands of the world market for opium for medical and scientific requirements.

The United States Government concurs in the opinion of the British Government, as stated in its announcement of November 10, 1943, in regard to the prohibition of smoking opium in the Far East that "The success of the enforcement of prohibition will depend on the steps taken to limit and control the production of opium in other countries". In this connection the total requirements of the world for raw opium for the years 1933 to 1938, as computed from League of Nations documents O.C.1761(1), August 27, 1940 and O.C.1758, April 15, 1939, are reproduced below:

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During the period immediately after the war, it is estimated that the world market for opium for medicinal purposes will require about 400,000 kilograms of opium, whereas world production of raw opium for the year 1944 has been estimated by experts of the United States Government, in the absence of exact figures, as amounting to about 2,400,000 kilograms. There is also estimated production in Central Europe of morphine direct from poppy straw totaling about 8,500 kilograms.

The United States Government believes that it is necessary to limit and control the cultivation of the opium poppy in order to suppress drug addiction and the illicit traffic, and is prepared to cooperate with all nations in efforts to solve the problem. It hopes that Turkey and all opium-producing countries will be willing to participate in a conference which is expected to be held after the war for the purpose of drafting a suitable poppy limitation convention, preparations for which were undertaken several years ago by the Opium Advisory Committee.

In the hope of expediting and promoting agreement, the United States Government suggests that the proposed convention should contain provisions:
1. Stating in clear language that its objectives are (a) to suppress the abuse of narcotic drugs and (b) to supplement the Hague Opium Convention of 1912.

2. Restricting the cultivation of opium poppies for the production of raw opium to the countries which have been producing opium in quantity for many years and restricting the number of countries which may export opium to not more than five of the largest producers.

3. Restricting the cultivation of opium poppies for the direct extraction of morphine to present or lower levels, and prohibiting the exportation of any of the extracted morphine.

4. Establishing a control body consisting of not more than seven members, who shall have adequate powers to enforce compliance with their decisions.

5. Requiring all countries and territories to submit estimates of their requirements for raw opium annually to the Control Body.

6. Specifying that each opium producing-exporting country be allotted by the Control Body an annual production and export quota.

7. Requiring all importing countries and territories to buy in a given year the quantities of opium estimated as needed for that year.

8. Assuring the producer a fair return.

9. Requiring the standardization of opium by all producers.

10. Requiring the licensing and complete control of all cultivators by the national authorities with the submission annually of accurate statistics covering the area cultivated and the quantity of opium produced.

11. Incorporating a system of complete and absolute government control over the distribution of opium and any products of the poppy containing morphine, and over stocks.

12. Stipulating that the parties to the proposed convention which are not parties to the Geneva Drug Convention of 1925 agree to apply Chapter V of the latter convention, which sets up a system of import permits and export authorizations for the control of the international trade in opium and other dangerous drugs.
13. Prohibiting a producing country which becomes a party to the convention from supplying, directly or indirectly, consuming countries which have not become parties to the convention, and prohibiting consuming countries which become parties to the convention from buying from producing countries which have not become parties to the convention.

14. Stipulating that opium coming from States which are not parties to the convention shall not be allowed to pass through the territory of parties to the convention.

15. Calling for the prohibition of the manufacture, importation, exportation, and use of smoking opium, and the closing of opium monopolies.

16. Stipulating that a consuming country, either in the event of a demonstrated discrimination against a consuming country in the matter of supply, or in the event of an emergency arising which interferes with or closes the existing source of supply of the said consuming country, may become a producing country, but only with the consent of the Control Body.

17. Insuring the absolute and complete independence of the Control Body.

18. Establishing a businesslike and specific arrangement whereby the parties to the convention accept responsibility for and agree to pay each their fair share of the cost of implementation through machinery set up by the convention.

The Ministry will doubtless concur that only an international agreement limiting the production of raw opium and restricting the production of poppy straw for the direct extraction of morphine can protect the international market for raw opium against the competition which would result were poppy straw to be produced not only in the countries where it is now being produced but in many other countries also. One of the aims of United States policy is to have poppy straw production frozen at present or lower levels. This objective will be strongly supported at the contemplated poppy limitation conference.

