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LEAGUE OF NATIONS

REPORT

OF THE

SPECIAL BODY OF EXPERTS

ON

TRAFFIC IN WOMEN AND CHILDREN

PART ONE

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REPORT OF THE SPECIAL BODY OF EXPERTS ON THE
TRAFFIC IN WOMEN AND CHILDREN.

TO THE COUNCIL OF THE LEAGUE OF NATIONS.

We have the honour to present to the Council of the League of Nations the report of our investigation into the traffic in women and children.

The report is divided into two parts. The first part contains a concise account of the facts disclosed by the investigation and a statement of the conclusions founded upon them. A large mass of material has been collected, of which the more important, arranged according to countries, is printed in the second part.

We desire to express our thanks to all the representatives of the Governments and other persons in the countries visited who gave active and willing help to the investigators in their task. Without this cordial co-operation our duty could not have been performed.

(Signed¹) William F. SNOW,
Chairman.

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Rachel E. CROWDY,
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February 18th, 1927.

¹ Dr Paulina Luisi was unable to attend the final meeting of the Committee.

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REPORT OF THE SPECIAL BODY OF EXPERTS ON TRAFFIC IN WOMEN AND CHILDREN.

INTRODUCTION

PRELIMINARY OBSERVATIONS.

The circumstances which led up to this investigation are briefly these: In March 1923, at the second session of the Advisory Committee which was appointed by the League of Nations to advise the Council in regard to the traffic in women and children, the representative of the United States (Miss Grace Abbott) submitted a memorandum in which she recommended that the League of Nations should institute an investigation to ascertain certain facts relative to the traffic in women and children¹. The Advisory Committee agreed that a general study of the conditions under which the traffic is carried on would be valuable to it, and suggested that experts should be appointed to carry out a study on the spot with the co-operation of the Governments of the countries concerned. The approval of this proposal by the Council and Assembly was made possible by the offer of the American Bureau of Social Hygiene to provide a sum of seventy-five thousand dollars for the purpose. This generous offer was gratefully accepted. A Body of Experts, which was composed of persons chosen on the ground of special knowledge and qualifications, was accordingly appointed by the Council in December 1923².

At our first meeting, held in Geneva in April 1924, we had before us all the available information collected by the Social Section of the Secretariat, including reports of the Advisory Committee on Traffic in Women and Children, annual reports made to the Committee by Governments, and replies received from Governments to a questionnaire on the system of licensed houses. A questionnaire³ was prepared with the object of obtaining further information from Governments on certain points, and plans were made for conducting the investigation. It was agreed that the following principles should be observed in making enquiries on the spot: (a) The enquiries must be carried on only by trained and experienced persons; (b) each enquiry should relate to a limited area; (c) each enquiry should be detailed and thorough; (d) the enquiries should be begun as far as possible in cities and countries to which women are alleged to have been sent for purposes of prostitution.

It was realised that the success of these enquiries must depend on two factors: the possibility of finding trained investigators with the necessary qualifications for the work, and the extent to which the Governments would lend their co-operation. Thanks to the American Social Hygiene Association, the Body of Experts was able to secure as a Director of Investigations the services of Mr. Bascom Johnson, whose legal training and long experience of social studies proved invaluable, and he was assisted by a group of highly qualified investigators. All the enquiries on the spot were made under the personal direction and supervision of the Chairman (Dr. William F. Snow), who consulted his colleagues from time to time on any general questions of principle. Moreover, the letters which the Secretary-General sent to the Governments of the different countries where the enquiries were made, met with the most cordial response, with the result that the representatives of the Body of Experts were given every facility in carrying out their work and received the active help of officials and other persons concerned. The Chairman visited several of the countries personally, and other members of the Body of Experts assisted in collecting information in their own countries. Six meetings of the Experts were held in Geneva and Paris to receive reports of progress, to decide new lines of enquiry, to examine the evidence and to consider the terms of the report. The Director of Investigations attended all these meetings.

¹ See Annex II.

² See Annex I.

³ See Part II, Annex II.

EXTENT OF THE ENQUIRY.

Some indication of the extent of the enquiry and of the method of conducting it may be useful. The preliminary examination of available material gave a *prima-facie* indication that certain routes of traffic existed from Western Europe to Central and South America. The enquiries on the spot were accordingly begun at the latter point and extended to Central and North America, to countries bordering on the Mediterranean and to certain countries on the Baltic and North Seas. Detailed reports have been made on twenty-eight countries¹, in which 112 cities and districts were visited. No fewer than 6,500 persons believed to be able to afford information were interviewed, including about 5,000 persons connected with commercialised prostitution, a large number of whom were either prostitutes or *souteneurs*. The names or aliases of about 600 of these were obtained with a view to following up clues.

A word of explanation of the latter statement will throw light on the special character of much of the evidence on which this report is based. We felt that, in an investigation of this character, the duty imposed on us would not be adequately fulfilled by a consideration of information obtained only from Government sources, from voluntary associations or from other persons actively concerned in combating the international traffic in women. We determined, if possible, to get into touch with the underworld which is found in all big cities and to ascertain what was going on behind the scenes. Fortunately, at the outset, by skilful enquiries and with the exercise of considerable resource and courage, the investigators were able to establish contact with certain prominent characters in the underworld of some of the cities of South America. They penetrated to the centre of the so-called "ring" and so traced the ramifications of traffic from country to country by the securing of introductions to the "right people" in each centre studied. They wrote up their notes of conversations as far as possible in the words used, and these have been translated in the report into the nearest equivalent in French and English. As the facts emerged from the reports of the investigators, the Director of Investigations discussed their significance with local officials and was able to obtain supplementary information. By this means and with the active help of the authorities of the countries visited, a large amount of new and valuable evidence was secured. We do not suggest that the statements made to the investigators by members of the underworld were in all cases accurate in every detail, but so far as is practicable they have been checked by corroborative evidence, and care has been taken not to use any material the truth of which did not appear to be established. It is believed, therefore, that this report presents a conservative account of the character and the distribution of the traffic as it exists at present.

The proper examination of a social evil of this description, which is naturally repellent to decent-minded people, must involve reference to many drab and sordid details and even to practices which are shocking in their depravity. We came to the conclusion that it would be contrary to the public interest and to our obvious duty if, from an exaggerated sense of delicacy, we were to avoid the mention of such matters, and we accordingly decided to make our report as frank as appeared to be consistent with the limitations of a published report.

In the course of our report many cities and countries are mentioned by name because it seemed to us impossible to give any useful account of the results of our enquiries without adopting this course. But we wish to make it clear that when countries are referred to by name it is not intended to single out any particular country or to suggest any criticism whatever of its authorities. All nations alike are equally desirous of stamping out this evil, but the circumstances of some countries undoubtedly make the task more difficult than it is for others. The possibility of further action must depend on finding the weak points in existing international machinery and in trying to strengthen it by effective co-operation.

EARLY HISTORY.

The present position in regard to the traffic in women cannot be fully appreciated without a brief account of the history of the movement to suppress it.

Co-operative action by Governments was first taken rather more than twenty years ago, but the seeds which finally produced this growth began to be sown by public opinion in different countries at least a quarter of a century earlier. The international movement developed actually out of the national examination of certain social evils connected with prostitution. It is important to remember this because it illustrates the difficulty which exists in separating internal conditions from international traffic.

The campaign against State regulation in England, which began in 1869 and ended by the repeal in 1886 of the legislation which authorised the system, is associated with the name of Josephine Butler. The effect of this controversy was felt not only in England: it exercised a marked influence on public opinion abroad². Such distinguished names as Yves Guyot, Mazzini and Victor Hugo are found among the supporters of the movement. In 1875, an

¹ See Part II, Annex I.

² See report of Advisory Committee on the Traffic in Women and Children, Fourth Session, Annex IV. Reply of the British Government to the Questionnaire on the Subject of Licensed Houses.

international federation was formed at Liverpool which called itself "The British, Continental and General Federation for the Abolition of the Government Regulation of Prostitution".¹ The first International Congress which was summoned by this body in 1877 was widely attended. One of the arguments used by the opponents of State regulation in England was that it "notoriously promotes national and even international traffic and commerce in prostitutes"². Shortly after these words were written, they were destined to be fulfilled in a dramatic way. Allegations were made in 1880 about a traffic in girls from England to Continental brothels, and the British Government appointed a well-qualified barrister to hold an enquiry. The result of the enquiry established the truth of the allegations. The report presented in 1882 says :

"I find it to be a fact established beyond all doubt that for many years a trade or traffic has been carried on whereby a very large number of English girls — many, if not most of them, under the age of 21 years — have been enlisted to become inmates of brothels in Continental cities in consideration of fees or commissions paid by the keepers of the houses to the persons procuring the girls....

"I find that fraud was frequently and successfully practised, that girls under age were easily enrolled, that in the case of English girls false certificates of birth were the rule rather than the exception, and that the girls entered upon a life, presently to be described, to which they were almost irretrievably committed, before they could possibly become aware of its true nature and condition. I find that in several cases misrepresentation, falsehood and deceit marked every stage of the procedure, from the moment that the girl was first accosted by the *placeur* in England to that of her installation in the *maison de débauche*."

The importance of this enquiry was that it led to the taking of strong legislative measures (Criminal Law Amendment Act, 1885) against procuration, which brought this traffic from England to the Continent of Europe to an end. One of the features of the legislation is that it was made an offence punishable by severe penalties to procure a girl or woman under 21 for unlawful carnal connection, not only in England but abroad. This Act was used as a model in connection with later international discussions.

INTERNATIONAL DEVELOPMENTS.

A movement for the suppression of the "White Slave Traffic", as it was then called came into being, and, owing to the devoted work of Mr. Alexander Coote in England and Senator Bérenger in France, gained considerable influence in many countries. A congress was held in London in 1899, and as a result of one of the recommendations made by the Congress, the French Government took the initiative in summoning an official conference, which met at Paris in 1902. As a result, the International Agreement³ for the Suppression of the White Slave Traffic was signed at Paris on May 18th, 1904, by the delegates of twelve nations (Belgium, Denmark, France, Germany, Great Britain, Italy, the Netherlands, Norway and Sweden, Portugal, Russia, Spain, and Switzerland). By this Agreement the High Contracting Parties pledged themselves to take certain administrative measures, including the appointment of central authorities charged with the consideration of all information relative to the procuring of women and girls for immoral purposes abroad.

In an investigation made in the United States of America in 1908-1909 by the Immigration Commission on the *Importation and Harboring of Women for Immoral Purposes*⁴, it was established that a large number of alien women and girls were at that time being imported into the United States and distributed through the several states for purposes of prostitution; that some of these were unwilling but a larger number willing victims, that they were purchased by letters or through agents sent to Europe and Asia from time to time for \$200, \$300, \$500, \$1,000, \$2,000. Following this investigation, the United States Immigration Law was amended and the White Slave Traffic Act, which places severe penalties on the transport in interstate or foreign commerce of women or girls for immoral purposes, was passed by Congress in 1910. It is believed that these measures have to a very large extent broken up the organised commercial traffic between the states and between the United States and other countries.

Six years after the International Agreement of 1904, the International Convention⁵ for the Suppression of the White Slave Traffic (May 4th, 1910), was signed at Paris by the delegates of thirteen nations (Austria-Hungary, Belgium, Brazil, Denmark, France, Germany, Great Britain, Italy, the Netherlands, Portugal, Russia, Spain, Sweden). By this Convention it was agreed that, within specified limits, the procuration of women and girls should be made punishable by the laws of each country and offences should be vigorously prosecuted.

¹ Now known as the "International Abolitionist Federation".

² See *A Comparative Survey of the Laws in Force for the Prohibition, Regulation and Licensing of Vice*, by Sheldon Amos, Professor of Jurisprudence in University College, London, 1877.

³ See Part II, Annex IV.

⁴ Senate document 753.

⁵ See Part II, Annex V.

The London Congress of 1899, which was convened at the instance of the National Vigilance Association, resulted in the diplomatic action to which the International Acts of 1904 and 1910 owe their origin, and was at the same time the starting-point of a complete organisation for defensive and active measures against the traffic. National Committees for the suppression of the traffic were set up in all the principal European countries and their concentrated action exercised a great influence. These Committees, which were independent of the Governments but acted in agreement with them, had at their disposal the copious information supplied by the vast network of organisations for preventive work and the protection of girls which already existed in the Old World. This work brought the study of the traffic to a point at which the League of Nations was able to take it up and include it in Article 23 of the Covenant.

The publication in 1914, under the auspices of the American Bureau of Social Hygiene, of the result of a remarkable enquiry into "Prostitution in Europe" made by Mr. Abraham Flexner, again attracted attention to the matter in many countries, as it showed that the evils discovered at the time of the earlier enquiries were still rampant. The Great War, however, put an end for a time to any further development of international work.

When the League of Nations was established, an article (23c)¹ was included in the Covenant entrusting the League with the general supervision over the execution of agreements with regard to the traffic in women and children. The League began its work by appointing an officer, attached to the Secretariat, whose special duty would be to keep in touch with all matters relating to the white slave traffic.

In June 1921, an International Conference was summoned at Geneva by the League of Nations and was attended by the official representatives of thirty-four nations, thereby extending considerably the area of the international movement. Attention may be drawn especially to the work of this Conference in four directions. It asked that the words "White Slave Traffic" in the international instrument should be replaced by the words "Traffic in Women and Children", thus making it clear that the measures adopted should be applied to all races alike; it suggested the substance of a new draft convention; it requested the Council of the League to set up an Advisory Committee; and it recommended that Governments should be invited to make annual reports on conditions as to traffic in women and children and on the measures taken to check it.

All these proposals were carried into effect. At the second ordinary session of the Assembly of the League, held at Geneva in September 1921, an International Convention², based on the recommendations of the Conference, which supplemented the provisions of the earlier instruments, was concluded and signed by the representatives of thirty-three States³.

An Advisory Committee on the Traffic in Women and Children (which subsequently, by the inclusion of Child Welfare, became part of the Advisory Commission for the Protection and Welfare of Children and Young People) was set up, consisting of official delegates nominated by Governments and assessors nominated by the principal international organisations which deal with the suppression of the traffic. By this means closer co-operation was secured between official and unofficial activities.

The Advisory Committee has issued five reports, and as these have been published they need not be referred to in detail. For the purposes of this summary, however, attention may be called to three matters. The Committee, at its second session in 1923, passed a resolution⁴ recommending that, "pending the abolition of the system of State regulation, no foreign woman should be employed in or carry on her profession as a prostitute in any licensed house". Some countries where licensed houses are in existence have acted on this recommendation.

At the same session the Committee proposed⁵ the issue of a questionnaire to Governments on the subject of the licensed-house system and its effect on the traffic. In reply to this questionnaire, a considerable amount of valuable information has been obtained and will be referred to later in this report.

Finally, the Advisory Committee passed the resolution⁶ which led to the appointment of the Body of Experts and the present investigation.

¹ Article 23: "Subject to and in accordance with the provisions of international conventions existing or hereafter to be agreed upon, the Members of the League . . . (c) Will entrust the League with the general supervision over the execution of agreements with regard to the traffic in women and children. . . ."

² See Part II, Annex VI.

³ See Part II, Annex III.

⁴ "6. The Advisory Committee, having, at the request of the third Assembly of the League, examined the question of the employment of foreign women in licensed houses, recommends that, pending the abolition of the system of State regulation, no foreign woman should be employed or carry on her profession as a prostitute in any licensed house."

⁵ "7. The Advisory Committee requests the Council of the League to authorise the issue of a questionnaire to the Members of the League, asking those States which have a system of regulation for a full report of its workings and results, together with a statement of the grounds on which it is advocated, and those States which previously had a system of regulation but have abandoned it for a report of the reasons that led them to take this course and of the results which have followed their action."

⁶ "9. (a) The Advisory Committee recognises the great value of the proposal made by the delegate of the United States of America. A general study of the conditions under which the traffic in women and children is carried on would form a valuable source of information for the Advisory Committee.

"(b) The Advisory Committee suggests that the Council might appoint an expert or experts to undertake a study on the spot, with the collaboration of the Governments of the countries concerned and in consultation with any expert whom they may desire to nominate; and, if the principle of such a study recommends itself to the Council, the Committee would like to see the work undertaken without delay."

CHAPTER I. — THE CHARACTER OF THE TRAFFIC.

Is there still a traffic in women and girls? This is a question which may be asked to-day with some incredulity by persons who have not studied the problem. They have heard vague stories of the "White Slave Traffic" as it existed years ago, and the name arrested their attention; but they have heard, too, of national laws and international conventions framed to suppress it, and they have probably come to the conclusion that what was once only too true is now a thing of the past, lingering in a melodramatic form in the popular novel or cinema. Sometimes they see sensational stories in the newspapers about large parties of girls being kidnapped and carried away by force to foreign brothels, but these they read with justifiable suspicion, because they believe that on investigation such stories will prove to be untrue. The very publication of such rumours without any attempt to verify their accuracy tends to divert public attention from the real facts of the situation.

Those whose duty it has been to grapple with the traffic in women, whether as Government officials or as members of voluntary associations, are faced with doubts of a different character. Their experience forces them to believe that the evil which for so many years has resisted the constant attempts of many countries to uproot it must still exist; but the extent of its operations and the precise form which it assumes at the present time are to them matters of uncertainty.

It was the object of this investigation to attempt to withdraw the veil which has covered in recent years, especially since the war, the activities of those who traffic in women. The measure of our success will appear from the pages of this report.

For the purpose of this study, international traffic has been taken as meaning primarily the direct or indirect procurement and transportation for gain to a foreign country of women and girls for the sexual gratification of one or more other persons. This definition covers the cases in which girls have been procured and transported to become mistresses of wealthy men. It also covers certain cases of the procuring of women as entertainers and artistes, and exploiting them for purposes of prostitution in foreign countries under degrading and demoralising conditions. It has been found difficult, if not impossible, to isolate the international question entirely from various forms of commercialised vice where there is no transportation to a foreign country. The latter group of problems may be conveniently described as national traffic. International traffic has been found to be largely a compound of all the features of supply and demand discoverable in national traffic, with certain additional features arising from the fact that the persons engaged in the traffic must pass national barriers, gain greater control over the women who are exploited, cater for men of foreign race, and find markets lucrative enough to cover the added cost of transportation. We came to the conclusion that we could not make an adequate study of international traffic without paying considerable attention to internal conditions and, generally, to the national aspect of commercialised prostitution, as it exists in various forms in different countries.

The study of international traffic was also found to be connected with certain other recognised social evils, such as the abuse of alcohol and the traffic in obscene publications and drugs. We shall have occasion to refer incidentally to these matters and to explain their bearing upon the problem which we are asked to investigate.

The motive underlying the traffic in women has always been money. The reader of these pages will find that there has been no change in this respect. It is a business out of which large profits can be made and, like other businesses, it is governed by the law of supply and demand. We have used these economic terms because they seem aptly to describe the commercial aspect of the whole traffic. There exists or arises, owing to a variety of causes, a demand for prostitutes in some particular area. The trafficker deliberately sets out to supply it.

The persons — men and women — who are engaged in this vilest of trades are many and their activities are varied. A vivid picture of some of them is suggested to the imagination by the quotations which are given later from the reports of the investigators. These record actual conversations, and, so far as possible, the form and language of the conversations are reproduced. The "principals", *souteneurs* and *madames*, as they are described later in this report, are of many nationalities and speak different languages, but much of their slang is common property. As there is said to be "honour among thieves", so these conspirators play into each other's hands when it suits them to do so, but, in spite of a worldwide *camaraderie* (which incidentally served well the purposes of the investigators), there would appear to be no organised international group. "Each for himself" is the guiding principle. These pests of society are real parasites who live on the body as well as on the soul of their host.

In sharp contrast stands the tragedy of the victim, with its intense personal interest. We have tried to describe the different types of women and girls who become the prey of the trafficker, but personality defies classification, and in the consideration of these groups this important fact must be borne in mind. It would be impossible to catalogue all the factors, social or economic, physical or psychological, which bring certain women within the

conditions of slavery which are implicit in the traffic. If our enquiry appears to show — thanks to the continued efforts of various agencies — that the more obvious risks have been averted, there is still ample ground for apprehension. As plans for barefaced exploitation are frustrated, new methods are devised by which victims are enticed into the snare. We shall describe some of these methods in later chapters.

The main questions which it was the object of this investigation to determine were :

(a) Whether any considerable number of foreign women were found to be engaged in prostitution in any of the countries visited.

(b) Whether there was a demand for foreign women in any country, and what, if any, were the factors which contributed to create such a demand.

(c) From what surroundings women were obtained, and whether they went to foreign lands of their own accord or whether their movements were influenced by other persons.

(d) Who are the traffickers and their associates.

(e) From what countries the women came, by what means they were induced to go, and by what routes they travelled.

The answers to these questions are considered in the four following chapters. The measures against traffic and the growth of public opinion are outlined in other chapters. The final chapter presents a short summary of the facts and the conclusions based on them.

The large amount of evidence gained in the course of the enquiry, both from official and unofficial sources, and by the drag-net which has been drawn across the underworld has left a very definite impression on our minds. We hope that we shall succeed in presenting to the public a clear and convincing picture of the existing situation in the countries which have been visited.

CHAPTER 2. — EXTENT OF THE TRAFFIC.

It is impossible to give even approximate figures of the extent of traffic in women and girls, but it is established that a large amount of traffic is being carried on. Such statistics as are available are given in the reports on countries in Part II, but it should be remembered that the statistics procured mainly relate to registered prostitutes, who form part only of the number of women practising prostitution. The number of clandestine prostitutes cannot be exactly gauged, but the authorities in different countries have estimated the clandestine prostitutes to be from two to as much as ten times the number of registered women. There is reason to believe that large numbers of clandestine prostitutes have also been victims of international traffic.

Some indication, however, can be given of the general extent of the traffic by selecting a few passages from the reports in Part II, which show the number of foreign women practising prostitution in various countries, the number of foreign prostitutes excluded or deported, and from the statements of the underworld as to the extent of traffic.

NUMBER OF FOREIGN WOMEN.

The Brazilian Government, in a letter to the League of Nations dated March 12th, 1923, said, in relation to foreign women employed in houses of prostitution : "The foreign element forms a very large proportion of the total, both in houses of this nature and among prostitutes in general. There are brothels — a very large number, indeed — frequented exclusively by foreign women, who have come from almost every country in Europe. If we disregard the lowest class of brothel (*conventilhos*), where the foreign element is also prominent — although to a lesser degree — and confine our answer to the terms of the questionnaire, which refers to brothels properly so called, the proportion of foreign women employed is 80 per cent."

The statistics and information furnished by the Health Department in Montevideo show an increase in the proportion of foreign prostitutes among the new inscriptions each year for the last five years (1919-23) from 24 per cent in 1919 to 42 per cent in 1923. From the table of new inscriptions it is clear that, out of 227 prostitutes newly inscribed in 1923, there were 96 foreign women.

The statistics of the Health Department at Buenos Ayres establish the fact that, between 1921 and 1924, some 300 to 400 prostitutes have been newly registered each year in Buenos Ayres, of whom 75 per cent are foreigners. In 1924, there were 1,200 such women *en carte*. In addition, there were an unknown number of clandestine prostitutes, variously estimated by qualified persons to be anywhere between 5,000 and 10,000. Assuming that 75 per cent

of the clandestine prostitutes are also foreign, there would be, to take the lowest estimate, some 4,500 foreign prostitutes in the city, whose total population is 2,310,441.

Where there is a large foreign colony in any city it is certain that some of the foreign prostitutes registered will be drawn from the foreign residents and will not represent women transported from abroad by traffickers.

There is, however, somewhat striking evidence that a large proportion of newly registered foreign women came from abroad to the country where they register expressly for the purpose of prostitution. The fact is established by material supplied to the investigators. For instance, in Buenos Ayres, 79 foreign-born prostitutes were interrogated; 75 out of the 79 inscribed themselves within a year of their arrival in Buenos Ayres. Even more significant is the fact that 56 per cent inscribed themselves within two months of their arrival, and in one case inscription actually followed within four days of arrival. Assuming, therefore, at a conservative estimate, that 75 per cent of the foreign prostitutes newly inscribed each year have arrived in the country that same year, we may take it, from figures available, that 197 women came or were brought into the country in 1922 and 179 were brought in in 1923 for the express purpose of registering as prostitutes in Buenos Ayres. This conclusion is amply verified by the admissions of all the many prostitutes interviewed, both registered and clandestine. The same percentage of 75 may be applied to the estimated total of 4,500 foreign prostitutes in Buenos Ayres, which include both registered and clandestine foreign prostitutes. According to this reckoning, there would be not less than 3,000 foreign prostitutes in Buenos Ayres to-day, registered and clandestine, who came or were brought expressly for the purpose of prostitution.

In Montevideo, the Police in 1924 stated that very few women came to practise prostitution and that those already practising in the city had been there for many years, whereas the Health Department was of opinion that the foreign women now registered as prostitutes inscribed very soon after arriving in the country. This fact was confirmed by investigation in the underworld, where several cases were found of women in licensed houses who had been a short time in the country, and by the statements of many *madames* and *souteneurs* that foreign prostitutes were sent for or brought in in considerable numbers for immediate entrance to the licensed houses.

In Mexico, the officials stated that between 50 and 60 per cent of the registered prostitutes are recent arrivals, and cannot have been in the country for more than a year, because so many of them are still unable to speak Spanish.

NUMBER OF WOMEN EXCLUDED OR DEPORTED.

Many countries have adopted a policy of refusing to admit foreign women whom they have reason to believe are prostitutes, and many countries deport foreign women found practising prostitution. A consideration of statistics of exclusions and deportations gives therefore some indication of the extent to which there is incoming traffic in women into a country.

A policy of exclusion of undesirable characters is a factor which the underworld takes into account, and countries practising such a policy are often avoided or only approached warily. The Annual Report of the United States of America to the Advisory Committee on Traffic in Women and Children gives the following information on this subject :

"During the fiscal year 1924, 163 foreign prostitutes were debarred from entering the country and 186 foreign prostitutes were deported. Sixty-eight women in the first category and 70 in the second were of Mexican nationality, 29 in the first category and 49 in the second were English, 16 in the first category and 16 in the second were French, 10 in the first and 6 in the second Irish, 8 in the first and 9 in the second Scotch."

In Switzerland, 198 foreign women were deported in 1923, of whom 97 were Germans and about 65 were Italians. In 1924 the number of women deported was 46, and in 1925 there were 41 such deportations.

The Belgian Government reported : "226 foreign prostitutes were expelled or repatriated from Belgium in 1924. As regards the circumstances in which these prostitutes came into the country, it should be pointed out that the resorts in which these women carry on their activities are few in number. As they meet with a great deal of competition in these places, they are compelled to travel from place to place in order to carry on their profession."

An extract from the report on the Netherlands gives an indication of the amount of incoming traffic which would have taken place had not a policy of exclusion and deportation been in force :

"During the last five years, 394 foreign women who were suspected of prostitution have been expelled from the country; their ages ranged from 20 to 30. The average stay of these 394 women was very short, varying from a few days to a few weeks. More or less successful efforts on the part of some of them to evade Police enquiries led, on several occasions, to their expulsion from the country. In 1923, there were 111 such women deported, 104 of whom were German. In 1925, 199 foreign women were expelled, namely: 146 German, 27 Belgian, 16 French, 2 English, 3 Luxemburg, 1 Estonian, 1 Pole, 1 Dane, 1 Czechoslovak and 1 American. Of the women expelled, only 2 were minors."

The Free City of Danzig reported that, in 1923 and 1924, 29 foreign prostitutes were expelled from Danzig; 18 were of German nationality, 9 were Poles, 1 was a Russian, and 1 had no nationality. Six of these women had been deported twice, 2 three times, and 1 four times. Eight possessed no documents of identity, and two had come to Danzig as "stowaways".

Particulars of statistics¹ on traffic in women into Alexandria show that the number of girls of minor age stopped on debarkation was 64 in 1920, 140 in 1921, 288 in 1922 and 474 in 1923. The increase is mainly due to an increase in the number of Greek girls of minor age many of whom were refugees who were stopped on debarkation. The statistics show, however, how large was the number of girls whose introduction into the country gave rise to suspicion.

STATEMENTS OF THE UNDERWORLD.

Throughout this report many examples are given of the frequent arrivals in foreign countries of *souteneurs* with girls. A few examples from the underworld's statements may be quoted here in illustration. In Mexico, 31-P said of 156-P: "He is a real —— (procurer of girls), the little fellow who came over on the boat with you. He goes over (to Europe) four or five times a year . . .". Later the investigator met three prostitutes who admitted that they were brought over from Europe by 156-P. The investigator asked: "What can he do with the girls he brings in? Isn't everybody supplied here?" 31 P. answered: "There's other boys that he supplies. You know, in this country a girl has to have a boy (*souteneur*) and he turns them over to other boys and he gets a nice few hundred dollars every time."

In Uruguay a *madame*, 4-M, said that there were at one time 33 girls in a licensed house which she knew of in Europe, and that, after the war, nearly every one of these girls came to South America. Few features of the enquiry were more marked than the eagerness of the *madames* to secure new foreign girls for their houses, nor than their repeated assertions that they were obtaining a regular supply of these girls from Europe.

In Brazil, 11-D.H, a house-owner, said: "If we had 60 rooms in our house we could get more girls than we need. They're always coming in."

The Argentine, and particularly Buenos Aires, is considered by such people everywhere as a sort of Golconda. As one of the owners of several houses of prostitution in Europe expressed it: "They keep on going as if they expected to find gold in the streets. Out of my houses alone I lost 15 girls in four months. It must be as good as they say because they don't come back".

As a general rule the *souteneur* secures one girl at a time, though examples were met with of men who were caught arranging to take five or six girls out of a country. In the case of traffickers who secure victims by offering them employment as artistes or actresses in low-class theatres and *cabarets* abroad, the procuring is, however, often carried out on a more extensive scale. The reports on Hungary, Austria and Germany mention the activities of a certain 27-T, who travelled through these three countries and engaged a large number of girls for a low-class theatre in South America, where the conditions of work were completely demoralising, and where the girls would be expected to prostitute themselves.

All this evidence suggests, therefore, that traffic in women is extensive, although no exact estimate of its extent can be given.

CHAPTER 3. — THE DEMAND FOR FOREIGN WOMEN.

CAUSES OF DEMAND.

The demand for foreign women governs both the extent and direction of international traffic. This demand, however, can be greatly stimulated and its character in large measure influenced by the traffickers and managers of amusement places, saloons, *cafés* and houses of prostitution. It may be asked what are the causes of the demand and why does it pay — for money, of course, is the sole object of those engaged in the traffic — to transport women at considerable risk and expense from distant international points to supply the demand.

Among conditions which favour the traffic certain phenomena are of special importance, such as the existence in any particular country of a large surplus of men over women. Such a surplus may be due to natural causes, but, in the present circumstances of the world, it would appear almost invariably to be artificial in origin.

The emigration, for example, over a period of 14 years (1911 to 1924) of 1,230,726 men to one South American country, while only 536,544 women entered that country illustrates this point.

¹ See Part II — Egypt Table C.

An illustration of a centre in South America which provides a more or less continuous demand for foreign women is described in the following extracts from the investigator's reports :

(a) "In the..... Theatre from one to two hundred clandestine prostitutes nightly patrol the balcony in search of customers. These women are permitted by the management to ply their trade and may enter without paying any admission fee. The majority of these women are of foreign birth. Many had just arrived and admitted that they came there principally to make money, expecting, after having done so, to return to their native lands. These women are free to operate in this way because the law does not prohibit soliciting, except upon public streets. Rarely, if ever, except in red-light prostitution districts, has the investigator — in a somewhat wide experience — seen such a varied supply of women as in this international market place."

(b) "The.....Club was one of two or three *cabarets* existing in in 1924 which combined the selling of food and drink, the provision of entertainment of the vaudeville variety, and social dancing with girls of the clandestine prostitute type. The duty of the women entertainers, after they had done their turn, was to mingle with the audience, persuading them to drink, and dancing with those who desired them to do so. Many of these girls were quite willing to go out with customers after closing hours. In addition to this group there were a considerable number of other girls who drifted in and out for purposes of securing customers. It is extremely difficult to imagine any girl maintaining her integrity in the employment of such a place for any length of time. The sights, the sounds, the atmosphere of the place were all those of a high-class assignation house."

Another factor of importance may be found in what may be called temporary markets for prostitution arising from occasional or seasonal movements of population. Wherever there are temporary assemblies of large bodies of men in various parts of the world those who make it their business to encourage prostitution are not slow to avail themselves of the opportunities. The movements of soldiers and sailors are examples of such temporary markets, of which all nations have experience. A description of a sudden demand due to the arrival of a battleship is as follows¹: "The result was that..... streets were crowded with American sailors and marines who were seen to enter and leave the resorts. Prostitutes from other sections of the city rented temporary rooms to meet the demand. These conditions apparently prevail whenever a battleship passes through the Canal." These opportunities are watched by *souteneurs*. One of them, who was met in Paris on his return from Havana, said to an investigator: "Strike out for Panama. The fleet is expected there during January and February. Things in Panama and Colon will be great." Another *souteneur*, who had been in Panama a year before, supplemented this statement by saying: "I was in Panama last year while the fleet was there and I took \$4,000 out of the city in a few months."

The arrival of a body of troops in a community often creates a demand which leads to an influx of foreign women. These prostitutes of all nations follow the troops to make as much money as they can. The pay of the men and the amounts they have to spend are almost as well known to the prostitutes and their *souteneurs* as to the General Officer Commanding. Medical officers have often found that there is a marked increase in the incidence of venereal disease when men are given leave immediately after pay-day, but, if leave is given and pay is delayed, the number of cases is much smaller. An impudent instance of an attempt to supply a temporary demand may be quoted. We were informed that, a few years ago, when a large body of American troops was to be temporarily located near the southern boundary of the United States, the Mayor of a small town proposed to build and provide, as he informed the Secretary of War, "all the saloons and houses of prostitution needed by the soldiers" which were to be filled largely with Mexican women. He found it difficult to understand the attitude taken by the War Department in its reply that these facilities would neither be required nor tolerated.

Facilities for vice are also to be found among the industrial population where large bodies of men are shifted to new places, or are separated from their wives and families in conditions of seasonal labour. Opportunities of a rather different character are to be found in temporary centres of amusement. A good example of meeting such a demand is given in the following extract from an investigator's report :

"In 1925, just before the licensed houses were closed, there was a gymnastic fête in Geneva for which again girls were imported by the *madames*. 43-M said, 'I have nine to-night. I got three extra for the crowd we expect.' I said: 'Where are you getting your girls nowadays? Right in the town here?' She said, 'No, nearly all my girls are foreign. I have people in that I know. Whenever I need a girl I have no trouble in getting one.'"

Examples are to be found in all countries. A good illustration of an international type of market can be taken from the little Mexican town of Tia Juana close to the United States border. The racing season is said to attract over a hundred thousand visitors a day, the majority of whom are American. By the side of legitimate attractions has grown up an

¹ See Part II — Panama.

organised centre of vice which panders to the worst sexual excesses, and from which large profits accrue to vested interests both in the town and elsewhere.

Lastly, there are the regular movements of tourists, which in some countries appear to lead to an increase of prostitution, either through the direct demand of the tourists or more often owing to lavish expenditure which puts large sums of money into circulation. These temporary demands are sometimes met by the bringing of women from other places or countries. A *souteneur* in Mexico gave the following advice to an investigator: "Just now it ain't good. You'd lose money here. The Mexicans ain't spending. But after January the tourists will start to come in and it will be a good year again." Egypt, Algiers and Tunis are tourist centres which are often catered for by traffickers. For example, the *madame* of a house of prostitution in Algiers admitted that inmates from Parisian houses were sent there at the seasons of the year when it was frequented by tourists.

In the conditions which we have described, commercialised vice — whether national or international — is apt to find a fertile soil; but the stimulation of its growth — with which this investigation is more immediately concerned — is due to other causes. Prominently among these — and the consideration of the facts disclosed by the investigators leads us to put it first — must be ranked the attitude adopted towards prostitution.

(a) *Vice districts.* — Tolerated vice districts become a canker of corruption in the midst of the community. The following account¹ given by an investigator of what he saw may serve as an example:

"Prostitutes may be seen standing in the windows and doorways of their cribs, clad in loose-fitting garments and short dresses, with arms and legs exposed, calling loudly to the passers-by. The houses are extremely insanitary, and in most cases have little or no privacy. All day and all night hundreds of old and young men can be seen passing through the streets entering and leaving the houses — soldiers and sailors of all nationalities are always visible. In fact, *souteneurs* usually meet the incoming steamers, warships, and so forth, and direct the unacquainted to the district. In each house or crib the prostitutes offer intoxicating liquor for sale at prices slightly higher than elsewhere. The women are the most depraved that can be imagined. In addition to normal intercourse, they suggest various forms of perversion, and do not hesitate to take part in an exhibition of degrading acts if the compensation offered is sufficiently attractive."

The repulsive details in the above quotation show how vice districts lend themselves to the worst forms of sexual excess. Perversion is no doubt symptomatic of certain abnormal minds to be found in all countries, but as it manifests itself in the tolerated districts it is calculated to spread insidious corruption through the community, especially among the young men.

(b) *Licensed houses.* — The causes of prostitution and its cures are beyond the scope of our enquiry, and in any case they are far too complex to be discussed within the limits of a short report of this character, but there are certain aspects of the treatment of prostitution which, as we mentioned earlier in this report, are intimately bound up with the subject under consideration. We are led to the conclusion that commercialised vice leading to international traffic undoubtedly receives a strong stimulus where prostitution is either ignored or where the control takes the form of official recognition by the registration of prostitutes or the licensing of brothels. There are few, if any, countries where a complete policy of *laissez faire* in relation to prostitution is adopted or would be defended, though some places have come under notice where the freedom allowed to prostitutes to ply their trade is practically unconditional.

The system of official licensing of houses of prostitution is more common, though, as we shall show later, belief in its efficacy either to secure public order or prevent disease tends to grow weaker, and to end in its final abandonment. We have definite evidence that licensed houses create a steady demand for new women and that this demand is met by traffickers and causes both national and international traffic.

In its reply to the questionnaire issued in 1924, the Government of the Netherlands states:

"In the case of women or girls who, owing to their own natural frivolity or to special circumstances, are easy victims of the traffic, it is the existence of licensed houses which supplies the traffickers and their accomplices with a sure and permanent market for their services. As regards the traffic in children, it is proved that, before the abolition of licensed houses, the owners of the latter often found means to procure very young girls from abroad."

The President of Uruguay, introducing a bill on the traffic, states clearly that the existence of licensed houses creates a demand for women which is met by traffickers:

"These houses of immorality need procurers to supply them with women and, indeed, the existence of procurers is justified, since the law tolerates these establishments and even systematises them by allowing them to carry on their activities under official supervision. The keeper of a brothel or similar establishment, notwithstanding the regrettable tolerance

¹ See Part II — Brasil.

with which he is viewed by the public authorities, is just as much a procurer as the trafficker who sells him the pitiable merchandise which he has brought from foreign lands, or as the local *souteneur* who hands over the woman he has violated or seduced to be exploited for their common benefit”

And yet again there is proof of the connection between brothels and traffickers in the following extract from an official circular¹.

“A study of the reports relating to the examination of foreign prostitutes which have been forwarded to the Central Office for the Suppression of the Traffic in Women and Children show that these prostitutes alternate, take one another's places, and follow closely one after another in certain centres and licensed houses with such remarkable regularity, as regards times and movements, that there is reason to suspect, if not the existence of a regular organisation for bringing foreign prostitutes to Italy and placing them in licensed houses in accordance with an established plan, at all events the activity of individuals who keep in constant touch with one another and act as intermediaries between prostitutes and proprietors of brothels.”

The reports on the underworld throughout Part II reaffirm the connection between licensed houses and national and international traffic, as the following examples show :

(a) In a licensed house known as 333-X, an assistant *madame*, 38-G, made the following remarks as to her position in Tunis : “I have worked in Paris for this *patronne* and I have to go wherever she sends me. All of us girls are under a contract in a way. This *madame* has two houses in — and she needed me here. Just like 334-X (another house on the same street) ; she too has a house in — and she always exchanges her girls . . . There is a man in — also who supplies all these houses with girls. He gets a commission for doing it. All we do is to let him know and he gets them.”

(b) In a conversation with 25-T in Naples (the agent through whom the *madames* of houses of prostitution in that city secure new girls and obtain places in other cities for those they wish to send away) he said : “Whenever the *madames* want new girls they let me know. I can always place their old girls for them. They (the *madames*) pay all travelling expenses. You see, what is old here is new in Palermo. I got my dope (information) there from a friend. He gets his dope from me In every city there's somebody who can do the placing In every city there's a man who fixes things for the houses — a guy (man) who gets the girls. All the *madames* do is to tell him and he keeps his eyes open for the girl.”

The value of brothels in breaking in a new or inexperienced girl is illustrated in the following examples :

“711-X reported a recent case in which a former Constantinople *souteneur* who had gone to Egypt, stopped in Constantinople on his way from Czernovitch, with a young girl he had picked up in that city to be taken to Egypt. They stopped at the house of 23-DH, so that the girl could be broken in as a prostitute before being taken to Egypt.”

Again, to quote another report² :

“In at least one case where an exhibition of degrading acts was being given it was obvious that one inmate was witnessing the spectacle for the first time and was being initiated into a vice of which she had hitherto been ignorant. The fact furnishes yet another proof of the demoralising influence of houses of prostitution.”

There is also ground for thinking that in some countries the toleration of vice is bolstered up by the fear that, if brothels are put down, vice would spring up all over a city. A corollary to this view, which investigators have reported, is that countries harbouring large numbers of foreign prostitutes hesitate to take steps for their exclusion because they are thought to constitute a protection to the women and girls of the country. Whatever truth there might be in such a view it would be impossible to justify it as a measure of public policy. On the other hand, the information which has been gained in the course of this investigation amply corroborates the statements made by other observers³ that the worst forms of sexual excess are to be found in tolerated vice districts.