An international poppy limitation convention could also possibly furnish protection to the trade in raw opium against the new synthetic drug isonipecaine (also known as dolantin and demerol). This drug was originally manufactured by the Bayer firm in Germany from coal tar. It is a satisfactory therapeutic substitute for morphine, as its analgesic properties are almost identical with those of morphine.
Isonipecaine, under various trade names, is now being manufactured in many countries for medicinal purposes. It may replace morphine to a considerable extent, thus diminishing the demand for opium for medicinal use.

Pending the entering into effect of an international poppy limitation convention, the United States Government suggests that it would be helpful if the Government of Turkey would give immediate consideration to the advisability of announcing at the earliest possible moment that it will hereafter prohibit the production and export of opium for other than strictly medicinal and scientific purposes and will take effective measures to prevent illicit production of opium in its territories and illicit traffic in opium from its territories.

The Government of the United States is now making this same suggestion to each opium-producing country with which it has friendly relations. It believes that the adoption of such a policy by each of those countries would go far to ensure the success of the prohibition of the use of prepared opium in the Far East and to safeguard all countries against the possibility of an era of increased drug addiction similar to that which followed the first World War.

It would be appreciated if the Ministry would inform the Embassy at an early date whether the Turkish Government is prepared to make the suggested announcement concerning the limitation of the production of opium to medicinal and scientific requirements. It would also be appreciated if the Ministry would communicate to the Embassy for transmission to the Government of the United States such observations as it may care to submit in regard to the provisions which the United States Government has suggested be incorporated in the proposed poppy limitation convention.

L.A.S. (1)

Ankara, September 22, 1944.

(1) Laurence A. Steinhardt, U.S. Ambassador to Turkey, 1942-44.
Translation of a note, dated May 14, 1945, from the Ministry of Foreign Affairs of the Turkish Government, replying to the note of the American Embassy, follows:

Ministry of Foreign Affairs
Ankara
10150/116

The Ministry of Foreign Affairs has the honor to acknowledge receipt of the Embassy of the United States of America's note dated September 22, 1944, concerning the promulgation of Public Law No. 400, of the Seventy-eighth Congress of the United States, and the propositions of the American Government, with regard to the limitation of the world production of opium to the quantity necessary for purely medical and scientific purposes.

Having submitted the aforementioned note and the texts enclosed thereto to the study of the interested authorities, this Ministry has the honor of making known to the honorable Embassy, with regard to the suggestions formulated by the Government of the United States, the observations and suggestions which follow:

It is with keen interest that the Turkish Government has examined this recent initiative of the Federal Government, having as its purpose the prevention, by measures reducing the production on an international scale, of the harmful usage of opium, and thus realizing the aim which had not been attained, either in 1925 by the Second Convention of Geneva or by the Conference which met in Bangkok in 1933.(1) The determination expressed by the Government of the United States of doing, at the close of hostilities in the Far East, all that which is in its power to prevent Japan and the Japanese from propagating the use of narcotics in that region, as well as the decision of the Governments of the United Kingdom and the Netherlands to prohibit the use of making (smoking) opium in their territories in the Far East when the Japanese occupation of these territories will have come to an end, are also happy auspices which make one hope this time a successful conclusion will be given to a definitive and universal ruling.

With regard to the attitude of Turkey toward this question, this Ministry can only reaffirm the unreserved good will which has been shown in the preceding sentences of the Government of the Republic, which, considering the eminent importance of the humanitarian aspect of the problem of the consumption of opium and with full knowledge of the

(1)Note by the Secretariat.

This Conference was held in 1931.
responsibility derived therefrom for the producing countries, has pledged itself, since 1932, to adhere to every international convention ad hoc, which has collaborated with entire good faith in the work of the Advisory Committee of the League of Nations, and which has not hesitated before important sacrifices of economic order and social difficulties arising from the limitation of the culture of the opium poppy in Turkey, in the sole purpose of contributing to this beneficial action.