The details already given illustrate vividly the stimulated demand for foreign women. Once a foreign girl is taken to a distant country where she does not understand the language and customs, and is far from her home and friends, the power of the *souteneur* is proportionately increased and she is accordingly a better subject for intimidation than local girls. Herein lies the studied cruelty and slavery which inevitably follows international traffic. The foreign woman as a novelty has always been advertised in prostitution centres of all countries just as the city girl is paraded and announced in the small village brothels and the country girl in the city.

¹ See Part II — Italy, Appendix II.

² See Part II — Belgium.

³ “Prostitution in Europe” (Abraham FLEXNER).

The following conversation, which took place between the *madame* in charge of a house of prostitution in Montevideo and the investigator, dealt with the importing of foreign prostitutes. She said: "In a place like Montevideo or Buenos Aires customs like foreign girls. The girls can't afford the journey money. Someone must pay. We are always sending for girls."

Again, the investigator was told: "My customers don't want local girls; they want girls from Europe. . . ." I said: "But how can you get them when the girls in Europe do not have enough money to come here?" She replied: "There are always plenty coming in. A girl comes here and makes good and she sends for her friend. . . . *Souteneurs* bring them over."

That there must be a demand for foreign women and girls in certain places is demonstrated by the fact that large numbers are annually procured and taken abroad. The extent to which this occurs has already been discussed.

PROFITS.

The demand for foreign girls and the greater facilities that exist for exploiting them in a strange country, do not alone account for their value to international traffic. A stronger motive is to be found in the large profits that can be made out of them and especially out of prostitutes who will practise acts of perversion. Deliberate efforts are made to get girls for this purpose and to train them. Some girls are said to "starve to death" because they will not take to these practices. An experienced *souteneur* in a South American city said: "I brought down 36-G from the United States. She wouldn't practise perversion so she couldn't make a living. I had to send her back. . . . If she had done as I had told her she would have had enough money to retire to-day. . . . In five years a girl can make her fortune here."

The authorities of Buenos Ayres, who have constantly wished to deal effectively with the vice situation in their city, tried to do so by limiting the facilities for prostitution. They made regulations which provided, among other measures, that there should only be one licensed house in a block and that only one prostitute should occupy a house. The enforcement of these methods led to results which they never contemplated. The demand for pervert practices was stimulated in order that, though the number of houses and of women were reduced, as many customers as before could be received. The profits falling to the *souteneurs* were increased rather than diminished. An owner of houses of prostitution said to the investigator: "With one girl one of my houses averages 1,500 pesos (500 American dollars) a week at five pesos per customer." In verification, the investigator saw 1-D.H. pay the *souteneurs* of two girls working in two of his (1-D.H.'s) houses 600 and 750 pesos respectively which he, 1-D.H., explained represented one-half (the girls' shares) of the proceeds taken in at these two houses the previous week.

In a conversation with 2-T in a European city, just before he left for South America, where he is now said to operate, through his wife, a house with ten girls at —, he (2-T) said: "I got a letter from 1-D.H., and he says I should come and join him. He can fix me up in a nice little house. . . . A new house is good for at least 1,800 pesos a week clear. (2-T evidently meant gross income, half of which must be paid to the girl or her *souteneur*). My investment would be about 9,000 pesos (3,000 American dollars). In a few months I have my money back and then I am working on velvet. My wife will be the housekeeper until I get a line on the business the house can do, and then she can sit back and so can I, and we don't need to worry."

The conversations of the underworld, as reported in Part II by the investigators, are full of allusions to the profits being made. Two further short quotations will serve to illustrate the amount of profit realised.

In Egypt 32-P (Russian) said: "81-P. (Egyptian) brings from France every year at least eight minor girls. He sells them to the *madames*. Ask him, he will tell you. He sometimes gets as much as fifty pounds. Boys (*souteneurs*) buy them too¹."

A notorious *madame* in Havana, who had previously conducted a house of prostitution in a city in the United States said: "I have nine girls in the season and I can always use fifteen. . . . In the winter season we get customers who leave from \$100 to \$150 in this house. . . ."

It may be asked: Why does a *souteneur* go to the expense of a long journey to a foreign country to get a girl to place in a house when there are foreign girls already in the city who are not in houses, and also others whom he could secure through buying out another *souteneur*? There are doubtless many answers, but the following advice from a *souteneur*, who was alleged to be wanted in London for robbery and murder, embodies the opinion of many of the successful *souteneurs*. 25-P said: "I ain't as old as either of you two boys, but my advice is this — never buy out another boy. The girl

¹ This quotation shows in a striking way the ideas which *souteneurs* have as to their property in the girls they exploit.

never works right. If you can get a girl who has no *souteneur* or a green (inexperienced) girl, take her. But the others don't pan out well."

What this means when the "right" girl is secured is illustrated by the following conversation: "Ah! I have got the girl! She is just 32 years old. I have had her 16 years. It took her from Poland. That girl made a fortune for me Just think! A young girl like that, and I am an old man. I can go away from her for six months at a time. She will never leave me, and she'll have every dollar saved up for me when I get back."

ALCOHOL AND DRUGS.

Among other causes which have a direct bearing on commercialised prostitution and also on international traffic, the evidence points specially to the unrestricted sale of alcohol and to the trade in obscene books, photographs and other articles.

As regards the sale of alcohol, we recognise that it is entirely outside our sphere to deal generally with the problem of intoxicating liquor and the policy adopted towards it in different countries, but we feel it our duty to point out that there is an intimate relation between the abuse of liquor and the worst aspects of commercialised prostitution. There is abundant evidence of this connection throughout the reports of the investigators. In the vice districts, in the saloons, cabarets, music halls, and other places, frequented by women for purposes of prostitution the inevitable preliminary is a "drink".

The following extract describes certain bars and dance-rooms¹: "These places sell liquor which is served by 'barmaids', who are in reality prostitutes. The barmaids drink with the visitors and invite them to continue drinking in a private parlour upstairs."

To quote from another report²: "In the other three cabarets visited, which were of a lower class, the entertainers were of Greek nationality, their entire function being, to quote their own words: 'We are here only to see that you fellows buy drinks.'"

The sale of liquor at prices far higher than are charged elsewhere is the main source of profit to the managers of these places, and women who are willing to prostitute themselves are freely employed to push the sale of liquor to customers, until intoxication removes any last vestige of self-control. In the engagement of girls to dance or perform in these places, it is a common practice to require them to mix with the patrons and sell liquor between the performances. It is evident, therefore, that the managers of the places of entertainment and persons who live on the proceeds of prostitution have here a common interest. The more drink that is sold the larger the profits to both parties. Similarly, in tolerated houses the sale of drink at excessive prices is often one of the largest sources of revenue to the proprietors.

At Tia Juana, brothels are all run in connection with bars. Most of the girls attached to the bars are Americans known as "percentage girls". They do not practise prostitution in Tia Juana, though they sometimes make appointments which they keep later in San Diego on the United States side of the border. They work in these bars from 12 noon until 8.30 p. m. and get 40 per cent. of the money received from the drinks their partners buy.

A *madame* in Amsterdam said: "The girls pay me room and board, and each man who visits them must pay for the room. Each girl sells drinks and she gets one-third of the profits."

Enquiries as to whether the traffic in drugs is connected in any way with the traffic in women produced no adequate basis for a conclusion. Police experience in different countries has shown that local dealings in opium and cocaine are frequently undertaken by the same members of the underworld as are engaged in commercialised prostitution, and there is similar evidence that prostitutes and their *souteneurs* are often partakers of these drugs. The underworld in Portugal stated that *madames* lent the inmates money to buy cocaine. The Government of Cuba, speaking of houses of prostitution in a memorandum to the League, referred to them as "real dens of vice, where the habit of drug-taking was acquired". Various opinions have been expressed to the effect that drugs influence the traffic by being used to destroy the self-control of those who are destined for the worst forms of prostitution, but no definite evidence has been submitted in support of any such inference.

OBSCENE PUBLICATIONS

The trade in obscene publications is also a direct stimulus to prostitution, and, like the traffic in women, is international in its operation. The attraction of visitors — especially foreign visitors — to brothels, often starts with the exhibition to them of indecent photographs.

The distribution of obscene pictures sometimes represents a "side line" of business for *souteneurs*. Agents sell these pictures in the streets of many large cities, and often combine this business with acting as guides to resorts of prostitution and to shows in which every form of sexual depravity is exhibited. The following illustration is taken from an investigators report³.

¹ See Part II — Belgium.

² See Part II — Greece.

³ See part II — Germany.

Through 101-P an investigator was introduced to a *souteneur*, 102-P, a notorious character about the cheaper cabarets on 624-X, who makes it his business to procure prostitutes for foreigners and also to offer obscene photographs for sale.

As regards obscene pictures, 102-P, said: "It's not so easy here. The 'plain-clothes' police are always on the look-out for that stuff. They are being made here. There is also a lot made in ——. Plates are hard to get. I'll see the fellow to-morrow and let you know. He won't sell to me direct or anyone else except one man; that man sells to another and then I get them." He then called over another man and introduced the investigator, saying: "This is the fellow who supplies me. He is going to see the real guy to-morrow, About 3 p.m. 102-P appeared at the hotel and an hour later 104-P came. He had with him two packages which the investigator later saw contained 100 plates, which comprised four complete sets. These plates contained pictures of every form of sex perversion.

At 619-X, the *souteneur*, 102-P said: "I can show you a list of people that I have posted pictures to.... You know here in Berlin every prostitute buys them too. When they get customers they show them and it helps them with hard eggs. English and American tourists fall for that stuff and the girls get a large price. I supply most of the girls."

An interesting comment was made by a *souteneur*, 52-P, on the question of traffic in indecent literature and photographs¹. He said: "They are very strict on that too. It ain't worth while taking the chance. Last time I left Cuba I had a load of it. I used to get it sent to me in — the United States of America. I sold a bunch of it there and made fine money, but I quit before they nailed me." He further mentioned that the photographs he referred to were manufactured in France and shipped to Cuba. They were sent to him in letters and wrapped in newspapers.

Many of the books and photographs which are put into circulation either by direct sale, or by thinly-veiled advertisements inserted in so-called comic papers, are of the most degrading character and tend to stimulate the appetite for forms of perversion to which we have already alluded. Books and photographs of this character are also the common stock-in-trade of the vice district and licensed houses. Fortunately this vile traffic has already been made the object of international attack. The International Convention made at Geneva under the auspices of the League of Nations in 1924 is comprehensive in its terms, and if adequately enforced ought to go a long way towards the extermination of this trade.

CHAPTER 4. — SOURCES OF SUPPLY.

Large numbers of foreign women engaged in prostitution were found in some of the countries visited, and in nearly every case they would appear to have gone to those countries for that purpose by the inducement of other persons. The presence of foreign prostitutes in large numbers was specially evident in some of the principal cities of Central and South America and in Egypt, Algeria and Tunis. Most of the foreign women engaged in prostitution in these countries were found to have come from Austria, France, Germany, Greece, Hungary, Italy, Poland, Roumania, Spain and Turkey, though women of other nationalities were observed. In some cases the percentage of foreign women was as high as 70 or 80 per cent. of all the women known to be engaged in prostitution.

THE KIND OF WOMEN PROCURED.

Many of the foreign women were interrogated, and from their stories, which were corroborated by other evidence, it is clear that they were not free agents in the sense that they had travelled to foreign countries on their own initiative either as prostitutes or otherwise. We do not wish to give the impression that all or most of these were unsuspecting and defenceless women who had been decoyed to a foreign country in ignorance of the real purpose of the journey. The methods which were attributed at one time to the agents of the so-called White Slave Traffic, stories of which still linger in the popular imagination in a highly-coloured form, have changed. Such methods have been made difficult for many years by stricter police action. The practices of those now engaged in the traffic in women, as they emerge from the information collected by the investigators, still involve heartless fraud and cruelty of a different character. A large number of foreign women met with were prostitutes before they went abroad, but there is ample evidence for believing that a considerable proportion of them were originally induced to become prostitutes by some form of deceit or false pretence. Even if — thanks to national and international action — a greater measure of protection than was once the case has been given to the honest girl, the prostitute has also her claim to protection

¹ See Part II — Spain.

from open and shameless exploitation. The traffic as it exists would not appear by any means to be only a traffic in prostitutes, but a traffic in prostitutes is an evil which on all grounds of health or morals and in the interest of the future of the race, must be uprooted.

(a) *Prostitutes.* A large number of foreign women discovered in each country were undoubtedly prostitutes in their own country. In every city where prostitution flourishes there are girls who hear that more money is to be made elsewhere, or who are tired of the place where they are carrying on their trade. In some countries¹ the girls in licensed houses are moved regularly every fortnight to different towns, and, tired of this restless life, or finding themselves less in demand, they are more ready to listen to inducements offered to them to go to other countries. To such girls *souteneurs* make plausible proposals to take them abroad by offering to advance them money for the purpose. A girl of this class usually knows that she will be expected to practise prostitution to pay back the money advanced for the journey, and even perhaps to pay towards the support of the *souteneur*, who may have been acting with her locally in that capacity. What she does not know is the extent to which he plays upon her credulity. He surrounds her with difficulties which she did not anticipate, and solves these only to create others which are designed to convince her that she cannot operate without his protection. For this protection he demands increasing returns until the girl, a stranger in a strange land, loses courage and becomes his tool, handing over to him whatever money she secures. Then begins the pressure to make her work harder, to accept more patrons each night or to descend into the group of prostitutes who practice perversion to increase their earning capacity. Technically she may not have been brought to this condition by force of fraud, but actually she is deceived at every step. No one knows better than the *souteneur* that, once he gets a girl into a foreign country, he can bring influence to bear on her to do his will, which he could not use in her native country where she has possibly friends and some knowledge of the law and customs.

(b) *The "semi-professional" and the "complacent" girl.* We have mentioned the "prostitute" class first because this is probably the readiest source from which recruits for foreign traffic can be secured, but it is by no means the only source. There is a group of girls found in large cities who are not prostitutes in the ordinary sense, and who are sometimes known in the underworld as "semi-professional." They have homes and occupations on which they depend for part of their subsistence, but earn money periodically by soliciting in the streets or by going to houses of assignation when called by the management. These girls are often attractive and considered great prizes if they consent to go to a foreign country. A common method by which a *souteneur* gains control over a girl of this type is to make her acquaintance and follow it up with visits to the theatre and presents of jewellery and clothes. In due course he, having posed as a man of wealth, proposes to take the girl for a foreign trip as his mistress. The real situation is disclosed to the girl gradually and power over her is developed as opportunity offers.

The investigator reports graphically conversations which took place in small *cafés* and bars — 179-X, 180-X and 181-X — much frequented by these young girls and by *souteneurs* :

"There's some fine girls in these places. That's where I got mine.... The girls that come here are not wise. They usually work. Some have sweethearts.... They aren't prostitutes, they... give themselves for love.... This kid I got now is only 19 and she never took a cent for it.... Most of them are away from home. They come to the city from the small towns. They don't make much and, if you give them clothes and get them to like you, they go out and bring in good money.... These kids need somebody. They.... fool around with these fellows that come in here and never get a franc. My girl was that way too.... She ain't a town girl. She came from the country.... You ought to see her embroider! She has a regular trade, but it don't pay."

A vivid picture² of the ease with which *souteneurs* can pick up young "complacent" girls was given by 99-P : "Any night you want to drive around with me I'll show you what I can get with this little car of mine. I'll dress up and we can pick up some of the finest kids you ever saw. It's a very easy town for that. A girl if she is pretty don't have to look for men here. They look for her. Go to — tea-room any afternoon. You'll see the way they go after the young girls. These men here have money and don't think they don't! It's just as easy for you or I. The girls go out with anybody who they think will treat them to a dress. They ain't regulars (professional prostitutes). Regulars want money, not to have money spent on them. Take them to the *cabarets*. Any place where there is life. I don't say all you meet, but you can always get yourself one."

(c) *Artistes and entertainers.* Another group of girls which appears to run a special risk of being exploited for purposes of prostitution in a foreign country is composed of those who begin by earning their living as artistes and entertainers. There is a great demand for these

¹ See Part II — Italy.

² See Part II — France.

³ See Part II — Roumania.

girls in all European countries and in Central and South America, and troupes of them constantly travel from town to town and country to country visiting music-halls, *cabarets*, *cafés* and other places of amusement. Some of the troupes are under proper management and supervision, but instances were brought to our notice of deliberate exploitation. For instance, a troupe of 10 or 15 minor girls were taken by a German manageress to a *cabaret* at Athens to dance and sing. Seven of the girls were sent back in a pitiable condition. They said that they were paid very little wages and were told to encourage the men to drink. The girls lived with the manageress who brought men to the house and had immoral relations with them. She said: "This is how it is done". The woman, who was formerly a prostitute, was arrested in Germany; she was temporarily released on the ground of ill-health, but will be tried when she recovers.

In another case an attempt was made to secure a troupe under similar conditions by advertisement, but it was frustrated. Early in 1925 advertisements appeared in newspapers in Florence offering dancing engagements in Buenos Aires. Eighteen girls, some of whom were minors, answered these advertisements, and passages were booked for them on a boat sailing from Genoa in March of that year. Suspicions were aroused and, upon investigation, it was discovered that the advertisements were inserted by B., a proprietor of a club at Buenos Aires, to which the girls were to be taken¹. The Italian Consul at Buenos Aires, who was consulted, reported that the club was an immoral resort. The girls were prevented from sailing and proceedings were taken against B.

Many of the music-halls, *cabarets* and *cafés* where girls are employed as entertainers are most undesirable. Examples of this type of place of amusement were found in most of the countries visited. Usually the largest profits are made out of the alcohol sold, and the music and dancing are only provided to encourage the sale. Between the performances the girls are required to push the sale of drinks among the customers and to dance with them. The low wages paid and the whole surroundings of these places are such as to make it difficult, unless there is careful supervision, for the girls employed to avoid a life of prostitution.

While in 512-X — a rendezvous of prostitutes and *souteneurs* in Bucharest — an investigator met a Hungarian "artiste", 105-G, who admitted that she was only 19 years of age. She was then playing with a troupe of artistes with whom she had arrived four days before. She said: "I played at 513-X in Vienna and also at several first-class places in Budapest. We spend a week here and there. We go to 478-X in Constantinople. From there we go to Egypt. I get my fare paid and a small salary. I pick up a few dollars from the drink money, and now and then I meet a nice man and in that way I live." An investigator in Roumania met several Hungarian entertainers who said that they had been sent there by agencies in Budapest, that they received wages of only \$1 a day, were physically examined like prostitutes, and that they always go out with men after closing hours in order to supplement their pay. If, as not infrequently happens, owing to bad management or other causes, one of these tours makes a financial failure, the results are often disastrous to the girls in the troupe. In one case a light opera troupe went bankrupt in Buenos Aires. Of four girls in the troupe one was infected with venereal disease and committed suicide, another attempted suicide owing to her straitened circumstances, another disappeared, and the fourth became the mistress of a local man. A *madame* in Cuba told an investigator that she did not trouble to import girls for her house and gave as her reason: "You see, there are opera companies and variety shows that come through here in all seasons of the year. The girls go broke and come in to me and beg for a place."

In some countries the fact that certain classes of music hall artistes and entertainers are virtually engaged for the purpose of prostitution is accepted so completely that arrangements are made for the registration and compulsory medical examination of such artistes. The passage already quoted on Hungarian artistes in Roumania illustrates this point. Further extracts showing this attitude towards artistes may be given.

The Salonica Ordinance² shows how the authorities act on the assumption that women entertainers, not belonging to a professional union, or who work in the lower-grade *cafés* and *cabarets*, are prostitutes. These entertainers are obliged to register and to submit to medical examination on pain of losing their permit or, for a second offence, on pain of being confined to the lowest grade of licensed house. To such an extent is it assumed that the province of entertainer and of common prostitute is interchangeable, that the latter category may, with Police permission, carry on the profession of variety, *cabaret*, or *café* entertainer. Some of the women in licensed houses admit that they first began a life of prostitution in one of those lower-class *cabarets*. In Athens all entertainers are required to be periodically examined for venereal disease.

The managers of such *cabarets* have agents in Paris, Marseilles, Belgrade, Zagreb, Bucharest, Budapest, Vienna and Berlin. The Greek managers interviewed admitted that the women entertainers engage in prostitution, but they contend that this matter does not concern the management, although they wished that *cabaret* entertainers had better reputations. The director of one of the more expensive of these *cabarets* told the investigator that several foreign girls had come from abroad to his *cabaret* ignorant of the requirement concerning the periodical examination for venereal disease. When they

¹ A description of this club is given in Chapter III.

² See Part II — Greece. Appendix I.

learned of this requirement they broke their contracts and became stranded in the country, far from home and friends.

Where this requirement exists, women, who enter into engagements without any suspicion of it, find themselves branded as prostitutes by the authorities, working in close contact with those who are prostitutes, and living in an atmosphere of vice. In addition, the traffickers have their paths made easy.

In Athens and in Salonica, foreign women entertainers were found who stated that they came to Greece as entertainers, but, not having sufficient funds to go elsewhere to secure other engagements, they became inmates of houses of prostitution or *maisons d'artistes* where they received customers for purposes of prostitution. In some instances these statements were substantiated by the officials.

In Salonica an investigator found that 28 out of 30 women entertainers in *cabarets* and *café concerts* were brought in from foreign countries. From interviews with these women, it was learned that almost all of them were practising prostitution; that, after staying in Greece for a stated period, they would be sent to similar *cabarets* in another country by an agent who is usually the manager of the *cabaret* and who charges a fee for making the engagements. These women stated that they are compelled to practise prostitution because the money they receive as salaries and for commissions on drinks which they induce customers to buy is not sufficient to support them.

In another *cabaret* (277-X) in Mexico, all the entertainers were American girls. A waiter at the *cabaret* said that all the girls had to sign contracts that they would not commit prostitution and that they were coming there solely for the purpose of singing and dancing. He added in confidence: "You know, they *don't* come here for that purpose, but we can't get them unless they swear that they do."

The contracts which these girls sign often conceal the actual conditions and there is nothing to arouse the suspicions of the girls who sign them. In other cases the terms of the contract are so unfair as to place the girl entirely at the mercy of her employer. An investigator secured a copy of a contract made¹ between the proprietor of a music-hall and a dancer aged 18. Under this contract she was liable to be transferred at will; she could be discharged for a variety of reasons over which she had no control, such as "indisposition, loss of voice, disease or suspension of work or for any reason whatever". The hours of work were unlimited and the small salary (5 francs a day) was subject to capricious fines for not obeying rules which are unknown until they are posted on a notice board. The inhumanity of such a contract is almost bound to produce disaster in the case of the foreign girl alone in a strange town and without a friend to turn to when summarily dismissed.

The cinema, the stage and similar callings have a great attraction as professions as the following extract indicates²: "Both the Police and the *souteneurs* commented on the ease with which young girls and their parents agree to these trips with travelling troupes. A *souteneur*, 102-P, said: "All these kids are wild about the stage, the movies, *cabarets*, anything that makes them think they are artistes. They are the kind that fall easy." The general effect of this statement was confirmed by the German Central Authority. The results of some of these trips are fully depicted in the illustrations already given. The conditions under which girls are engaged in this form of employment calls for consideration, so as to secure protection for them against the serious risks with which the life is involved.

(d) *The inexperienced girl.* Another group of girls, which supplies perhaps the most tragic cases of those coming within the international traffic, is known in the underworld as the "greenies" or "inexperienced girls". These are for the most part girls whose parents are in poor circumstances with possibly a large family of girls to support. And, having no prospects or occupation at home, they are eager to take any opportunity which offers for leaving their country. Marriage is often the expedient adopted by the traffickers for securing such girls. The *souteneur*, after a hasty courtship, offers marriage and takes her to his alleged home in a foreign country. Frequently he is aided in finding the girl and in carrying out this plan by a marriage broker. This method can be the more readily adopted in countries where there are ritual marriages having no legal significance; but the *souteneur* does not hesitate to contract a legal marriage if the girl is worth the trouble and he can induce her to go abroad. He knows he can change his name and re-establish himself elsewhere or travel under a false passport. Examples of procuring the inexperienced girl by marriage are given in Chapter VI, but one example³ may be given here": "4-P went to Warsaw, married and took away the girl (7-G), and after some persuasion induced her to enter a house of prostitution. In two years the man saved⁴ nearly 3,000 American dollars. A trafficker (2-T) who claimed British nationality, and was met with in Paris, substantiated this statement by claiming to have obtained 4-P's girl for him. The *souteneur* stated that the girl 'when she couldn't get back, listened to reason rather than starve.' The girl herself said that her parents in Warsaw believed her to be respectable and comfortably married, and she contributed monthly to their support."

¹ See Part II — Switzerland.

² See Part II — Germany.

³ See Part II — Argentine.

Four groups or classes of girls from which the victims of the traffic appear mainly to come have been described, but of course these groups are not sharply defined, and the circumstances of each case may differ considerably.

GIRLS OF MINOR AGE.

The illustrations already given show many instances of the procuring of young girls under 21 years of age. In view of the fact that girls under 21 are protected under Article 1 of the Convention of 1910, even where they are procured without fraud, it is important to note that there is still a good deal of traffic in girls, some of whom are little more than children. It is estimated that about 10 per cent. of the traffic is in girls who are under 21. This figure of 10 per cent. which is probably an under-estimate, is based on the statements of *souteneurs*, of the girls themselves, and on records of ages of prostitutes registered in foreign countries. In Mexico, *souteneurs* said that nothing but young ones are wanted. The Argentine Government reply states that the foreign girls are always young. Many *souteneurs* who were met with in Europe are taking to South America at least one minor for every adult woman they procure. In Paris, for the five years from 1919-1923, foreign prostitutes between 18 and 21 years of age constituted 36, 29, 10, 12 and 25 per cent. respectively, of all foreign prostitutes registered during those years. In Portugal, 40 per cent. of all prostitutes registered, including foreigners, are between 16 and 20 years of age. On the whole, therefore, the estimate that 10 per cent. are under 21 may be regarded as an under-statement.

In some places the investigator found very young girls in licensed houses. Examples may be given from the reports of the investigators.

"In another house visited an assistant *madame* was called, an American woman, about 40 years of age. She said she had a little girl just the style I would like to meet. Presently a little half-Indian girl was ushered into the room. She was quiet, very timid, and seemed no more than 14 or 15 years of age. She was dressed in green silk crêpe with a large Spanish comb in her hair. She came over and sat down after greeting me in a frightened little voice. It was evident that the child had not been in the life long. The *madame* explained that she was a new girl and added: 'Yes, she is awfully young, but that is the way they are here.'¹"

A *madame*, in Lisbon, 31-M, at 297-X said: "It is the only country where a girl of 14 can get into a house. I got two girls not 19 yet and they have been here for four or five years." When asked: "Don't the parents object?" She replied: "They brought them to me. The girls give all their money home." Another woman in Lisbon, who had practised prostitution in many countries, said: "The owners of houses always try for young ones. Why, the parents of these young girls bring them to the *madames* and put them into the houses at 14 years of age. I never saw anything like it!"²

A Brazilian lawyer who studied this question for the Director of Investigation confirms the facts about minor girls in an interesting memorandum on prostitution and the traffic in Rio. He found one girl of 17 under treatment at the dispensary, and he believes that a number who give their ages as 25 to 27 are really minors.

In the same city a *madame*, 10-M, said she had just taken into the house two girls one was 15 and the other 16 years of age. She added: "Both of these girls are just kids. They were thrown out of their homes. One is married. Her husband threw her out after a petty quarrel. I took them over to the Police station and said that they were 22 years of age."

Although very young girls were seen in many places in licensed houses or as registered prostitutes, it was found that their procurers or the *madame* had frequently used false birth certificates to register them with the authorities.

In another report an investigator says³:

"It was difficult to ascertain the correct ages of the foreign prostitutes inasmuch as their passports always showed them to be over age and their exploiters had thoroughly coached them to add from five to seven years to their ages. It was only by casually asking such girls the year in which they were born that their correct ages could be secured. A foreign prostitute, 57-G, when asked the year in which she was born replied '1908', although previously she had told the investigator that she was 25 years of age..... Again, 39-G, another foreign prostitute, gave her age as 23 years, but when asked to name the year in which she was born said: '1905'".

Many more girls of minor age were found practising prostitution clandestinely. It has been shown that it is often the resorts frequented by young semi-professionals which serve as a recruiting ground for the *souteneur* and the international trafficker. The extract given below is an illustration of conditions which were found in many cities⁴.

"The principal rendezvous of these young girls was found to be a *café* (619-X) to which the investigator was taken by a *souteneur* 102-P. The place was crowded with young prostitutes; many of them appeared to be between 16 and 17 years old. They are unregistered and make this place their nightly haunt for the purpose of securing trade which

¹ See Part II — Mexico.
² See Part II — Portugal.
³ See Part II — Brazil.
⁴ See Part II — Cuba.

they take to cheap hotels and rooms in the vicinity. When asked: "Do these kids manage to work without boys?" 102-P replied: "They all have them." In a certain quarter of....¹, there is a district crowded with "bier stubes". In these places the prostitutes congregate. Seamen and labourers of all types also gather here. Many of the prostitutes seen and spoken to in these places were girls as young as 15 and 16 years old. In 619-X the *souteneur*, 102-P, pointed out young girls and said they could be induced for money to pose for indecent photographs. In proof of this statement, he pointed out a girl in the room and afterwards showed the investigator an indecent photograph of her."

DEBT.

Once a girl has entered a brothel she often finds herself exploited shamelessly by *madame* and *souteneur* alike in the matter of her earnings. She will only be allowed to keep a small percentage of what she receives and, on the other hand, exorbitant charges are made for board, lodging, and clothing, with the result that she soon finds herself faced with a load of debt which she can never pay. This is one of the regular methods which her exploiters use to gain authority over her, and explains in many cases the way in which her movements can be controlled. Under such conditions the girl becomes restless and listens readily to offers made to her to go to other countries.

The reply of the Argentine Government to the 1924, questionnaire, gives a graphic description of conditions which used to exist in this respect:

"Disorderly houses were formerly run by a manageress ("regenta") who was always the wife of the procurer. In such houses there were four or five or even more women, who were shamelessly exploited and never even received the proceeds of their miserable trade, for the manageress used to give them a slip, of purely nominal value, for each client, and at the end of the week it was the proprietor "dueno" who cashed these slips; moreover, such women were deprived of their liberty and practically imprisoned with the complicity of the manageress".

Another example of the same kind may be taken from another report: *

"Take, for instance, a woman or girl who is brought to a house by a *souteneur*. It costs from 15 to 20 Turkish pounds to be inscribed with the authorities, and the *souteneur* gets about 20 Turkish pounds. The owner of the house brings in a money-lender, who makes the girl sign a legal document that she has received from him 100 Turkish pounds which she promises to repay in three months. She never receives that sum. The interest on 100 Turkish pounds is 30 Turkish liras for three months; this the money-lender deducts at once. He then gives her enough money to pay for her registration fee, and he takes or sends her to a clothing store, with which he has an account, and lets her select the clothing she needs, charging her a higher price than he himself is charged. All the woman has received in actual cash, or value in merchandise, for the 100 Turkish pounds promissory-note which she has signed, does not exceed 40 Turkish pounds. The balance of 60 per cent. is kept by the money-lender for his services or trouble. If the woman is unable to pay off her debt at the end of three months, and usually she cannot do so, another 30 per cent. is added for the unpaid balance, and this the owner deducts from her earnings."

A foreign girl in Genoa gave the following account of the heavy expenses she had to meet in a licensed house: "When I came here I was only going to stay a short time. Now I have been here three years and I have been trying ever since to get out of debt. By July, I shall be able to go. Then I will be all paid up. I have to make 150 lire a day to make 25 lire for myself.... I make 150, I get 75; the *madame* gets 75. Then I must pay 25 for pension; that leaves 50; then 5 lire every day for the doctor, and 5 lire or 150 lire a month I must pay the Police.² All foreign girls do that. That leaves me 35, and then washing and other things.... At the end of the day, I scarcely have 25 lire left!..."³

The relief from such a position of servitude is illustrated by a conversation with a prostitute met in Vienna, who said: "They threw us all out in the street about four years ago. It's much better. I wouldn't work in a house again at any price. I make good money. I am my own boss. I can walk where I want. I can pick the men I want to. Why, it was terrible in those houses. You had only one day a week off. Some days I had to take fifteen men. With all I worked I had nothing to show."

INFLUENCE OF LOW WAGES.

We had some evidence that the low wages paid to girls in certain kinds of employment rendered them specially liable to take to prostitution and eventually to fall into the clutches of *souteneurs* and *madames*. This touches a large economic question, into which we cannot pretend to enter, but we think it may be worth while to cite a few instances which were brought to our notice. We have already referred to the inadequate rates of pay offered in

¹ See Part II — Germany.

² See Part II — Turkey.

³ A local tax, whose nature has not been determined.

• See Part II — Italy.

many cases to girls employed as entertainers in cabarets and in similar occupations. In some instances these wages seem to be intentionally low. The following example may be cited¹:

"Two women said that they had just received letters from their daughters who had gone out to South America with 29 other German girls in a travelling circus three months before. They were dancers under a contract of 130 pesos a month. They wrote and said that they only received 90 pesos of their wages, and that, now that the contract was about to expire, the manager stated that he would only give them 30 pesos a month, and, if that was not enough, they could go on the streets."

Two illustrations of a different character may be taken:

The investigator met nine girls under 21, of whom three were between 16 and 18 years of age. Not one of these girls was registered as a prostitute. Four admitted that they worked during the day, but prostituted themselves at night in order to live. One girl giving her name as X... (107-G) said: 'I only stay out till twelve o'clock because I must go to work at seven. I only come out three times a week'. I said: "Can you make enough to keep you that way?" She answered: "I make a hundred and fifty to two hundred thousand crowns when I am out (\$2 to \$3)²".

Sixteen women were found registered as "semi-prostitutes" in Cracow. It was explained that these were women who could not live on their wages and so supplemented them by occasionally prostituting themselves.

CHAPTER 5. — THE TRAFFICKERS AND THEIR ASSOCIATES.

In the two preceding Chapters we have attempted to show how the demand for foreign women for purposes of prostitution arises, and to describe the sources from which it is supplied. We have also stated that the movements of these women are controlled by other persons for the sake of substantial profits. The question naturally arises to whom do the profits go, or in other words who are the so-called traffickers?

It is not possible to give a simple or complete answer to this question as, owing to the unlawful nature of the business, it is difficult to identify the persons engaged in it; but it is safe to say that the description "trafficker" cannot be limited to one sharply-defined class. Those who make the profits from the business comprise a group of individuals of various interests. An example to show the different "lines" in which these characters may be interested may be taken from the case of a German vendor of obscene photographs. The investigator asked: "Is this fellow in business or does he just make pictures?" 102-P answered: "He is in on everything. He sells cocaine to the girls; he poses for those pictures. He has two women of his own on the streets. His partner is an engineer, an amateur photographer; 104-P gets the people to pose, his partner takes the pictures and makes the positives. 104-P supplies everybody around here with the pictures."

No formal organisation exists to further traffic, but there is evidence of local associations of traffickers in many different countries with groups of their own and meeting-places. In connection with such places, *souteneurs* obtain news of what is going on, learn the movements of their friends and often obtain money or other forms of assistance to promote trafficking in women. The Egyptian Government, in its reply to the 1924 questionnaire, says: "Evidence exists that there is an organisation for obtaining these women; on one occasion a local procurer and on another occasion the keeper of a licensed house at Cairo went to meet them in order to help them to land." Again the letter to the Governor of Barcelona makes mention of an association³: "There is an organisation in Spain (Vigo, Santander and Barcelona) and the traffickers, knowing that they would be watched in France, avoid French ports and disembark in Vigo and Santander, whence they immediately get into touch with their intermediaries whose business it is to recruit prostitutes. Some of these traffickers have arrived from there and have been recently identified in France".

A good description of one of the best organised "clubs" is as follows⁴: "The entrance to the underworld of traffickers, *souteneurs* and prostitutes was effected at Buenos Aires by establishing relations with the owners of a number of licensed houses. These men had organised themselves into a club. The leader of this club was a man of long and varied experience in prostitution in many countries. He held his leadership not by virtue of any formal election but because of his wide experience and fearless cunning. In devising ways and means to evade the regulations and outwit the officials he shows flashes of genius. Where necessary he seeks and makes corrupt alliances with minor officials who are useful to him and his group. The members of this Club deal in women as merchandise. They draw into the business of finding suitable houses and trustworthy housekeepers, numbers

¹ See Part II — Germany.

² See Part II — Hungary.

³ See Part II — Spain.

⁴ See Part II — Argentina.

of agents, and commissioners. In the matter of capital the more wealthy among them act as money-lenders. They lend money not only to buy or re-model property but also for long trips of thousands of miles to secure girls."

Although, as has been said, these various local groups are not in formal touch with each other, it was found that traffickers in one country were in touch with similar characters in other countries and were able to furnish the investigator with introductions (letters and cards) from one place to another, even over great distances of sea and land. Examples of communications between traffickers in different countries are given in the reports on Poland, Argentine, Roumania and France. An illustration of the connection between traffickers in different countries, and of the fact that cables and telegrams are despatched for the purpose of procuring women is as follows¹:

"A reliable informant told an investigator that cables were often used by Rio's underworld as a means of communication to Europe. He stated that 3-T has repeatedly sent such cables to Poland and mentioned that upon one occasion 3-T was accompanied by a woman known to be a *madame* of a disorderly house. The woman corresponded to the appearance of a well-known *madame*, 7-M. He added that women known to be prostitutes have frequently sent cables to Europe, advising friends to come and join them."

The fact that traffickers in one country know those in another is illustrated by the following extract from conversations with the underworld in Rio: The investigator said to a *madame*: "1-D.H. usually does business with a fellow 2-T in Europe. Perhaps you know him?" She replied: "Do I know him? I'll say I do! Many a girl he sent to me. Here and in Bahia. I know him very well. In those days I got half, so it paid me; but now it would not."

A house-owner was asked: "Do you know 2-T?" 12-D.H. said: "I certainly do! But what does a fellow need him for? If you can afford to go to Poland you don't need anybody! There's plenty there!"

Among traffickers there are, broadly speaking, four types which specially stand out. First, the important individuals who, for the sake of a convenient label may be called "principals", and who are generally the owners of brothels; secondly, the *madames* who manage brothels; thirdly, the *souteneurs* who live on the earnings of one or more girls; and, fourthly, the intermediaries who sometimes secure and transport the girl for the *souteneurs* and *madames*. These four types often play into each others' hands. Associated with them are various other disreputable characters of the underworld who are willing to concern themselves in any fraud or villainy which offers them a chance of making a dishonest livelihood.

THE PRINCIPALS.

The men whom we have termed "principals" are comparatively few in number, but they are the most important because on them depends a good deal of the organisation of the business. They are often retired *souteneurs*, who have amassed sufficient money to be in a position to finance the business. As one of them said to the investigator: "I advance money to the boys (*souteneurs*) who want to open up. I get 9 per cent interest and a share in the profits... this year so far (about six months) I loaned out 20,000 pesos."

A good description of these principals is given in the reply of the French Government to the 1924 Questionnaire as follows:

"Persons engaged in this traffic give themselves out as being managers or keepers of hotels, or so-called family boarding-houses abroad; and they live in good style. In reality they have no profession at all, and keep in close touch with procurers in every country. They generally have plenty of ready money. Those who have been identified, and who have in some cases a Police record, do not do the actual recruiting themselves; they offer liberal remuneration to intermediaries, who assert that they are tradesmen, agents for under-linen, scent, jewellery and toilet articles, and whose duty it is to see that women who agree to leave their countries — sometimes with the promise of marriage — arrive at their destination. Other women, either friends or mistresses of the procurers or their associates, are also employed in this branch of the work. The age of procurers and their agents ranges from 25 to 45 years."

One "principal", 2-T, met with, looks like a prosperous business man. So far as could be learned, he has been able to keep out of reach of the law. His real business, however, is to collect and pass on information regarding the traffic and to arrange for securing and transporting women. On enquiry, he is always to be found by the initiated in his resort. He has connections and confidential correspondents in many countries. One of his assets is his ability to talk directly in the languages largely used by *souteneurs*, and he is most careful to avoid incriminating letters or dealings under conditions which might give the Police any hold over him. He makes money out of commission for services in securing girls and advising traffickers generally. He is reported in the underworld to have made his fortune.

¹ See Part II — Brazil.

One of the most successful "principals" '1-D. H.' in a country of demand, is an American now past middle age. He is a prosperous-looking business man who is supposed to be an importer. This man has conducted houses of prostitution in a number of cities in the past twenty-five years. Several times the Police have succeeded in bringing charges against him, but he has evaded being sentenced—once by sacrificing bail and leaving for another country. In spite of many reversals of his personal fortunes he is now recognised in the underworld as one of the leaders of the ring. He apparently has a good deal of money, owns property used for purposes of prostitution, and is constantly visited by *souteneurs* who seek his advice. Living in a city to which many of the women are taken and from which some are distributed to other towns in South America, he is able to keep himself fully informed of the markets for foreign women in his part of the world. The Police of the country in which he is at present located are suspicious of his activities and are watching him, but they are unable to arrest him because the law does not cover his actions.

A "principal" in a country of supply (6-T) with many connections in neighbouring countries in Europe is known in the underworld as a marriage-broker. To him come unsuspecting parents for advice about the possibility of securing husbands for their daughters. He is reputed to have information about various rich men who want attractive wives. An extract may be given of his own account of his activities, which is fully confirmed in the conversations of *souteneurs* in many countries: "Do you think the boys (*souteneurs*) from all over the world would come here to me if I didn't deliver the goods. Look! Here are letters from Havana, from Brazil, from the Argentine and South Africa. All the boys are asking me to look out for them. If you want a green girl, I can get you one."