In Turkey, the opium trade like that of other narcotics is centralized in the hands of a state monopoly. The entire opium production is bought by the Office of Land Products, a state institution, which makes up its stocks and, should the occasion arise, effects the exportation of it through the intermediary of the state monopoly and by means of an importation license delivered by the proper authority of the consignee country.

May it be recalled that following effective legislative measures taken by the Government in application of the Geneva Convention and the coming into effect of regulations concerning the Office of the Land Products, the production of raw opium in Turkey, which is calculated for the years 1929-1933 at an annual average of 394,000 kg. (document O.C. Confid. 11/18 (3) of the League of Nations dated May 15, 1939), decreased during the years 1934-1937 to an average of 280,782 kg., which corresponds to a decrease of 28.73 per cent, and this decrease attained, for the period 1938-1944, a proportion of 38.63 per cent, that is, an annual average production of 215,142 kg.

The Government of the United States of America can then be assured that the Turkish Government is entirely disposed to participate in the conference planned after the war, and that it will consent to every limitation of production which may be contemplated under equal conditions for all producers.

The suggestions which the Government of the United States, in the hope of accelerating and of promoting the conclusion of an agreement, has indeed wished to make with regard to stipulations which the new Convention should contain, have been the object of a careful examination on the part of the competent authorities, and the Ministry desires, hereunder, to inform the honorable Embassy of some reflections of the interested services in connection with the different points contemplated.
ad 1. Considering that the purpose of the new Convention should be defined as being the suppression of the vicious use of narcotics, it would be advisable to modify article 2 of the project dated June 9, 1939, elaborated by the Advisory Committee at Geneva (Document O.C.Conf.50/2 of the League of Nations) which contemplates the production of raw opium for

1 - medical and scientific purposes as well as medicines meeting these requirements,

2 - smoking opium whose consumption is foreseen in article 31 of the same project, and

3 - opium to be used for any sort of consumption admitted through the legislation of the country in which it should be utilized.(1)

In the opinion of the Turkish Government, paragraphs 2 and 3 may be suppressed; they are in accord with article 31 of the project, aiming to eliminate the consumption of smoking opium, proceeding through progressive reductions.

ad 2. According to the publications of the League of Nations referring to the year 1937 - the latest date distributed by the League of Nations - the classification of the different producers of opium is the following, in order of quantities produced:

<table>
<thead>
<tr>
<th></th>
<th>Country</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>China</td>
<td>1,063,295 kg</td>
</tr>
<tr>
<td>2</td>
<td>Iran</td>
<td>521,715 &quot;</td>
</tr>
<tr>
<td>3</td>
<td>Turkey</td>
<td>269,656 &quot;</td>
</tr>
<tr>
<td>4</td>
<td>Indian States</td>
<td>250,984 &quot;</td>
</tr>
<tr>
<td>5</td>
<td>URSS (U.S.S.R.)</td>
<td>85,280 &quot;</td>
</tr>
<tr>
<td>6</td>
<td>Yugoslavia</td>
<td>52,000 &quot;</td>
</tr>
<tr>
<td>7</td>
<td>Territories in India of the British Empire</td>
<td>47,381 &quot;</td>
</tr>
<tr>
<td>8</td>
<td>Korea</td>
<td>28,847 &quot;</td>
</tr>
<tr>
<td>9</td>
<td>Japan</td>
<td>21,771 &quot;</td>
</tr>
<tr>
<td>10</td>
<td>Bulgaria</td>
<td>6,175 &quot;</td>
</tr>
</tbody>
</table>

(1) Note by the Secretariat.
(See document C.175.M.104.1939.XI, page 12:
Article 2 of the Draft Convention reads as follows:
"(1) Medical and scientific purposes, including the manufacture of drugs for medical and scientific purposes;
"(2) Manufacture of prepared opium or sale for use in the form of prepared opium, subject to the provisions of Article 31 of this Convention;
"(3) Other non-medical consumption in countries where such consumption is lawful on this day's date."
The limitation of the culture of the poppy to not more than five countries being proposed, it would be necessary to consider that in the event that the Conference should adhere to the point of view of the American Government, of the countries enumerated above those counting from Yugoslavia should suppress the culture of the poppy. The interested authorities who have recalled the figures above-mentioned only as a demonstrative claim realize perfectly that in case of the general acceptance of the formula specified by the Government of the United States, it would be necessary to take as a basis, for the necessary elimination of the producers, data broader than the production figures of a single year; it would be advisable, for example, to consider the average of a suitable period, the curve of the production in the different countries and the general or particular causes which were able to influence the noted movements in the culture of the poppy, as well as the different categories and qualities of the plant, cultivated in the countries in question.