The business methods of the principals are well illustrated by the following statement made by one of them¹:

"I will admit that everything here is supposed to be in favour of the girl, but you can see for yourself that a hustler (prostitute) must have a man. There are supposed to be no *madames*, no *souteneurs*, no brothel-owners, but we have it our own way. A girl cannot afford to have a house fixed to do business in. Houses that would answer the purpose are not always available. The rent is high, and unless the girl has someone to put up the money she cannot start up. All the girls have to have someone. Their men get them places and the girls do not mind paying for it. I have several houses. I went out and bought each property. I remodelled it to suit my tenant. My tenant is a prostitute and she gives me half of what she makes. That pays for the rent.... When a girl registers, she shows a paper to the effect that the owner will sell her the house. I give the girl a paper showing how much she paid. Naturally when I give her a paper and she is supposed to be the owner, I have to have some protection, because she could keep the house and order me away. The way we protect ourselves is to get 1,000 pesos from the girl as security, and in addition she signs a paper. He then went to a bureau drawer, whence he produced a blank legal paper, water-marked with the seal or insignia of the Republic of Argentina, and also having a stamp in the upper right-hand corner which read "Uno Peso". I have nearly 50 of them. A peso is paid to make it a legal transaction. This paper you can buy anywhere. The girl signs it and either I or my wife sign it. I keep it and nothing is written on it unless the girl refuses to leave when we want her to. If she refuses to obey, then I can write in here whatever I want, give it to my lawyer, and make it so hot for the girl that she has to leave town. Suppose that neither the girl nor her man has any money for security, we let the girl in without security if her man is in our Club and we know he is good, but we never let her in without a signed paper".

Mention has already been made of the large profits made by traffickers. 1-D.H. in Buenos Aires said:—"When I first came here I had a hard time of...¹, three years ago I got hold of a good proposition. My wife managed the house, and in fourteen months I made sixty thousand pesos. I invested what I made in several other houses, and now I have a steady income and my wife does not need to hang around the joints (brothels)."

MADAMES.

The keeping of a house of prostitution offers special inducement to the *madame*, who manages it, to procure women whether in her own country or from abroad. It is to her interest to keep her house supplied with new attractions and the law does not effectively prevent her. In some cases the *madame* is independent and runs her affairs by herself; but more often she is the wife or mistress of a *souteneur* whose business it is to keep the girls soliciting in the streets and public places, or she is the wife of a "principal" for whom she acts as housekeeper.

¹ See Part II — Argentine.

The reports of the investigators give a vivid picture of the part played by some of these *madames* in the international traffic. The following is, as typical example¹: "In a house of prostitution (301-X) the investigator became acquainted with a prostitute named 65-G. This woman stated that, after having become stranded in Buenos Aires by an opera company, she had practised prostitution in Buenos Aires, Montevideo and Rio. Upon arrival in Lisbon she had difficulty in finding her trunks, and a woman who had boarded the steamer volunteered her services, and found the trunks for her. The woman invited her home and there induced her to practice prostitution in her house. 65-G said: 'I came here without a friend. I had five trunks. They were stolen and she came up to me and volunteered to have the Police find them. She stands in with the 'cops' because in no time she found them. I have stayed here ever since. I owe many hundred escudos to her. She has all my clothes and jewellery as security. She tells us that she goes to the ships to buy things, but we know differently. She is very rich. She owns three houses in Lisbon, one in Oporto and one in Seville. She wants foreign girls.'"

Many of the *madames* are good business-women, run their houses profitably, know how to recruit new victims, how to suit clients and how to keep on good terms with the law. A *madame* in Tunis gave the following account of how she ran her house: "I have ten girls now, but if she looks good I can take her in, even if she is only 18 years old. The law says '21' but that does not matter. Just leave it to me. We work this way; the girl must pay in advance room and pension. My rates are from 25 to 50 francs a day. Then, of course, there is light, heat and laundry. The man pays her whatever she can get. He must pay me five or ten francs for the use of the room. The drink money is all mine. If the girl is a good one, she can make big money here. She can always have one day a week off, but never take Saturday nor Sunday or Feast-days, except when she is sick. If she does not practise perversion I do not want her. She must pay 10 francs a week to be medically examined. I have plenty of birth certificates to use; I have Belgians, Dutch, French, Italians, and I could use a Spanish girl very well. Will the girl take the money or does her boy (*souteneur*) take it? The boys usually get it, but it doesn't matter to me."

In certain countries, with a view to freeing the prostitute, *madames* are not allowed. In cases where such regulations are in force, the *madame* still operates, though under the guise of housekeeper, or as boarding housekeeper. 1-D.H. in the Argentine spoke warmly of the assistance he received from housekeepers: "I put a housekeeper in each house for the girl. Sometimes she is my wife; always she is someone whom I can trust. When a girl registers, she must go each week for an examination. The housekeeper keeps her cards and shows them to anyone who wants to know if she is well. A housekeeper's is a good job. We must have a reliable one. She cannot steal much because, first of all, she has to work with the girl. Secondly, we know from one another when business falls off. Thirdly, my wife is sometimes there, so we can guard ourselves. So far we have had no losses through housekeepers."

In Brazil a *madame* who acted as boarding-house keeper was also interested in bringing in girls to be the mistresses of wealthy men. The following extract is given from the investigator's report: "It was also learned that when certain young and pretty girls arrived in Rio, they were invariably taken by the person who brought them to a fashionable hotel-bar where, after business hours, wealthy business men congregated for the purpose of turning them over to some man to whose fancy they appealed".

A *madame* said: "If a girl is young or at least looks young, I can fix her up with a rich man. She can live here, and he'll pay all her expenses. I wanted my partner 8-M to bring her niece over from Warsaw. She is not 20 years old and is a widow. She can leave her baby in Poland and if she comes here we can make something of her. I have a number of rich men who are always in the market. If I tell you that I can place the right girl so that she will be fixed for life, you can rest assured I mean it."

The *madame* and *souteneur* work together to make their own profits from the trade and to cheat the unfortunate girl. The *madame* obtains from customers payment for rooms and drinks; the girl receives what money she can get from the customer for her services, and hands over as much of this to the *souteneur* as her attachment or fear of him dictates. Wherever possible most of the girl's earnings are taken from her. The *madame* tries to hold her in her house on condition that the girl pays her half of what she earns or will live in the house and pay high boarding rates. Often to secure the girl's goodwill she is given 25 per cent of the value of the liquor she sells and the sum is credited to her boarding account.

SOUTENEURS.

The activities of the *souteneurs* have been described throughout this report. It is they who secure new girls, bring them to a foreign country and place them in the houses of prostitution with the acquiescence of the *madames*. The *souteneurs* seldom have enough

¹ See Part II — Portugal.

means to operate continuously on an independent basis, but they make their money largely by acting as personal managers of one or two girls. An example is given in the report on Cuba of a *souteneur* who had six girls working for him¹.

These men are continually on the move. In the past six months it is reported that more than sixty *souteneurs* have passed through Paris on their way to different destinations. Some idea of the activity of the *souteneurs* as regards bringing in women and of the fact that they know of each others' movements may be shown from the following remarks of 160-P²: "149-P, 148-P and 140-P will all be here next month, and each one has got something (girl) with him. They are all coming in on the X... (783-X). I only got a letter three days ago and 136-P has got everything fixed so they will all get in without any trouble". "In conversations with 160-P, 161-P 162-P and 163-P, each of these *souteneurs* admitted that they have prostitutes operating in the 803-X, and that they had brought their women into Mexico from foreign countries within the last few years."

Mention has already been made of the *souteneurs* who make a regular practice of bringing in women to sell them to other *souteneurs* and to the *madames*³.

The investigators' reports show clearly that the *souteneur*, even the local one, avoids places where money is short. In Hungary it was freely said in the underworld that economic conditions were so bad that few girls had *souteneurs*. One *madame* said: The boys here are very few. There's no money here so there are no boys. The girls here ain't got sweethearts. Most of them haven't enough to take care of themselves with.⁴

Again, in another report⁵, comment is made on the fact that there was friction between the *souteneurs* and prostitutes because the latter were earning so little money. A physician of the Dispensaries said that the *souteneurs* sit outside coffee-houses opposite the houses of prostitution with pieces of chalk in their hands, each one marking on the rungs of his chair the number of visitors his woman received. If at the end of the day any woman did not pay the right amount, she was beaten.

There is no clear demarcation between the *souteneur* and the low-down rascal to be found in most large towns. The *souteneur* may do work or he may run a bar, a gambling-den or engage in any disreputable line of business or of smuggling.

The reply of the Argentine Government to the 1924 Questionnaire throws interesting light on the presence in Buenos Aires of a number of undesirable characters known as "agents" or "procurers" (*rufians*), as is shown in the following extract:

"We have still to deal with the question of the men known as agents or procurers (*rufian*) — men who, without being actually engaged in the traffic, have in their power one or more prostitutes who follow their profession for the direct and immediate benefit of the men. Such men are to be found in every great city in the world and, although they are regular parasites and social pests, it always has been and always will be very difficult to get rid of them. Their ages range from 23 to 45 and they follow some easy profession in order to disguise their real occupation, acting, for example as agents for general requisites, and devoting very little time to their ostensible calling. Others do not follow any profession, preferring to live an idle life on the women's earnings, and they suffer without protest any penalties exacted, for they come under the provisions applicable to thieves."

Again, the officials in Mexico told the investigator something of the undesirable characters in the country who combined the occupation of *souteneur* with various forms of lawlessness: "We do not have them classified as *souteneurs*. All of them have been guilty of other wrongdoing. The fact that they are *souteneurs* is only one of the points we have against them. At some time or other they have been brought in for gambling, fighting, robbery, suspicion of murder, and many other violations of the law. If they were *souteneurs* only, we could not bother them, because there is no law against a prostitute giving money to any man."

Many examples have been given of the *souteneurs* procuring girls but the following cases are an illustration of the scale on which they sometimes carry out their work⁶:

(a) In March 1924, E.G. tried to take to Czechoslovakia, from there to Trieste, and thence to the Argentine, four girls, two of whom were 17 years of age and two 18. The man was arrested on the complaint of the girls' parents, and was charged with having proposed marriage to each one of the four girls, although he was already married and his wife was living in Czechoslovakia. His plan was to take the girls across the border and then get passports for them. Application forms for passports for all these girls were found in his possession as well as Hungarian documents for himself.

¹ See Part II — Cuba.
² See Part II — Mexico.
³ See Part II — Egypt.
⁴ See Part II — Hungary.
⁵ See Part II — Turkey.
⁶ See Part II — Poland.

(b) M.S. and M.P. were arrested on October 10th, 1923, for arranging to take to the Argentine six girls, five of whom were under 21. The girls were stopped in Warsaw. The man in charge of them who had not suspected the object of the journey gave evidence against the two other men.

INTERMEDIARIES.

There are also intermediaries who, acting as middle-men, bring *souteneurs* and *madames* into touch with likely girls and arrange to send the girls from one country to another. Associated with these four classes are other disreputable persons. In some of the investigators' reports reference is made to the manner in which regulations are sometimes evaded with the connivance of an unscrupulous doctor or lawyer. There are not wanting also persons who will prepare false documents, alter passports and forge birth or marriage certificates. One of these is known as "The Rabbi". To the casual observer he is a benevolent old man, living simply and picking up the means to do so by executing small commissions for his fellow-citizens. His real business is the doctoring of official documents and papers for *souteneurs* and others who want to travel, but cannot do so without concealing their identity. This old man has had a long experience as a *souteneur* and understands the traffic thoroughly.

Descriptions have already been given of the activities of men who procure artistes and entertainers, and who by this means work in with traffickers in many countries.

From these skilled associates we descend to the smaller fry who swim in the current of the traffic and pick up the crumbs. There are the scouts whose business it is to accost likely customers and bring them to resorts of vice. They pretend to act as guides to the sights of the city, but it is only a thinly-veiled pretext for conducting visitors to brothels or to places where all kinds of obscenities may be displayed. The approach to the customer is often made by the display of indecent photographs. Sometimes in cities where there are troublesome regulations, men known as "light-houses" are employed to warn customers of any risk of Police interference. There are also the seamen who smuggle in girls.

CENTRES OF INFORMATION.

In many big cities *souteneurs* and their associates are found to congregate at regular resorts. It is in these centres that news is circulated as to the prospects of the trade in different countries, opportunities are canvassed and introductions are given. A good deal of the information which has been gained for the purposes of this enquiry was secured as a result of visits paid to such resorts.

At one of the principal of these resorts in Europe one of the investigators was able to get the current "dope" or news that was being circulated among *souteneurs* about the prospects of business in some of the countries which were being studied. For instance, a large town in a country which the investigators found to be a "country of demand" was said to be particularly good because large numbers of customers came there from within the country and from abroad and there were always plenty of seamen of all nations. The rate of exchange was good and the inhabitants had plenty of money to spend. Business could be done without serious interference from regulations.

In another country it was said that the large tourist element meant free circulation of money and therefore plenty of trade; false passports and other documents could be secured without trouble, and the introduction of girls by evasion of the regulations or by smuggling was not difficult; when the tourist season was over the expense of getting to other countries was not great. Further, foreigners were less liable to arrest.

Information is also specially circulated in these resorts as to places where increased profits can be made out of perverted practices.

It is equally interesting to note the traffickers' reasons for considering certain countries to be poor places for introduction of foreign women into the business of prostitution. They advise against some countries, for example, because of the difficulties of gaining admittance on account of the immigration quota laws or similar restrictions; the policy of repression of prostitution, preventing any permanent stay; state and local laws against exploitation of women by traffickers and exclusion or deportation of foreign *souteneurs* and prostitutes, and other related measures.

A number of countries are not favoured because it is said that the "trade" cannot afford to spend much money and the currency is depreciated. In addition to such reasons it is pointed out regarding a good many countries that no open houses of prostitution are now permitted and that the prices charged by local clandestine prostitutes are stated to be so low that no foreign woman has a chance to make any money or that they are over-supplied with local prostitutes.

CHAPTER 6. — ROUTES OF TRAFFIC AND METHODS OF CONDUCTING TRAFFIC.

MAIN ROUTES.

The main route for international traffic in women so far as we have been able to examine it, is from Europe to countries in Central and South America. There is also a route from Europe to Egypt and to other places in Northern Africa. Certain countries report shorter traffic routes into, through or from their territory and, in addition, the enquiry has revealed some evidence of traffic routes to or from the East.

Some indication of the extent of traffic has already been given which also shows from what countries the women come and where they go. It will therefore only be necessary here to give a few extracts from the reports on countries to prove the existence of certain well-defined routes.

In a reply to the 1924 Questionnaire, the Argentine Government states: "The women of loose character who have recently entered the country are mostly Poles, Frenchwomen and Italians, servants in Marseilles. They are all young." The investigator in the Argentine gives further information as follows: "There is evidence that many of these women also leave from Spanish, German, Dutch and Belgian ports. The girls from Poland make the first stage of the journey through one of three routes, either through the Polish-Danzig corridor, through Upper Silesia into Germany, or down through Roumania, Constantinople and thence West. The Italians go from French ports and the French from Spanish ports.

The Government of Cuba, speaking of an increase in the number of foreign women from Europe, states: "The women used to be shipped direct from France, but they now proceed to a Spanish port and are shipped from that port."

In Spain, a Barcelona *souteneur* gave the following particulars of outgoing traffic: "Some go from here and some from ports on the Atlantic coast like Corunna and Santander. Any of these ports are good. It all depends upon the circumstances. *Souteneurs* of various nationality who come from the north, go from the Atlantic ports of Spain. The boys from the South go from here. Some send their girls first out of here and they themselves leave from the North."

The officials in Czernowicz stated that there is a traffic from and through Roumania to the Near East and to the Americas. In support of this statement, they said they had recently discovered a steamship agent who was issuing false passports to women to go to Brazil.

A *souteneur* and owner of houses of prostitution in Paris when questioned as late as September 1926, as to whether as many *souteneurs* are taking prostitutes to South America and Mexico as heretofore, stated that scarcely a boat departs, particularly for South America, that does not have at least three *souteneurs* and their women aboard. He mentioned that the recent sailings of the X.... (791-X) and also of the X.... (792-X) had aboard seven *souteneurs* and prostitutes whom he knew personally bound for Montevideo and Buenos Aires.

During the tourist season women are brought into Algiers, Tunis and Egypt, principally from France, Greece, Italy and Roumania. An investigator reports: "They were generally brought in through the port of Alexandria, though a few also landed at Port Said and others went on to Beyrouth and returned overland to Egypt."

Cases are also reported of traffic from Roumania, Poland and Greece to the Levant. Several instances were reported to the investigator of *souteneurs* procuring girls in Central Europe and bringing them to Constantinople en route for Egypt, Syria, South and Central America and Mexico.

96-P mentioned the case of a *souteneur* from Egypt who obtained a girl from Bucharest, promising to take her to Palestine. He brought her to Constantinople, and from there they went to Cairo.

711-X mentioned the case of a *souteneur*, 32-T, who had been practically everywhere in the world and who always took girls with him. He had brought women from Roumania and Poland to Constantinople. On March 11th, 1925, this man passed through Constantinople with two girls, one less than 18 years of age, both of whom he had picked up in Czernowicz. They all sailed on the same ship for Alexandria, but they travelled in separate classes. It was reported that on arrival 32-T was paid a sum of money and the girls left him.

With regard to traffic routes between European countries, the Hungarian Government, reporting on traffic, states that women artistes going to Austria and to the Kingdom of the Serbs, Croats and Slovenes fall into prostitution. The German Government reports: "In the opinion of the German Central Police Office for combating the international traffic in women and children, the territory to which German women are being sent is the Balkans."

With regard to traffic in women to and from the East, there is evidence of a route *via* Egypt to Bombay. In Roumania, officials gave information including the names of traffickers and the details of their operations from Poland and Roumania to the East and to Bombay.

In the report on the United States of America, evidence is given of a certain amount of traffic from the Far East in very young Chinese girls to the Western cities of the United States.

INDIRECT ROUTES AND TRAVEL BY STAGES.

It must not be assumed that the trafficker obtains his victim in one country and then takes her by the most direct route to their destination. He is influenced by many considerations — the cost of the journey, possible difficulties in managing the girl, and, lastly, the necessity for avoiding any risk of his scheme being detected and frustrated by the authorities. As regards cost, the *souteneur* often accomplishes his journey by stages and his girl earns money on the way. There is an example in the report on Portugal of a prostitute *en route* for Brazil who stopped temporarily in a house in Lisbon. In the report on Austria it is stated that 27-T, procurer of a group of so-called artistes for South America, sent the girls on to work in houses of prostitution in Hamburg for a few months before the steamer sailed. An illustration of "breaking-in" a girl *en route* is given in the report on Algiers. 64-P said: "I know a boy who went to Constantine and got himself a beauty — only 17 years old — a Jewish girl. He brought her here and put her in the game. She at first raised hell, but he took her to another country, and now they are both getting along fine."

The trafficker knows from experience that the formalities he will have to face are far less strict at some ports and by some steamship lines than others. He often deliberately, therefore, makes a detour, even though it may take longer and cost more. The reports on Panama and on Uruguay give good illustrations of circuitous methods of entering a country in order to avoid the dangers of immigration inspection.

In Panama, "they take a route which ensures their safe landing in Colon without exposing them to the dangers of being detected and subsequently deported. In coming from Europe or Havana, these undesirables purchase tickets to Port Limon, Costa-Rica. From that point they proceed to Boca del Tora, a small Panama island off the coast of the Isthmus, and from there journey in small craft to Colon, where no inspection takes place."

In Uruguay, a prostitute, who had used the Rivera route, said: "The way in here from Rio is over the old American-built railroad. You cross the border at Rivera. All you have to do is to cross the street. You must go from Rio to Santos, from Santos to São Paulo, and then change at a lot of places before you finally reach Rivera. It is a long trip, which takes nearly five days, but a girl can always pick up money along the road that way."

The Immigration Department officials stated that anyone could enter Uruguay through Rivera from Brazil without documents. There was no immigration inspection at this point.

As late as the autumn of 1926, the underworld gave an investigator an account of stricter immigration measures in the Argentine and explained that *souteneurs* who wanted to enter had to notify in advance local traffickers so that the latter could make preparations.

An ingenious method of choosing a circuitous route to avoid inspection by authorities who could detect false documents is given in the report on Poland. A prostitute, B.A., in Danzig, gave an investigator the following explanation of the reason which led 40-T to avoid the direct route from Warsaw to Germany: "If he went direct he would have his passport examined by the Polish officials at the Polish frontier. He had a false passport and so had the girl. At the frontier he had a chance of being tripped. From Poland to Danzig all you need is a card of identity. That was fine. Both had that, so by coming to Danzig all they had to show were those cards. I said: 'They would have to show the passports when they left Danzig'. She answered: 'Yes, sure, but not to the Polish. They would if they left by train, but from Danzig you can go to Marienburg, East Prussia, by motor-bus, without passing through Poland. Now they get on a train at Marienburg. That train passes through the Polish corridor, but it is locked, and the Poles don't examine any passports. You see, it's this way. A Pole can always trip you up if you have a blotter (false) passport, because he knows what they are like. The same way as you can tell a counterfeit dollar quicker than I. The German, he don't look so hard at the Polish passports except for the visas. Well, now, you see why he came this way. Just so that the Polish control wouldn't see their faked passes.'"

Another favourite trick is to break the journey and get an extension of passport. A trafficker, for instance, who wants to take a girl (say) from Italy to Buenos Aires may not wish to take the risk of getting passports direct for Buenos Aires as he may be known to the authorities in his own country. What he does is to get passports valid for France, and then go to a consul there who can have no means of knowing him and secure an extension of the passports for Buenos Aires.

In the same way, numerous examples are given in the investigators report of French women going to Spain, of Spaniards to France and so on. In every such case advantage is taken of the fact that the officials will less easily detect falsification of a foreign document with which they are naturally unfamiliar.

CLANDESTINE ENTRY AND SMUGGLING.

Traffickers resort to every form of smuggling in order to evade immigration restrictions. This method is adopted on land routes, also on water routes when circumstances permit or require it. Examples of smuggling on land routes may be taken from the reports on the Argentine and on Spain.

An investigation was conducted as to the methods of entering the Argentine clandestinely by the Salto-Concordia route. It appeared that the regular crossing is effected by launches leaving and arriving at scheduled times between 8 a. m. and 8 p. m. Passengers using this method are subjected to the usual immigration inspection. It was discovered however, that there are agents in Salto, some of whom are employees of the local hotels, who can arrange a crossing at night free from inspection, at a charge of from 5 to 25 Uruguayan pesos. One agent (705-X) admitted that he had assisted over 200 men and women to cross from Salto to Concordia clandestinely in ten months, amongst whom were *bona fide* immigrants, prostitutes and *souteneurs* (*souteneurs*). On June 28th, 1924, he was harbouring in his house four Russians who were to be smuggled into the Argentine the same evening.

An official letter on traffic from Madrid to the Governor of Barcelona contains the following extract: "The women who are to be the object of the traffic pass the Franco-Spanish frontier secretly by sea or by little-used roads over the Pyrenees. The women secured in Spain get false passports and documents prepared in Barcelona or Santander, as they travel by preference by Spanish or Dutch lines so as to avoid all contact with French authorities."

As regards smuggling in by ship, we have many examples. There is even evidence that traffickers have the audacity to continue to smuggle in victims by sea, although this practice is known to the authorities and in spite of official measures taken to prevent its occurrence. The reply from the Egyptian Government to the 1924 Questionnaire is explicit on this point:

"There is a continual movement of French women into Egypt for the purpose of prostitution; they enter by the steamers of ; they travel as stowaways, without passports or identification papers, with the assistance of the sailors, and it is believed that they hide in the coal-bunkers. The captains of these vessels state that they cannot put a stop to this traffic, as they are unable to search the bunkers on account of the aggressive attitude and dangerous character of the coal-trimmers, who are, for the most part, men of the type of bandits. Only last week, five women were arrested at Port Said when endeavouring to land from vessels of coming from Marseilles. These women generally go on shore at Alexandria, which is the first port of call, and where it is easier to land than at Port Said since, in the former port, the vessels stay longer and are berthed alongside the quay, whereas at Port Said they are moored to buoys in the middle of the Canal."

The Director of Investigations was present at the inspection of the steamship . . . from Marseilles and saw two stowaways dressed as seamen caught. During 1924, there were 186 similar cases caught by the Port Police, thus showing the extent to which this method of entering Alexandria is used.

Again, in the report on Turkey the following information with regard to smuggling was secured in Constantinople: Captain 46-R, a pilot, admitted that members of the crew smuggled in and out of the city women who did not have the proper passports, and who looked like prostitutes, but he had not ascertained if they were so in fact.

20-D.H., who owns several houses of prostitution in Constantinople, stated that he had two Russian women inmates, one of whom, 119-G, had an offer from a Turk, 709-X, to smuggle her to Beirut. He declared that hundreds of women went in that way and that their *souteneurs* followed. An owner of a house of prostitution admitted that two Greek inmates of hers, 133-G, 19 years old, and 121-G, 22 years old, had run away from her without settling their debts, and that she had heard they were smuggled out of Constantinople on a ship going to Syria.

More rare, but nevertheless a practice occasionally resorted to, is the smuggling of women over long sea routes to South America. An example is given in the report on Italy, as follows: "An Italian girl, D.L., was secretly embarked at Genoa on May 19th, 1924, by a woman, A.V., a resident of Marseilles. The parents consented to her departure under the impression that she was going to Marseilles on a visit. A.V. had a lover, a stoker on board the boat, who assisted in hiding the girl, dressed as a sailor, in one of the second cabins and among the machinery. The girl was not allowed to show herself in Marseilles, but was carried on to Buenos Ayres, where her presence was fortunately discovered and she was repatriated."

TRAVELLING BY STEAMSHIP.

In cases where traffickers do not resort to smuggling they often take special precautions when travelling by sea. The route from Europe to South America would appear from the evidence to be that most in favour at present. This involves a considerable cost in transportation and, on the ground of economy, third-class tickets are obviously to be preferred. Here, however, the *souteneur* has to exercise caution because in most countries the examination of third-class immigrants is stricter than that of other passengers, and some steamship lines have matrons on board charged with the supervision of women and girls travelling third-class. The *souteneur*, therefore, who has an instinct for his own comfort, does not hesitate, if he can afford it, to book second-class or even first-class accommodation in order to reduce the risk of discovery. The authorities at Cuba report that *souteneurs* and their girls often arrive first-class to avoid the stricter inspection which is given to third-class passengers.

Sometimes the girl goes alone and the *souteneur* travels himself by another boat, but this method tends to increase the chance of the girl being interrogated by troublesome officials or by agents of those voluntary societies who make it their business to interest themselves in the welfare of girls travelling alone. For this reason, the more usual practice seems to be for the *souteneur* to take the girl with him, probably posing as her husband. A trafficker made the following comment on the methods of travelling by the same or by different ships :

"This fellow (4-P) came here on the same ship with his girl because she was a greeny (not a prostitute). Sometimes the boys are more careful and let the woman travel on a separate ship. It is all according to what you bring in. Sometimes if she is green they travel separately. But, if she's easy, they go together either second or third-class."

One of the investigators travelled by ship from France to Cuba and was fortunately able to strike up an acquaintance with two *souteneurs* on board ship, and to meet these two characters later in Mexico. An extract from his report is as follows : " 'Do you cross the sea much ?' 156-P replied : 'Once or twice a year'. I said : 'How is your wife standing the trip ?' He replied : 'She ain't my wife. She is going to meet a boy (*souteneur*) in Mexico. The other boy (155-P), his wife and the girl you thought was mine are travelling together.' I said : 'She's in second-class ; that can't be 155-P's wife because he is in third.' He replied : 'Certainly it is. 155-P is in third but she is in second. They ain't supposed to know each other. They both have separate passes and he wants to save some money.' Asked if she was a new one, he replied : 'A prostitute he met in Warsaw. He is bringing her over. She is a good hustler (prostitute) but she never had a chance to go, so he brought her. The other girl is her friend. I am getting her a friend (*souteneur*) over there.' "

FALSE DOCUMENTS.

Since the war there has been a general tendency to exercise a much stricter control over the movement of travellers of all kinds, especially with a view to the exclusion of undesirables. Travellers are required to establish their identity and status and for this purpose they may have to supply themselves with certain documents such as passports and visas, birth certificates, marriage certificates, etc. This is an unpleasant necessity for persons who wish to conceal the real objects of their journey, and, as they cannot provide themselves with genuine documents, traffickers do their best to obtain false ones. We have been impressed with the readiness with which *souteneurs* and others seem able to obtain what they need in this direction for a small outlay. The investigators were brought into contact with several persons who make it a business to fake passports and other documents. For example, a trafficker, 4-T, said : "I can fix up papers for the boys, passports, any kind you want, visas, and marriage, birth and identity certificates." He showed English, Brazilian and Polish passports. 25-P admitted that 4-T had made him a Brazilian passport. "Boys travelling with their girls need these things."

The authorities in many countries report the discovery of false documents and the underworld boasts of the facility with which they can obtain any kind of false or falsified document which they require. A few examples may be selected in illustration of a mass of evidence on the subject of the making and using of false documents for the purpose of traffic in women and girls.

(a) A *souteneur* in Egypt said "It is a *laisser-passer*. It is good for one year. You can go anywhere and come back whenever you want. I'll have it made out *aller et retour*. Every boy (*souteneur*) has one just for that purpose. The girls all have them too. You see, most of the boys and girls (*souteneurs* and prostitutes) come here by a crook way. They smuggle in from Constantinople. Take 75-P, for instance. He has a Roumanian pass. I am getting him a *laisser-passer* so that he can go to London on Wednesday. I made more than 75 passes for girls and boys (prostitutes and *souteneurs*) last year. Remember, I can get you Egyptian, Roumanian and even Greek passes. No boy any good — he don't know his business — unless he has at least two different passes."

(b) The report on Panama shows that *souteneurs* often carry several passports. Enquiry was made as to proper passports, to which an official replied : "Their passports appear all right, but some have three or four. In examining their effects we have found the same persons to have Argentine, Brazilian, Spanish and French passports."

(c) Apart from altering documents, official blank forms are often found which can be filled in to meet the situation. In Spain, the Police arrested on or about September 20th, 1924, five men and eight women. In searching the rooms of two of the men, they found papers, letters and telegrams showing that these people were engaged in traffic in women from Spain and France to Havana. They also found in their possession consular and other official blank forms properly sealed, a great deal of foreign drafts and money, as well as some twenty-three photographs of women, passport size.

It is not easy for immigration officials, however vigilant, especially when dealing with large numbers of passengers, to decide whether a document purporting to be issued by the authorities of another country is genuine or not, and the persons who use faked documents

fake care as far as possible not to present them to officials of the country alleged to have issued them. An immigration official in Latvia, speaking of false passports, illustrated the difficulty of detecting their falsity "I could not possibly detect them. In Soviet Russia, for example, there are thirty-six different States; each State issues its own passport. It is impossible to be familiar with so many different kinds."

It must not be assumed that false or falsified documents are used only for purposes of travel. They are used for any purpose which will enable the trafficker to attain his ends. It is reported that, since the French Government required identity cards to be taken out by foreigners, a measure which is used to refuse permission to undesirables to continue to reside in the country, the traffickers have started to fake identity cards for foreign prostitutes who might otherwise be deported.

Again, false documents are very frequently used to obtain the registration as prostitutes of girls who are under the minimum age prescribed by the regulation. The following extract from the report on Algiers illustrates this point: A *souteneur*, 64-P, corroborated the statements made by the *madame* that she was able to arrange for the inscription of minors, and stated: "She, 34-M, always fixes up the papers". Another *souteneur*, 65-P, said: "What you want to do is to get another passport or have your girl have her age raised on it. Give it to me. I'll fix it for you. I can always make it so that you won't be able to tell it. I have fixed plenty of birth certificates for friends."

In Spain, the investigator commented upon a number of girls under 21 in a cabaret; to which a *souteneur* replied "They have birth certificates but they are all fake certificates. The boss gets them for them. You see, there's two ways of getting a birth certificate: one is through the Civil Register and the other through the Church. The boss has a fellow who fixes all these things up."

MARRIAGE METHOD.

Mention has already been made of the fact that the *souteneur* finds that the simplest method of obtaining an innocent or inexperienced victim is to marry her. Marriage, bogus or real, is often a useful cloak to a trafficker's activities. He is more sure of his girl if he travels with her, and there are difficulties in the way of a girl travelling alone. If he travels with her he must avoid all suspicion as to their relationship and they must travel therefore as husband and wife. This may be compassed in one of three ways. First, he may use a false certificate of marriage. The following examples are cases in which a *souteneur* tried to pass off a woman as his wife

(a) R.A.G., a Canadian girl, 18 years old, had a sister married to C.M. at Juarez. She received a letter from C.M. when she was in employment at Montreal asking her to join her sister and stating that C.M. would send his secretary for her. She agreed to go. The secretary, W. J., arrived one morning and got her to pack at once. He showed her a marriage certificate and told her to use his wife's name so that she might pass as his wife. He made her memorise his wife's name, age, and birthplace and told her to talk to no one.¹

(b) On August 10th, 1925, the Police officials prevented a French minor, 18 years old, coming from Nimes, from embarking at Marseilles for Tunis. She was travelling on a false *livret de famille* as the wife of the trafficker who brought her on board ship. The man disappeared when the girl was questioned. She looked much younger than the age figuring on her papers. She could not state the date of her marriage. The names of her parents and the place of birth did not correspond with those of the real wife of the trafficker. When the truth came to light she confessed that the man was sending her to a brothel in Tunis.²

Secondly, the *souteneur* may enter into a ritual marriage which he can repudiate later. Several such cases are reported, of which the following: "A girl made the acquaintance of a man, M.F., in Lodz and became engaged to him. The man came to—late in 1924 without a passport. For 50 dollars the man's father smuggled the girl (and three other girls and a young Jewish man) across the border. She went by train to Kempa and from there she was brought by a Pole across the border through the fields at midnight and then by carriage to Breslau. She met M.F. in a large town in Germany and went to the Rabbi's house, and the Rabbi's wife, in the absence of her husband, was persuaded to perform certain rites of Jewish ritual and then said to them: "Now you are married". She lived with her husband for three days. He then beat her and threw her out, saying she was not his wife but that she could still live with him if she would go on the streets and bring money to him."³

One of the best known of international traffickers is a marriage broker, 6-T., a Pole in Warsaw, and it is not uncommon for many victims to be obtained as a result of matrimonial advertisements in papers. A particularly bad trafficker's record is given in the report on Poland: I.M., alias F.K., alias C., was convicted in Poland of international traffic in girls in November 1923 and sentenced to gaol for one year. He afterwards disappeared. Previously he had been sentenced in Hamburg to one and a half years for the same offence. When arrested he had Argentine, English and Polish passports in his

¹ See Part II — Canada.

² See Part II — France.

³ See Part II — Germany.

possession and was responsible for taking thirty girls altogether to Buenos Ayres and Brazil by the "marriage" method. Girls were obtained through newspaper and matrimonial advertisements.

In these cases and in others the offer of marriage secures the girl, but the marriage is not always solemnised. A case of this nature is reported from Tunis and is interesting as showing that the methods of the *souteneur* in question were disapproved of by even his fellow *souteneurs*: "A particularly bad case met with was that of an Italian prostitute, 85-G., from Sicily, about 20 years of age, living at 341-X. 37-R., speaking of this girl and of her *souteneur*, said: 'He is a bad egg! That girl of his, 85-G., he brought her from Italy. She thought she was going to get married. He rents a room for her to practise prostitution in and the girl herself says he beats hell out of her and takes every cent away. She's afraid to appeal to the Police. He'd stick her sure as hell. The way he works I don't like.'

Lastly, a *souteneur* does not scruple to contract even a legal marriage. It may be troublesome, but it does not worry a trafficker who is moving about the world and to whom the marriage contract is of no significance. One *souteneur* said that a few other Czechoslovak *souteneurs* who had exploited women in foreign countries had returned to Prague and had departed with girls secured there, but that they were only able to get passports for these girls by marrying them.

The marriage method has the further advantage to the trafficker that in many countries protective measures for the welfare of women and girls do not apply to married women.

The latter method has also been adopted in some countries as a method of countering the deportation of prostitutes. The *souteneur* finds someone who will go through a legal form of marriage with the girl on whom he is living in order that she cannot be deported from the country of which she has now become a subject. The reports on the Netherlands and on Great Britain state that such cases cause trouble to the authorities. Unfortunately, however, for the *souteneurs*, these marriages are often found to involve bigamy, and the law has stepped in and frustrated the plot.

OFFERS OF EMPLOYMENT.

A method of securing girls and women for international traffic is disguised as a genuine offer of employment abroad. A full account has been given of the dangers to which entertainers and artists are subject when they accept offers to work abroad under unsatisfactory contracts of employment. There are, however, offers of other kinds of work which are used to conceal the real purpose of the trafficker.

After the war, certain countries were greatly in need of farm labour owing to the loss of men, and the seasonal labour of young women from another country was welcomed. In the case of Polish women sent into France for this purpose, the authorities of both countries tried to safeguard them in every way, but traffickers found some opportunity to recruit girls, and particularly to bring young prostitutes out of Poland on visas issued on the basis of work contracts.

Similar devices have been used to get girls into other countries for purposes of prostitution. A not uncommon method reported by Governments and disclosed to the investigators by the underworld is to obtain girls for work abroad as domestic servants. In Port Said, the investigator was told that Greek *souteneurs* or business-men wrote for young girls, offering them employment as domestics. The *souteneurs* made prostitutes out of the girls, whereas some business-men made the girls their mistresses.

In its reply to the 1924 Questionnaire the Argentine Government throws interesting light on the methods of traffickers and instances the abuse both of the offer of marriage and the offer of employment: "Their methods of obtaining victims are not definitely known, but from information at our disposal we learn that they either hold out a prospect of marriage as a means of persuasion or give their victims to understand that they will find a good situation and honest and remunerative employment." The reply goes on to state that the women "all declared that they had honest employment and so succeeded in entering the country". The traffickers know that the authorities are suspicious of certain forms of employment and therefore they take special steps to make the offer of employment appear respectable. A *madame* of one of the best prostitution pensions in Brazil, containing mostly foreign prostitutes, stated: "The best way is for the girl to come alone and give her occupation as a *modiste*—anything that looks reasonable. If she calls herself an actress she is sometimes held up and then it costs her money."

A prostitute in Czechoslovakia told the investigator of a case in which, in spite of every effort, the *souteneur* failed to get his girl out of the country. She said: "I know a girl who had a good chance to go to Egypt with a boy but she couldn't get a passport. He tried every way but it would not do. He even sent letters showing that he had a job waiting for her in Alexandria. He even went to the consul in Egypt and got him to say that the person was reliable, but she couldn't get the pass because her parents said 'No'. She was 19 years old; not a kid by any means. He got a business-man in Egypt to go to the consul."

Contracts given to girls for employment abroad call for special scrutiny. This is particularly so in the case of girls employed to dance or otherwise perform in places of

entertainment. We have already given instances to show how, in low-class *cabarets*, girls are often required by their contracts to perform other duties which lead directly or indirectly to prostitution.

CHAPTER 7. — MEASURES TAKEN TO PREVENT TRAFFIC.

As pointed out in the introduction, co-operation between Governments for the prevention of traffic in women began in 1902. The first international agreement which dealt with administrative measures was concluded in 1904¹. This was followed by the Convention of 1910², which added important legislative measures, and both these instruments were supplemented by the Convention of 1921³. It may be useful to refer in detail to the provisions of these Conventions and to consider to what extent they have been carried out and how far experience has shown them to be effective.

We may point out, in the first place, that the operation of the earlier Agreement and Convention was limited to about fourteen countries. The Convention of 1921 secured a much larger measure of support.

The countries which are parties to the Convention are Albania, Australia, Austria, Belgium, British Empire (and in respect of twenty-six colonies and dependencies), Bulgaria, Canada, China, Cuba, Czechoslovakia, Finland, France, Germany, Greece, Hungary, India, Italy, Japan, Latvia, Netherlands, New Zealand, Norway, Poland and the Free City of Danzig, Portugal, Roumania, Siam, South Africa, Spain, Sweden, Switzerland and Uruguay. The following countries have signed but have not ratified their signatures: Brazil, Chile, Colombia, Costa-Rica, Estonia, Lithuania and Persia. The following countries have adhered subject to ratification: Denmark, Panama and Peru. The countries which are not parties to the Convention are: Abyssinia, Afghanistan, Argentine, Bolivia, Dominican Republic, Ecuador, Egypt, Guatemala, Haiti, Hedjaz, Honduras, Liberia, Lichtenstein, Luxemburg, Mexico, Monaco, Nicaragua, Paraguay, Salvador, Kingdom of the Serbs, Croats and Slovenes, Turkey, Union of the Soviet Socialist Republics, United States of America and Venezuela.

The United States of America supports the principles and measures agreed upon, but the Government states that it has not signed the Convention owing to the constitutional limitations. It is hoped that a solution of this difficulty may be found.

It is especially worthy of notice that several countries which this investigation has shown to be used by the traffickers are not parties to any international convention.

ADMINISTRATIVE MEASURES.

Central Authorities. — The Agreement of 1904 (Article 1) provided for the establishment in each country of some authority charged with the co-ordination of all information relative to the procuring of women or girls for immoral purposes abroad. Provision was also made for this authority to correspond direct with the similar department established in each of the other contracting States.

We understand that such Central Authorities have been generally appointed. From the conversations which some of the investigators had with officials, we have formed the conclusion that Central Authorities are not giving each other as much help as they ought to do, though in certain cases there is evidence of improvement in this direction.

Examples of the value of official co-operation occur in several reports. The following is an interesting case showing the value of co-operation.