ad 3. The thesis supported by the Turkish Delegation and approved by Yugoslavia from the first session of the Advisory Opium Committee in 1939, and in the course of the deliberations bearing on the project of the Convention whose elaboration was judged necessary in order to extend and complete the provisions of the Conventions of the Hague (1912) and of Geneva (1925) demanded the pure and simple prohibition of the culture of the poppy destined for the direct extraction of morphine. As it was already demonstrated from these deliberations, it is in no way acceptable, nor just or equitable, that a decrease in the production of the poppy which has been obtained only through sacrifices consented to by the producing countries in the aim of serving a humanitarian ideal be turned to account by other countries in order to be compensated, even in part, by new methods of production which should come to be sanctioned. The proposition to maintain at the present level the direct production of morphine would endanger the legitimate interests of the exporting countries, since it is easy to foresee that the direct method, employed especially in Hungary, Poland and in URSS, will have made great progress in the course of the last years.

ad. 4. With regard to the proposition of forming a control commission composed of not more than seven members furnished with sufficient power to have its decisions executed, one needs only to revert to the petition formulated in 1939 aiming at the equitable representation within the committee of the producing countries who, under the circumstances, are interested in the first place, and to hope that this commission will be invested with such
powers as it has need of to fulfill its task under the
desired conditions.

ad 5. No observation.

ad 6. Considering that the harvesting depends,
as for every agricultural product, on atmospheric
conditions during the periods of sowing and cutting
and that it is, from this fact, impossible to fix in
advance exactly the quantity to obtain, the question
of the settlement for adjustment of stocks, of the
state and of the private stock in the exporting
countries as well as in the importing countries, a
measure recommended in 1939, should be the object of a
careful study.

ad 7. No observation.

ad 8. The Turkish Government pays particular
attention to the question of seeing assured for the
cultivator an equitable gain which rewards his efforts.
The Turkish Delegation at Geneva had, in 1939, insisted
that a careful and attentive study of this question be
undertaken, and the Advisory Committee had decided to
charge the Secretariat General to collaborate therein
with the experts of the producing countries.

ad 9. As a matter of fact it would be desirable
to demand of all producers the standardization of their
products. For Turkey it is an accomplished fact.

ad 10. The proposition concerning a permit for
the cultivator as well as the control to which he would
be subjected and that concerning the exact annual
statistics bearing on the surface cultivated and the
quantity of opium produced are indeed justified.
However, one must foresee that in the application of
the control of the production one will run into certain
difficulties, resulting from the fact that it is
practically impossible to control or to verify the
exact quantity of opium harvested on a definite ground.
This quantity can, in effect, vary according to the
atmospheric conditions, the rainfall in the cutting
period, the moisture of the earth and other factors
which are uncontrollable. Finally, there is the
question of the expenses caused by the control organiza-
tion. A system of limited control could be found, if
in the prices fixed for the buying of opium the
buyers would consent to include a certain margin for
this organization, to add to the equitable gain
provided for the cultivator.

ad 11. The importation and the distribution
of the narcotics extracted from opium are submitted,
in Turkey, to a system of the state monopoly; thus the consumption and the employment of these drugs are, according to the regulations of a special law, controlled by the services of the Ministry of Hygiene and of Social Assistance.

ad 12. The Turkish Government approves the proposition leading to the submission of the international trade of opium and other dangerous narcotics to a system of permits for importation and exportation; this system has been applied in Turkey since the putting into effect of the law on the State Monopoly.

ad 13. The question present two different aspects:

a) Prohibiting a country which becomes a party to the Convention of furnishing to consumer countries which have not adhered to it, and

b) Prohibiting consumer countries from buying from a producing country which has not adhered to the Convention.

In the first eventuality there is ground to question if the pronounced prohibition would not have as a result the furnishing to producers who have remained outside the convention an additional premium resulting from the fact that they would be without competition. The second eventuality, on the other hand, constitutes in the eyes of the Government of the Republic one of the essential points for the convention to conclude, which deserves the greatest attention.

ad 14. No observation.

ad 15. Prohibiting the manufacture, the importation, the exportation and the use of smoking opium, as well as the closing of the smoking opium monopolies accords entirely with the views of the Turkish authorities. This Ministry must, however, point out that some categories of raw opium are used for medical and scientific purposes, as well as for smoking opium. Such is the case for the finest qualities of Turkish opium which lend themselves equally to both sorts of use.

ad 16. The Turkish Government would not know how to concur in the suggestion that a consumer country, in the eventuality that, for one cause or another, it could not obtain from the exporting country which had been designated to supply it the required quantity of opium, would be authorized itself to become a producer. By far the most simple solution in such cases would be that of
dividing the supplying of the country in question among the other producing countries.

ad 17. The absolute and complete independence of the Control Commission is, in fact, very desirable; it is a question, at this juncture, of searching for the proper means to assure this independence.

ad 18. It seems that, to arrive at an accurate arrangement concerning the division among the contracting parties of the expenses of execution, as well as for the functioning of an effective control of the culture and production, the prices agreed to by the purchasers for the products, which will be furnished to them, will be of great importance.

The Government of the Republic would suggest, moreover, the introduction of the following points in the agenda of the proposed Conference:

1. The preparation of statistics indicating the opium harvest of producing countries for the period between 1925 and 1932, inclusive, and the relation of these harvests to the world production.

2. The preparation of statistics indicating the exports effected by the different producing countries for this same period as well as the relation of these figures to those of world exportation.

3. Research, on the part of the consignee countries, into the purposes and the quantities of the exports.

4. The preparation, for the importing countries, of statistics showing the quantities imported in this same period, and the purposes to which they were destined (consumption for the manufacture of narcotics or of medicines, consumption for smoking or for food) with an indication of the respective figures.

5. Research into the relationship between increases and decreases of production and of consumption, as well as on the causes of these movements.

6. Organization, on the basis of the data thus obtained, of a just distribution of the portions of production and exportation due each of the producing states, so as to insure the suppression of all competition among the interested parties.

7. Coordination of the purchase price of opium of the producing countries with the current
price of drugs which are made from it.

8. Compensation for losses undergone by the peasants due to the limitation of regions authorized to continue the cultivation of the poppy by a premium levied on the purchase price, serving to pay to the interested parties annual indemnities.

9. The arrival at a suitable formula to balance the interests of the states signatory to the Geneva Convention which, in application of the provisions relating to it, diminished their production, and of the states, not being in this position, which continued to produce without any restriction, permitted the use of opium in their territory and exported narcotics in the international market.

10. Adoption of decisions to safeguard the legitimate rights, at least until the putting into effect of a new Convention, the non-recognition of positions recently acquired, among others of the quality of producers in those countries which have not been producing for long, and the immediate prohibition of the straw method.

In conclusion, the Ministry of Foreign Affairs wishes to stress the following points which it considers to be of prime importance for the Turkish representation at the Conference which is to be held:

a) It is absolutely indispensable to proclaim the prohibition of the straw method (which consists of extracting the morphine directly from the poppy), and of all production in countries which, by practicing this method, acquired the status of producers after the conclusion of the Geneva Convention (1925).

b) There is an urgent necessity, seeing the competition which the synthetic drug, isonipecaine (known also under the names of dolantin and demerol), makes and will be able to make in the future on a still more vast scale to raw opium, to assure the limitation, if not the complete prohibition of these drugs.

c) The purpose desired by the limitation of the production being the struggle against the harmful use of opium and of its derivatives, the Conference will have to distinguish between the production of smoking opium and that of the poppy which, in certain regions of Turkey, is cultivated as a plant serving for the extraction of oil, which constitutes there, as a result of special conditions making impossible the breeding of cattle or the production of all other substitutes, an essential and indispensable element for nourishment and whose grains
constitute one of the export materials of the country

In bringing the above to the knowledge of the Embassy of the United States of America and in asking it to kindly inform its Government, this Ministry takes this opportunity to renew the assurance of its high consideration.