On April 4th, 1925, the Czechoslovak Legation at Sophia asked its Government to try to locate one X (644-X.), a Czechoslovak subject, who lives in Sophia, where he is married to a Bulgarian woman. He is said to have answered advertisements which appeared in a Viennese paper. These advertisements were inserted by a 30-year-old woman who desired a situation as a housekeeper. In 644-X.'s letter, which is in the possession of the Viennese Police, he told the woman that he intended to arrive in Vienna shortly and that, in addition to needing a housekeeper, he needed a wife and would marry her. The Viennese Police also received letters from two other girls to whom he had written and offered employment in Cairo. He gave his address as "Poste restante, Sophia", and in this way his home address was discovered. His wife was interviewed, and she stated that he was manager of a travel agency in Cairo, and that he was also a commissionaire and was away from home for long intervals. She believed that at the present time he was working in Czechoslovakia trying to get Jews to form groups to journey to Palestine.

He was traced to Trebisov, in Slovakia, where he was residing at an hotel near the railway station. He was arrested and charged with bigamy for lack of other evidence, as it was not possible to prove a case of traffic.

¹ See Part II, Annex IV.

² See Part II, Annex V.

³ See Part II, Annex VI.

In many instances the Police have lists, photographs and finger-prints of traffickers. An exchange of information as to the movements of known or suspected traffickers would be especially useful to those countries where foreign women are known to be taken at the present time.

Watching of Ports and Railway Stations. — The Agreement of 1904 (Article 2) provided that Governments should undertake to have a watch kept especially in railway stations, ports of embarkation, and *en route* to prevent traffic in women and girls. This duty is fulfilled partly by officials such as immigration officers and partly in some countries by agents of voluntary societies who co-operate with the officials and report cases. A number of Governments have issued special instructions to railway and other officials to assist in detecting cases of traffic.

There is no doubt that in some countries the watch is so vigilant that it is very difficult for persons engaged in this traffic to avoid detection. On the other hand, the statement which we have quoted in other sections of this report give ground for the belief that much more could be done in other countries if reasonable vigilance were exercised.

Repatriation of Prostitutes. — Articles 3 and 4 of the Agreement of 1904 deal with the repatriation of prostitutes. The general requirement is that Governments should ascertain the identity and civil status of foreign women and girls who are prostitutes and try to discover who has caused them to leave their country, with a view to steps being taken for their repatriation. Provision is made for the temporary care of such women and girls and for the payment of the cost of repatriation.

We found no evidence of any general adoption of this procedure. It appears to have been replaced in those countries which take a serious view of the dangers of increasing the number of prostitutes by a system of refusing admittance to women suspected of being prostitutes, or of deporting them when discovered. Deportations of foreign prostitutes are reported from Belgium, the Netherlands, Cuba, Switzerland, Great Britain, and the United States of America, among others.

In some countries, foreign women are not allowed to be registered in licensed houses. In others, however, the presence of foreign prostitutes is accepted. Japan alone appears to have adopted the policy of repatriating women of Japanese nationality found to be engaged in prostitution in foreign countries. On slightly different lines, the Polish Government has taken steps regarding prostitutes of Polish nationality abroad by asking its Consuls to question them and to ascertain if possible the methods by which they were transported and induced to leave home. This measure has not yielded much information and it is reported that, of thirty women interviewed in Buenos Ayres, not one consented to give any information.

Employment Agencies. — By Article 6 of the Agreement of 1904, Governments undertook to exercise supervision over offices or agencies engaged in finding employment for women and girls abroad. It will be seen from Part II that some countries have dealt with this matter by legislation, and the supervision appears to be effective. An example may be given from the report on Austria: "In the interior there are public employment bureaux; the Austrian Information Bureau for Emigrants is also a public organisation. Private employment agencies are placed under the supervision of the competent authorities¹. The most important regulation of the Decree requires consent of the Court whenever persons under the age of 18 seek employment, including domestic service abroad."

In other cases it would seem that little has been done in this direction. The matter is important because the information furnished to us shows that many women and girls find their way into prostitution through the medium of unscrupulous employment agencies.

Great Britain has provided safeguards for girls employed abroad in dancing and other forms of entertainment. By the Children (Employment Abroad) Act 1913, no girl under 16 is allowed to go abroad for this purpose without a licence from a magistrate sitting in the principal London Police-Court. Conditions to secure the girl's supervision and return are imposed and enforced by consular agents. It is understood that the question of raising the age in the Act to 18 is now under consideration. In connection with this system, a well-equipped hostel has been provided in Paris by voluntary effort which is available for English and American girls who are engaged as entertainers.

Protection of Migrants. — Under Article 7 of the Convention of 1921, Governments undertake in connection with immigration and emigration to adopt such administrative and legislative measures as are required to check the traffic in women and children, and particularly they undertake to make such regulations as are required for the protection of women and children travelling on emigrant ships, not only at the points of departure and arrival but during the journey.

An interesting account of such measures is given in the report on Canada: "In addition to the strict enforcement of immigration laws, one of the chief protective measures against traffic is that of providing directresses on board ships and conductresses on the trains, who

¹ Decree of the Ministry of Commerce of May 7th, 1908 (*State Official Gazette*, No. 97).

escort all women coming to Canada from overseas. The report of the Commissioner of the Royal Mounted Police for the year ended September 30th, 1923, states: 'Suitable persons also meet the women at their destination and at places where they change trains, while, in addition, accommodation is provided for them at Dorchester House, which is the hostel at Montreal. In addition, a measure of protection is afforded to girls going to the United States in quest of employment. And a system of "strangers' secretaries" is being built up in connection with Churches of the country, whereby girls moving from one part of Canada to another are helped'."

There can be little doubt that the control over emigration has been improved very much in recent years, not only to prevent the travelling of undesirables but also to improve the position of those who need protection. During the war, facilities for foreign journeys came to an end and with them, of course, a limitation on the operations of international traffickers. It has been seen how their activities have been renewed since the war, but there is evidence that the conditions are more difficult for them, and in particular they are more reluctant to proceed to countries where an efficient control over immigrant traffic is maintained². Before the war, the passport and visa system was practically unknown. The visa has disappeared in many countries, but the passport is still retained and is an essential feature in any effective control over the movements of travellers.

Transmigrants, that is to say, travellers who pass through one country *en route* for another, present special difficulties, especially owing to the risk of undesirables breaking their journey and finding their way to new destinations. Germany, Great Britain and other countries have made special provision of hostel accommodation for transmigrants.

Some countries, to which large numbers of immigrants seek admission, are now taking steps to verify the qualifications and character of the intending immigrant in the country of origin before the journey is commenced, and this system, effectively applied, may do much to prevent abuses.

The conditions of travel on different lines of steamships vary considerably. In some instances, the greatest care is exercised before passages are booked and the supervision on board is such as to prevent any cover being afforded to persons engaged in traffic in women. In other instances brought to our notice, the conditions leave much room for improvement, and indeed it would appear that, in some instances, traffic has been facilitated by persons employed on the boats.

The whole question of migration and its control has been the subject of considerable enquiry in recent years under the auspices of the International Labour Office, and it may be hoped that the protection afforded to immigrants, especially women and girls, may be materially improved.

LEGISLATIVE MEASURES.

The main requirements in regard to legislative measures for the prevention of traffic in women are contained in the first two articles of the Convention of 1910 as supplemented by Articles 2, 3 and 5 of the Convention of 1921. Under these provisions, Governments undertake to prosecute and punish, notwithstanding that various acts constituting the offence may have been committed in different countries: (a) any person who, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl under age for immoral purposes (under age is defined as meaning under the age of 21); (b) any person who, in order to gratify the passions of another person, has, by fraud or by means of violence, threats, abuse of authority or any other method of compulsion, led away a woman or girl over age for immoral purposes.

Any attempt to commit these offences is also to be prosecuted. In this connection we may mention a law passed by the French Government in 1922. Its interest lies particularly in the definition which is given of "preparatory acts" as including: (a) the seeking out and decoying by traffickers of women or girls capable of being conducted abroad for immoral purposes; (b) the providing of funds to enable them to reach their destination; (c) payment of travelling expenses for the same purpose; (d) accompanying women on the journey, at the port of embarkation, or on the steamer; (e) the purchase of outfits, linen and clothes, etc.; (f) the payment of hotel charges or subsistence when travelling; (g) taking steps to secure a passport. Provision is made in the Conventions for the extradition of offenders and some countries report the conclusion of extradition treaties for these offences.

The articles of the conventions would appear to be clear and comprehensive and should, if carried into effect, go a long way towards preventing any exploitation of women and girls for prostitution in a foreign country. The facts, however, show that such exploitation does exist even in countries which are parties to the international Conventions. The reason is probably to be found in the fact that the legislation of many countries is still below the standard required by the Conventions. For instance, in one country it is not an uncommon occurrence to find girls of 14, 15 or 16 registered as prostitutes, and the circumstances leave little room for doubt that the girls have actually been procured for the purpose. In several other countries, girls of the same ages were found in licensed houses and clandestine brothels. This question is bound up with the general

² Part II, U.S.A.

question of the age of consent (the age below which a man charged with a sexual offence against a girl cannot plead that she consented). This age is fixed as low as 13 in some countries, and in at least one instance as low as 10 if it can be shown that the girl was not previously chaste. Where so little protection is afforded to young girls, it is not surprising that older girls are procured and exploited without much risk of the offender being punished. It may not be easy to prove direct fraud or violence, but we do not doubt that, in many of the cases reported to us, there was abuse of authority or some measure of compulsion within the meaning of the Convention, and that if these provisions were effectively enforced a number of *souteneurs* and traffickers would be brought to book.

It is particularly important that all countries should strike at the *souteneurs* or other persons living on the immoral earnings of a woman. Some countries have effective legislation on this matter¹. In other countries the *souteneur* gets off scot free or the law cannot punish him except in the clearest cases.

Among the new legislation passed to prevent traffic in women mention should be made of the new Italian law. The German law on obscene publications is designed to prevent a disgraceful traffic which is often associated with commercialised prostitution. Switzerland has passed a Federal law on traffic in women and children and on obscene publications and has ratified the Convention of 1921.

In this brief summary we have referred only to a few of the measures taken by Governments, but throughout the Appendices to the reports on each country in Part II will be found laws, decrees, draft bills and official circulars, many of recent date, which show the keenness with which many countries are fighting international traffic.

VOLUNTARY WORK.

The campaign against the traffic has not been the exclusive concern of Governments; charitable organisations have played, and are still playing, an important part in this work. It was, as has been shown in the "Early History" (page 6) the pressure brought to bear by them that forced the Governments to act. At the same time, the many national associations set up in different countries have exercised a most salutary influence on public opinion and have contributed in a number of countries towards raising the general standard of morality.

Through daily contact with young girls exposed to unwholesome attractions, through their vigilance work at railway stations, on ships and elsewhere, and through the homes and hostels of all kinds that they have opened, voluntary agencies have succeeded in gaining experience and collecting a mass of information of a kind that too often fails to reach official agents.

There are countless sad stories and incidents which these girls would never have confided to an official but which they have willingly related to a woman, the sympathetic voluntary representative of some welfare organisation.

These associations are also engaged in educational work which is by no means unimportant; they point out the many pitfalls born of the love of money and put young people on their guard against such sources of moral deterioration by warning them of the dangers to which they are exposed and by awakening them to a perception of higher ideals.

Many of these associations have also brought their influence to bear on national legislation. They are responsible for a number of improvements and for the introduction of effective reforms. This applies, for instance, to the employment of Women Police, whose usefulness has been so clearly proved.

It will be seen from the second part of this report that the countries in which the traffic and commercialised vice have been most successfully combated are also those in which the charitable organisations have been most active. This is specially and clearly brought out in the evidence of the investigation in Canada. The report shows the many-sided and intense activity of voluntary agencies and the favourable condition in the country as regards traffic. The same situation is found in other countries, which have not for these very reasons been the subject of our investigation. It is stated that in the Netherlands, for example, where the work on behalf of boys and youths has been carried on for many years and has resulted in a high standard of morality for men, the traffic is now unknown. We might mention others.

Several national societies have an international field of action, with branch associations spread over many parts of the world. They, too, have contributed largely towards placing obstacles in the way of traffickers and towards extending assistance to those unhappy women who were formerly abandoned in their distress and doomed to suffer the worst degradation.

¹ Part II, Canada, Appendix I; Great Britain, Appendix I (1).

CHAPTER 8. — GROWTH OF PUBLIC OPINION.

THE LEAGUE OF NATIONS AND OTHER INFLUENCES.

The reports submitted to us, both from Governments and from our own investigation, show that, during the last few years — and even since the enquiry was begun — greater attention has been given in many countries to the problems connected directly or indirectly with the traffic in women. This welcome development may be attributed to several causes. In the first place, the responsibility assumed by the League of Nations under the Covenant has not only widened considerably the scope of international action by securing the adherence to the Convention of many more countries, and especially those outside Europe: it has also had the effect of calling attention to the provisions of the Conventions and of renewing and strengthening public interest in their objects. Before the machinery of the League of Nations was established, no steps were taken nor could readily be taken, to ascertain the results of international measures. The discussions of the Advisory Committee and the making of Annual Reports by the Governments have undoubtedly had a marked effect in informing public opinion and in stimulating active measures against the traffic. If any testimony is required to the value of the League's work in this direction, a naïve one is furnished by the remarks of a *souteneur* encountered in Latvia: "It costs a lot to travel and a boy can get tripped easy now. The League of Nations is looking after that thing... We all know what is going on."

Secondly, the Great War was followed inevitably by a period of social and economic reconstruction which focussed public attention on some of these problems, both in old and new countries. Movements of population on a large scale and a marked numerical inequality between the sexes created new difficulties for which new solutions had to be found. An improvement in the status of women in most countries has brought with it a growing interest in social problems which is reflected in the improvement of social conditions. An illustration of this development may be found in the demand for the inclusion of women in the Police forces, an innovation which has been well reported on in some countries. We were informed that Women Police are being employed in Argentine, Australia, Czechoslovakia, Estonia, Finland, Great Britain, Netherlands, the United States of America and other countries.

ATTITUDE TOWARDS CONTROL OF PROSTITUTION.

The most important factor is the changing attitude towards the whole problem of prostitution and its control. At one time, when the controversy over State regulation was acute, opinion was divided into two main streams. In some countries, emphasis was laid upon the moral aspect of the question, and effort was concentrated on keeping prostitution within bounds, especially so as to prevent the commercialised forms of it. In other countries, especially in those where prostitution was regarded as inevitable, and even necessary, the policy was to divert it into channels where it could be carried on by methods which appear to involve the least disturbance of public order and the least risk of the spread of disease. In the latter countries, it has been the practice to register prostitutes and to license houses of prostitution. We have discussed the relationship which has been shown to exist between licensed houses and national and international traffic.

It is not part of our task to discuss the advantages or disadvantages of this system, but we may point out that belief in it has been greatly weakened in recent years by further knowledge and experience, specially in the treatment of venereal diseases. New remedies have been discovered and new methods of diagnosis and treatment are practised, the value of which were tested widely during the World War. The system of free treatment available for all persons alike in properly equipped clinics under conditions of privacy which have been organised in several countries is giving results which could not possibly be obtained in any compulsory method of medical examination and treatment, no matter how thoroughly it might be applied to the limited class of registered prostitutes. Furthermore, we think it advisable to point out that medical examination and treatment of prostitutes is not an alternative for general medical facilities for all infected individuals, nor does it meet the objections of large numbers of people on wholly social and moral grounds.

The information supplied to the League of Nations in reply to the questionnaire about the system of regulation, which was issued on the recommendation¹ of the Advisory Committee, affords interesting illustrations of the tendency towards a change of method. Some of these replies have been published² and they deserve studying as a whole, but the following extracts may be given:

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Czechoslovak Government: "... The chief reasons which led the Czechoslovak Government to abolish (1922) the system of official regulation are: It is not possible, in practice, to supervise all the prostitutes in licensed brothels, and only a very small proportion of the total number of prostitutes are inmates of these places. The system of keeping prostitutes in licensed brothels encourages depravity and cynicism among young people whose morals would not otherwise be exposed to the same temptation.... They also offer opportunities for the activities of procurers and for the traffic in women. Those who regularly frequent licensed brothels constantly demand fresh subjects. The result is an intensive and continual interchange of prostitutes from one brothel to another. If there were no licensed brothels, the traffic in women would be reduced to a minimum. The demand for supplies of this kind is very active in countries where there is official regulation.... From the legal point of view, both licensed brothels and officially regulated prostitution can only be regarded as 'tolerated'. Both procuring and trafficking in women are offences liable to punishment; and yet they are both tolerated in the case of licensed brothels, and the administrative authorities do not demand the punishment of these offences, though they are openly committed."

Latvian Government: "... The reasons for which the Latvian Government abandoned the system of licensed houses are the following: As experience has shown everywhere, the number of prostitutes who can be placed in licensed houses is relatively insignificant. Consequently, prostitution in general can only be supervised in a very imperfect manner. Efforts to establish general regulations for the supervision of prostitution have thus proved of little use, and the system of licensed houses, quite apart from the evils which the system engenders, has not justified expectations."

Polish Government: "Licensed houses were abolished in Poland.... for the following reasons: Licensed houses constituted centres for the international traffic in women...."

Netherlands Government: "The official regulation of prostitution in the Netherlands was abolished some considerable time ago.... As regards the connection between the abolition of licensed brothels and the international traffic in women, Dutch experience has shown that the traffic depended on the existence of licensed brothels and that their abolition has almost killed it. The agents of the proprietors of such houses could always count on licensed brothels taking the women and girls they procured. Even in 1901 (two years before the actual closing of licensed brothels in Amsterdam), in the course of the enquiry held by the National White Slave Traffic Committee, it was proved that, in fifteen months, 79 women had been engaged for, and had been given employment in, the three chief brothels in that city. Further investigation showed that many of these women were under age, and were entered in the civil registers under the names of women of full age, from whom the necessary papers had been obtained by the Paris agents of the brothel proprietors."

Cuban Government (licensed area abolished in 1913): "... In point of fact, the 'licensed area', for whatever reasons, did not prevent the existence of as many brothels outside its radius as within — a proof that nothing was gained by its existence. It was nothing more than a sink of iniquity and perversion, in which were imprisoned unfortunate women, who were transformed by misery, squalor and vice into mere automatons. There they were shut in brothels, to trade in their bodies, and to become victims of a traffic which adds tragic pages to the volume of human misery; they fell into the clutches of scoundrels who exploited them and committed unheard-of infamies."

The above replies have been quoted because they show the reasons which influenced the Governments concerned in changing their policy. There are, of course, other countries where the system of official regulation has never been adopted.

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The *Belgian Government* (1923) stated: "It... appears difficult to reply to the question otherwise than by quoting an opinion founded on the results of the study of the problem of prostitution undertaken by specialists. Among the latter, the opinion is becoming more and more pronounced that the system of State regulation, originally established as a measure for the protection of public health and as a guarantee of decency in large towns, has in no wise fulfilled, in these two respects, the expectations of its originators.... Alleging that licensed houses are recognised by the State — a claim which is in some sort borne out by the system of regulation — the proprietors of these houses constantly renew and change the inmates by admitting younger members, and, by this fact alone, they are a permanent factor in the traffic in women. Houses of this nature apply to special agents engaged in this type of recruiting.... In addition, the inmates of licensed houses rapidly lose all will power and moral sense; having fallen to a last stage of abjectness, they are the constant victims of traffickers, to a far greater extent than clandestine prostitutes."

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has been under consideration. In France, an influential Commission which was appointed to consider the matter has prepared two draft Bills to modify the system of controlling prostitution. In the Kingdom of the Serbs, Croats and Slovenes also a Bill is in draft which provides for the suppression of licensed houses, which the official reply states "will reduce the traffic in women and children to a minimum".

A minority of the countries which have replied to the League's questionnaire see no alternative to the system of registration and licensing. As an example of this point of view, the reply of the *Greek Government* (October 1926) may be quoted: "The programme of the Ministry for the Interior includes the gradual abolition of licensed houses, and in accordance with this programme several of these houses have been closed since 1903. New ones have been authorised but, exclusively for women so morally degraded that it was difficult for them to continue to live in any class of society, and because Greece has no special homes for the confinement of such persons. Furthermore, official medical statistics show that the regulation of prostitution has considerably reduced the spread of venereal disease, the focus of which is declared to be not in licensed houses but among clandestine prostitutes. Accordingly, if the regulation of prostitution were to be abandoned as a method, clandestine prostitution would grow, and the logical result would be to increase the spread of venereal diseases, since the means of combating these diseases which are secured by licensed houses would disappear with their abolition."

The reply from *Panama* (August 8th, 1923) is as follows: "...Panama is in favour of the regulation of prostitution and of the delimitation of licensed zones in large towns. This system has been in force in this country for some years past. In Panama, experience has shown that the propagation of venereal diseases and the deterioration of morals cannot be combated without action on the part of the public authorities by means of the creation of public health committees, the establishment of free prophylactic stations and the periodical examination, registration, licensing and strict supervision of prostitutes in conformity with the legislative measures which have been communicated to you. In our view, the greatest objection to regulation is the obvious contradiction which exists between the system of tolerance and the highest ends of the State, which, from the ethical standpoint, cannot but condemn prostitution and the traffic in women. But these considerations of a purely theoretical nature are not sufficiently cogent to prevent us from recognising that prostitution is inevitable and a necessity."