4. NOTES EXCHANGED WITH THE GOVERNMENT OF THE UNION OF SOVIET SOCIALIST REPUBLICS.

The American Embassy at Moscow sent the following note dated September 18, 1944 to the People's Commissariat for Foreign Affairs of the Union of Soviet Socialist Republics:

No. 426

Moscow, September 18, 1944

The Embassy of the United States of America presents its compliments to the People's Commissariat for Foreign Affairs of the Union of Soviet Socialist Republics and has the honor to transmit to the Government of the Union of Soviet Socialist Republics a copy of Public Law 400, Seventy-eighth Congress of the United States of America, approved on July 1, 1944, in regard to the limitation of the production of opium to medicinal and scientific requirements.

The United States Government, of course, is aware that the Soviet Government has always exercised strict control over the production of the opium poppy and has permitted opium to be produced for medicinal and scientific purposes only. It is desired, however, at this time to draw the attention of the Soviet Government to changes in the world narcotics situation which have recently taken place, and to express the hope that the Soviet Government will cooperate with the other nations of the world in the solution of the opium problem.

As the Soviet Government is aware, a number of measures have become effective during the last twenty years to combat the abuse of narcotic drugs. Among these may be mentioned the coming into force of the Narcotics Limitation Convention of 1931, the prohibition at the end of 1935 of the exportation of opium from India to the Far East and the enactment by the Chinese Government in 1941 of laws prohibiting the cultivation of the opium poppy, the smoking of opium and all traffic in opium and narcotics except for medicinal purposes.
The Governments of the United Kingdom and the Netherlands, after pursuing for many years a policy of gradual suppression of the use of smoking opium, announced on November 10, 1943 their decisions to prohibit the use of smoking opium in their Far Eastern territories when those territories are freed from Japanese occupation and not to reestablish their opium monopolies. Copies of these announcements, together with the statements made by spokesmen of the United States and Chinese Governments on November 10 and 24, 1943, respectively, commenting on those announcements, are attached hereto for convenience of reference. Following the surrender of Japan, the United States Government, in cooperation with other interested governments, will do everything possible to prevent Japan and the Japanese from spreading the use of narcotics for the satisfaction of addiction.

After the war, as a result of the decisions of the British and Netherlands Governments and the uncompromising attitude of the Chinese and United States Governments, there will be no legitimate market for smoking opium in a vast Far Eastern area. Consequently, in future, exports of opium will have to be limited to the demands of the world market for opium for medical and scientific requirements.

The United States Government concurs in the opinion of the British Government, as stated in its announcement of November 10, 1943, in regard to the prohibition of smoking opium in the Far East that "the success of the enforcement of prohibition will depend on the steps taken to limit and control the production of opium in other countries." In this connection the total requirements of the world for raw opium for the years 1933 to 1938, as computed from League of Nations documents O.C.1781(1), August 27, 1940 and O.C.1758, April 15, 1939 are reproduced below:

<table>
<thead>
<tr>
<th>Year</th>
<th>Manufactured Narcotic Drugs</th>
<th>Prepared Opium</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1933</td>
<td>227,494</td>
<td>297,325</td>
<td>524,819</td>
</tr>
<tr>
<td>1934</td>
<td>245,201</td>
<td>348,503</td>
<td>593,704</td>
</tr>
<tr>
<td>1935</td>
<td>255,808</td>
<td>326,047</td>
<td>581,855</td>
</tr>
<tr>
<td>1936</td>
<td>323,114</td>
<td>345,949</td>
<td>668,063</td>
</tr>
<tr>
<td>1937</td>
<td>343,841</td>
<td>396,148</td>
<td>733,989</td>
</tr>
<tr>
<td>1938</td>
<td>312,832</td>
<td>374,248</td>
<td>687,080</td>
</tr>
</tbody>
</table>

(1) Note by the Secretariat.
See note on page 9 of this document.
During the period immediately after the war, it is estimated that the world market for opium for medicinal purposes will require about 400,000 kilograms of opium, whereas world production of raw opium for the year 1944 has been estimated by experts of this Government, in the absence of exact figures, as amounting to about 2,400,000 kilograms. There is also production in Central Europe of morphine direct from poppy straw totaling about 8,500 kilograms.

The United States Government believes that it is necessary to limit and control the cultivation of the opium poppy in order to suppress drug addiction and the illicit traffic, and is prepared to cooperate with all nations in efforts to solve the problem. It hopes that the Union of Soviet Socialist Republics and all opium producing countries will be willing to participate in a conference which is expected to be held after the war for the purpose of drafting a suitable poppy limitation convention.

In the hope of expediting and promoting agreement, the United States Government suggests that the proposed convention should contain provisions:

(Here follow the eighteen provisions as printed in the Bulletin of July 8, 1945, p.64.) (1)

It is realized that it will be fruitless to convene a poppy limitation conference unless Iran is willing to participate therein. The Government of the United States is presenting to the Iranian Foreign Office at Teheran a memorandum strongly urging the Iranian Government to limit the production of opium to medicinal and scientific requirements and to cooperate in the work of drafting a poppy limitation convention. That memorandum is along the lines of the copy which is attached hereto. If the Soviet Government could see its way clear to make appropriate representations to the Iranian Government, it is believed that the Iranian Government might give favorable consideration to the proposed program. This suggestion is also being made to the British Government. The Soviet Government, without doubt, has a great interest in the narcotics situation in Iran owing to the presence in Iran of thousands of Soviet troops.

(1) Note by the Secretariat.
See the Note addressed to the Minister of Foreign Affairs of the Turkish Government, pages 11-12 of this document.

(2) Not printed.
Pending the entering into effect of an international poppy limitation convention, the United States Government suggests that it would be helpful if the Soviet Government would give consideration to the advisability of making an announcement that its policy continues to be to prohibit the production and export of opium for other than strictly medicinal and scientific purposes, and that it will continue to take effective measures to prevent illicit production of opium in its territories and illicit traffic in opium from its territories.

The Government of the United States is now making a similar suggestion to each opium-producing country with which it has friendly relations. It believes that the adoption of such a policy by each of those countries would go far to ensure the success of the prohibition of the use of prepared opium in the Far East and to safeguard all countries against the possibility of an era of increased drug addiction similar to that which followed the first World War. It may also be pointed out that if most of the opium-producing countries were to make sacrifices for the common good by limiting production to an authorized proportion of the total quantity of opium required by the world for medical and scientific purposes, and one country were to continue to produce and use large quantities of opium annually for its own non-medical purposes, such a reservoir would inevitably be drawn upon by illicit traffickers for their supplies.

It would be appreciated if the Soviet Government would inform the Government of the United States at an early date whether it is prepared to make the suggested announcement concerning the limitation of the production of opium to medicinal and scientific requirements. It would also be appreciated if the Soviet Government would communicate to the United States Government its observations in regard to the provisions which the United States Government has suggested be incorporated in the proposed poppy limitation convention.

Translation of a note dated November 2, 1944 from the People's Commissariat for Foreign Affairs of the Union of Soviet Socialist Republics, replying to the note of the American Embassy, follows:

People's Commissariat for Foreign Affairs

№ 74.

Acknowledging receipt of note no. 426 from the Embassy of the United States of America the People's Commissariat for Foreign Affairs of the Union of Soviet Socialist Republics has the honor to state that the Soviet Government values the efforts of the American Government directed toward the uprooting of the illegal
traffic in opium and that opium has been produced and used only for medicinal and scientific purposes.

The question of the intended post-war conference and regarding the conditions which might be included in a convention for restricting the cultivation of the poppy in case it was decided to sign such a convention is at present being studied by the competent Soviet authorities.

With reference to the declaration of the Soviet Government concerning the restriction of opium production to the quantity which is dispensable for the satisfaction of medicinal and scientific needs the existence of a state monopoly both in the field of production and in the field of distribution renders the publication of such a declaration superfluous.

Moscow, November 2, 1944.