In sharp contrast to the point of view expressed in the above reply, we may draw attention to a proposal made by the Government of Singapore, where the social conditions are exceptionally difficult, to introduce a comprehensive system of licensing and registration. The proposal was referred to an Advisory Committee appointed by the British Secretary of State for the Colonies, who reported in strong terms against the proposal. The Committee, which included medical representatives of the Admiralty, War Office and Ministry of Health, says, in the course of its report: "We would point out that it is proposed to deal with the problem at Singapore by methods which have been abandoned long ago in this country and more recently in other countries after sharp controversy. Any attempt to establish a system of State regulation in Singapore would revive these controversies and would be certain to meet with serious public criticism and even resentment. The risk of alienating public opinion in this country and elsewhere might have to be faced if there were any reasonable hope that methods proposed would be successful, but State regulation, whenever it has been put to the test, has been marked by its failure to provide a remedy for the evils for which it was designed and has now almost entirely lost the support of expert medical opinion."¹

CHANGES IN CUBA.

Finally, as an illustration of what can be done by vigorous administration in a place where traffic in women has flourished in the past, we may quote the example of Cuba. Although the "licensed area" was abolished in 1913, commercialised prostitution continued to prosper, and Cuba was one of the chief centres of demand for foreign prostitutes. It was visited by one of the investigators in 1924 and again in 1926. His second report was as follows: "Cuba has completely changed since my visit in 1924. The passage of the new immigration laws has worked wonders. Traffic has been eliminated and I am sure that, so far as the local situation is concerned, Havana is rapidly cleaning up. There are still left a few small clandestine houses and foreign women who operate furtively and mainly in *cabarets*, on the streets and in hotels. The few *souteneurs* who remain are in hiding and the resorts where I found them before are closed. The officials with whom I talked gave credit to the League of Nations and its Commissions for the inspiration they had received to take this action."

¹ As soon as the deportations started, foreign *souteneurs* and prostitutes by the hundred left Havana — most of them for Mexico. Those that had been in Havana less than a year were deported at the expense of the steamship company that brought them, and, if resident for more than one year, at the expense of the Cuban Government.

¹ First Report of the Advisory Committee on Social Hygiene (published in London 1925).

GENERAL OBSERVATIONS.

The response of Government action to public opinion is indicated by the extracts quoted. Much evidence of other influences constantly at work has been collected.

Mention has been made of voluntary agencies. These have made particularly large contributions to the development of public opinion in the direction of reducing the traffic by improving social and living conditions; by providing incentives to self control in thought and action and occupation of the mind with intellectual pursuits; by inculcating ideals to counteract the appeal of prostitution; by promoting normal family life; wholesome recreation and character education of youth.

CHAPTER 9. — CONCLUSION.

If we have succeeded in the task which we set ourselves in the first chapter of this Report, the reader will have obtained a broad view of the evidence laid before us and some idea of the traffickers and the conditions under which they operate. It may be useful to summarise briefly the more important points which have been referred to in detail in the preceding chapters.

SUMMARY.

Meaning of Traffic.

International traffic has been taken to mean primarily the direct or indirect procurement and transportation for gain to a foreign country of women and girls for the sexual gratification of one or more other persons; but for the purposes of this study it was found impossible entirely to isolate international traffic from the national aspect of commercialised prostitution. Consideration was also given to certain aspects of the abuse of alcohol and to the traffic in obscene publications and drugs.

Traffic in women is a sinister business in which the persons carrying it on seek cynically to supply a demand with the greatest possible gain to themselves.

Extent of the Traffic.

No complete figures are available, but reliable information has been obtained from certain countries which justifies the belief that a traffic of considerable dimensions is being carried on. Many hundreds of women and girls — some of them very young — are transported each year from one country to another for purposes of prostitution. Many of these, but by no means all, were prostitutes in their own country, but nearly always there was evidence that their movements were controlled by others, and many of them could not have realised the sort of life to which they would be subjected. In some countries, where the number of registered prostitutes is very high, 70 per cent are foreign women, and it may safely be inferred that the class of clandestine prostitutes in these countries also included a large percentage of foreigners. The statements made to our investigators by members of the underworld agree on the point that there is a constant stream of foreign women proceeding to certain countries. Whether the volume is less than it used to be is a question difficult to answer, but on the whole we are disposed to think that the stricter measures taken by Governments, especially in regard to immigration, have produced a marked effect both in the extent and character of the traffic. The numbers known are sufficiently large to constitute a serious problem.

The Demand.

The demand for foreign women arises from two groups of causes. In the first group we include such social phenomena as a surplus, due either to natural or artificial causes, of men over women; and temporary markets for prostitution arising from occasional or seasonal movements of population. The movement of troops and ships and the migration of tourists are examples of the latter type of market. The second group of causes which are more directly concerned with the traffic includes conditions which stimulate in a marked way the demand for foreign women, such as notorious vice districts and the system of licensed houses. The attractiveness of the foreign woman increases the demand, and when once she is in a foreign country she is at the mercy of her exploiters. The profits are large, and they are often increased if the woman can be induced to practice perversion. Vices of the most degrading character are thereby encouraged for the money that can be made out of them. The uncontrolled sale of drink in amusement resorts where women are employed as entertainers, pressing the sale of liquor as part of their duties, is a definite incentive to prostitution. The traffic in obscene publications is closely associated with the whole problem, and to a less degree the traffic in drugs.

Sources of Supply.

The traffic is supplied mainly from four classes of women. The regular prostitute who has gone the round of many brothels in her own country and whose earnings are decreasing is the most obvious type of women to be sent abroad. Although women of this kind are not in actual fact carried away by force or as a result of fraudulent practices, the records of such cases show that they are often misled as to the prospects before them and robbed of a good deal of their earnings, and they find themselves at the mercy of their *souteneurs*. We take the view that, even when the woman has been a prostitute in her own country, she should be protected from the methods of exploitation pursued by persons engaged in the international traffic. Then there is the group of girls who are termed "semi-professional" or "complacent". They are usually minors, sometimes drawn from the country and small towns, who long for pleasure and excitement and are early led astray by the love of finery which they cannot afford. Some of them take to a wrong life to supplement the low wages gained in their ordinary employment. The *souteneur* takes advantage of the feelings of a girl of this type and makes her his mistress. She soon finds herself taken to a foreign country, where she is persuaded or compelled to engage in prostitution to provide for herself and her *souteneur*. Girls who join travelling troupes and perform in low-class music-halls and *cabarets* in some countries often fall a prey to traffickers who are sometimes associated with the managers of places of amusements. Their contracts are often misleading, their wages are inadequate, and not infrequently their real business is to act as prostitutes and so secure clients as well as profits for the establishment. Finally, the worst case of all is the innocent girl with whom the *souteneur* contracts a marriage, pretended or real. This type of girl usually comes from poor surroundings of ignorant parents who are easily deceived. It is only when separated from her parents by long distances that the unhappy victim learns what is expected of her.

Many of the victims of the international traffic are minors, who are the source of greater profit to the trafficker. Although the laws of certain countries are designed to prevent the embarkation of girls under age and there are regulations prohibiting them from being registered as prostitutes, it was found during the enquiry that these restrictions are evaded. A large number of foreign prostitutes are minors, or were minors when they arrived in the country. The *souteneurs* who were questioned boasted that it is always possible to bring minors into certain countries.

Girls who are placed in brothels soon find themselves in debt to their employers — a method by which they are the more easily controlled.

The Traffickers.

In most of the cases which have come under our notice, the movements of the women and girls were controlled by third parties for the sake of the profits attached to the business. Some measure of fraud or deception, direct or indirect, is usually a feature of the business. The traffickers include *madames* who manage houses of prostitution; *souteneurs* who are mainly responsible for securing the girls and controlling their movements; principals who are financially interested in vice-districts or brothels and lend money to *madames* and *souteneurs*; and intermediaries who sometimes secure and transport girls for the *souteneurs* and *madames*.

There is no regular organisation of traffickers, but these persons play into one another's hands when it suits them to do so and conspire to defraud their victims. There are recognised resorts in big cities where *souteneurs* and their friends meet and exchange information and advice as to their prospects. Associated with traffickers are various other disreputable persons of the underworld.

Routes and Methods.

The main routes of traffic disclosed by our investigation, so far as it has been carried out, appears to be from Europe, particularly Austria, France, Germany, Greece, Hungary, Italy, Poland, Roumania, Spain, Turkey to South and Central America, particularly Argentine, Brazil, Mexico, Panama and Uruguay, and to Egypt and other places in North Africa.

All sorts of methods are adopted to evade troublesome enquiries or official regulations. Among these are travelling by indirect routes or by separate stages and securing entry to a country by means of smuggling or other clandestine method. False documents of various kinds, including birth certificates and passports, are commonly used. The pretence of marriage is a frequent subterfuge. This may take the form of a false certificate of marriage or of a ritual marriage which can be repudiated; but many cases are recorded where a legal marriage is entered into to avoid suspicion or to prevent any risk of deportation. The evidence shows that many girls are led into the toils of traffickers by bogus offers of employment abroad. On the other hand, the rôle of an entertainer in foreign *cabarets* which appeals so strongly to the stage-struck girl, offers at first sight prospects of an alluring career, but too often leads to the ranks of prostitution. As already stated, the contracts entered into by many of these girls are a direct incentive to begin such a life.

Measures taken to prevent the Traffic.

Co-operation between Governments for the purpose of preventing this traffic began in 1902, after many years of voluntary international effort and national Government activity. The area of international action has been considerably widened since the League of Nations undertook the general supervision of these matters, but there are still many States outside the international movement. The administrative measures required by the Agreement of 1904 (as extended by the Convention of 1921) include the appointment in each country of central authorities charged with the duty of co-ordinating information relative to the traffic and of corresponding with one another; the watching of ports and railway stations; the repatriation of prostitutes; the supervision of employment agencies and the protection of women and children travelling on emigrant ships.

The Conventions of 1910 and 1921 prescribe the minimum legislation which each country should provide for the prosecution and punishment of offences. A great deal has been done by Governments in pursuance of these provisions to check the traffic, but we have drawn attention to several points where the action taken on the legislation provided appears to fall below the standard prescribed.

The work of voluntary societies who were pioneers in the movement for the suppression of the traffic has proved of the greatest value.

Growth of Public Opinion.

As ultimate success in the fight against this evil must depend on the development of a strong public opinion in all countries, it is satisfactory to note the changing attitude which is being adopted in many countries towards the problem of commercialised prostitution and the many legislative steps which are being taken to deal with various aspects of the question. We have described these changes in detail.

Much of the responsibility for the traffic is due to past indifference of public opinion and to ignorance of the tragedies resulting from the traffic and its disgraceful exploitation of victims. Partly, this indifference was due to an idea that prostitution was a normal and necessary thing and that, if this were true, opportunities for recruiting its personnel must be allowed. Public opinion has greatly changed in many countries during the past fifty years and the World War has stimulated new studies. Particularly has the work of voluntary agencies thrown light upon the indirect causes of the traffic. Economic depression, poverty, the danger of enforced migration, and low wages have all been helpfully studied in relation to it. The favourable soil created by inadequacy of living accommodation for the working classes, the influence of depraved homes and lack of family life have been pointed out. As a corollary embodying further unfavourable influences may be mentioned the unbridled development of pleasure-seeking, causes of demoralisation, such as the low-class theatres, dancing-halls and objectionable publications. In general, influences which lift the mind to higher planes, providing ideals of truth and beauty, have been urged as important factors in combating the traffic, because they engender a moral force which helps both men and women to develop control of desires which cannot be gratified by the practices of prostitution without disaster both to the individuals and to society. Recreation is also of the greatest value.

As public recognition has been accorded to practical proposals which have emerged from such studies and educational efforts, laws have been passed, and regulations enforced which have modified the character and extent of the traffic in women and children.

REMEDIES.

The facts which we have described in previous chapters of this report and which we believe to be fully established show that the international traffic in women is still an ugly reality and that it continues to defy the efforts to suppress it made both by Governments and voluntary agencies. It assumes new forms as restrictions are increased. It is therefore a menace to society and a challenge to greater efforts in the future.

It may be thought that, having stated the facts disclosed by our investigation and the opinion based on them, our task has been completed. It appears to us, however, to be our duty to offer some observations on the circumstances direct or indirect which are connected with this serious problem and to indicate the lines on which further enquiry shall be made or action taken either nationally or internationally.

It is obvious that there is no single or simple means of suppressing the traffic. An exact knowledge of the facts, active supervision and the application of suitable laws and measures of protection are all necessary elements in the campaign against the traffic; the latter, however, must be treated as an epidemic and must be continually fought in its endemic centres, that is, in the countries of origin; it must be arrested at the frontiers and mercilessly suppressed when it succeeds in crossing them and penetrating into the countries where a demand exists. No one measure is sufficient in itself; the only effective means is to combine all measures and to adapt them to the situation in each individual country.

The traffic, being as it of an international character, requires concerted international action. Experience has shown that, when measures of supervision and protection are strictly enforced, traffickers disappear or become exceedingly cautious. Experience has

also shown, however, that such efforts are rendered fruitless if a neighbouring country fails to exercise the same supervision: traffickers immediately transfer to that country the scene of their operations in connection with the despatch and reception of women. Concerted action between the different countries thus becomes essential.

International Conventions.

We hope that the League of Nations will continue its work of increasing the area of the international movement for the suppression of the traffic in women. There are still many countries which have neither signed nor adhered to the Conventions, and some have failed to ratify their signatures. Evidence was placed before us that, even in countries which are parties to the Conventions, the legislation or its administration is not always up to the standard required. An examination of this question might be of assistance in securing a greater measure of uniformity.

In view of the number of minor girls who are exploited on pretence that they are over age, the question of modifying the existing Conventions might be considered to see whether there is some way of meeting the difficulty.

Central Authorities.

We understand that most of the countries which are parties to the Conventions have appointed central authorities, but it would appear from facts brought to our notice that opportunities for the exchange of information as to the movements of suspected traffickers and their victims are not taken as promptly and as often as they might be. This method of co-operation has proved so useful where it has been applied, both in respect of the traffic in women as in the traffic in obscene publications, that a greater development of it could not fail to produce valuable results.

Employment of Girls abroad.

Bogus offers of employment in a foreign country are not infrequently used as a means of leading girls to become prostitutes and sometimes such offers are made through so-called employment agencies. Care should therefore be exercised that all agencies for foreign employment are supervised as provided by the international Conventions.

Much more serious, however, are the dangers incurred by girls in accepting contracts to perform in *cabarets* and other places of amusement abroad, unless the conditions are known to be beyond suspicion. In some countries many of these places are the haunts of dissipated men, and the girls employed in them to dance and sing are expected to act as prostitutes. In some instances we had evidence that the girls are actually required to register as such. The contracts also are often drawn up in terms so harsh that the girl who signs one has little or no security. Governments would be well advised to protect their nationals against victimisation of this character by providing for the examination and approval of the conditions of employment before girls under a specified age are allowed to take engagements of this character. It might be considered whether the matter should be made one for international agreement.

Places of Amusement.

On the other hand, the Governments of countries where foreign girls are employed as entertainers have the corresponding duty of seeing that the conditions of *cabarets* and other places of amusement are brought under adequate regulations. The sale of drink is often the main source of profit to these establishments and facilities for prostitution are but an added bait to increase the profits from the sale of liquor. The question of prohibiting the practice of allowing girls who are nominally engaged as entertainers to mix with the customers and to push the sale of liquors calls for careful consideration. Advertisements are sometimes inserted in a newspaper which are actually thinly veiled methods of inducing girls to enter an immoral life. It should be an offence to publish advertisements of this character.

Immigration.

The whole question of immigration, as well as its bearing on the international traffic in women, has been the subject of careful study in recent years by the International Labour Office. It is therefore unnecessary for us to say much on this subject. The protection afforded to women immigrants has undoubtedly been increased in recent years, but there is still much room for improvement in certain directions, and we hope that this aspect of the question will be borne in mind in any international discussions.

One of the greatest safeguards for young immigrants of both sexes is that the conditions of life and work in countries which receive them shall be made known to them by the dissemination of accurate information in the countries from which these young immigrants are drawn. Organised methods of bringing them into touch with protective agencies when they land in a new country are also required. Some Governments do a great deal in this direction and many voluntary associations perform an admirable work in helping young people to find their footing. The contact between official and voluntary effort could well be strengthened.

Some countries make a practice of excluding and, in suitable cases, of deporting foreign prostitutes. Active steps are also taken for the removal of foreign *souteneurs* and traffickers. The general adoption of such a policy will do much to cripple the business of the traffic.

Age of Consent.

We were concerned to find so many young girls among the victims of the traffic. The need for special precautions in this direction are obvious because the increased profit thereby obtained is a direct incentive to all sorts of fraud and deception.

In one country in particular, girls between 14 and 16 are allowed to be registered as prostitutes and are said to be admitted to licensed houses. This question is bound up with the age of consent, that is to say, the age below which a man charged with a sexual offence against a girl cannot plead that she consented. This age is fixed as low as 12 in some countries and, in one or two instances, even as low as 10 if it can be shown that the child was not previously chaste. Where so little protection is afforded to young girls it is not surprising that older girls are exploited without much risk of the offender being punished.

Marriage.

The low age of marriage in some countries may also lead to abuse and needs consideration. Various methods of evading or taking advantage of the marriage laws were brought to our notice. It appears desirable to draw the attention of the Emigration and Police authorities to manœuvres of this kind; also to consider the possibility of introducing penalties dealing with traffickers who have recourse to legal marriages in order to evade restrictions.

The Trafficker.

The measures to which we have referred above are not likely to be successful while the incentive of money-making remains. Profit is at the bottom of the business. It is the "third-party" element which makes the traffic in women so tragic an affair in its worst aspects. If the third party could be eliminated, the battle would be largely won. Some countries realise this principle and punish severely *souteneurs*, *madames* and others who live on the proceeds of prostitution. Instances have been given of effective legislation dealing with this point. There are many countries where no such action is taken. Foreign *souteneurs*, procurers, *madames*, and other persons of the kind should be excluded or deported as a preventive measure. Governments will be well advised to review their laws relating to living on the earnings of prostitution and, if necessary, to strengthen them.

Control of Prostitution.

The difficulty of eliminating the third-party element becomes greater in countries where the keeping of brothels is legal, where licensed houses exist and where the system of registering prostitutes is maintained.

The existence of licensed houses is undoubtedly an incentive to traffic both national and international. The fact has been established by previous enquiries¹ and is admitted to be true by many Governments as a result of their experience. The enquiries made by us not only confirm this fact but show, as other observers have remarked, that the licensed house becomes in some countries the centre of all forms of depravity. These establishments constantly require more inmates to replace those who leave and to meet the desires of their clients for change.

In view of the connection which the Commission has found to exist between licensed houses and traffic in women, the question of the retention or abolition of these houses has acquired an international as well as a national character.

The need for the system used to be supported mainly on two grounds — the maintenance of public order and the prevention of venereal disease, of which prostitution is the most dangerous source. There has been a tendency to dismiss the first reason because experience has shown that the system of licensed houses does not get rid of clandestine prostitution and that public order is at any rate no worse in countries where the system has been abolished.

The retention of the system in some countries is now generally based on considerations of public health, but this theory has been abandoned long ago in many countries and it will be seen from the chapter on the "Growth of Public Opinion" that there is a growing tendency to discard it in many others. Belief in the system has been greatly weakened in recent years by further knowledge and experience which have led medical practitioners who are specialists to require extensive and expensive technique to determine whether any individual is infected or infectious for others. The value of these new methods of diagnosis and treatment have been tested widely during and since the War. The system of free treatment available for all persons alike in properly equipped clinics under conditions

¹ See "Prostitution in Europe" Abraham Flexner (1914).

of privacy, which have been organised in several countries to supplement the practice of qualified physicians, is giving results which indicate the advantages of such methods of securing the diagnosis and treatment of both men and women of all ages and classes. Furthermore, we think it advisable to point out that the compulsory medical examination and treatment of prostitutes, no matter how thoroughly it might be conceivably applied to the limited class of registered prostitutes, is not an alternative to general medical facilities for all infected individuals, nor can it possibly meet the objections of large numbers of people on social and moral grounds. It behoves all Governments which place reliance on the older system of preventing the spread of venereal diseases to examine the question thoroughly in the light of the latest medical knowledge and practice, and to consider the possibility of abandoning a system which is fraught with such dangers from the point of view of international traffic.

The Problem of Prostitution.

We cannot close our remarks on this subject without some reference to the general question of prostitution. The causes of prostitution are deep-seated ; it exists to a smaller or greater extent in all countries and no solution of the problem has been found by any of them. It is apparent, however, that the attitude of public opinion towards it has a direct bearing on its commercialised aspects which find their worst developments in the traffic in women. Prostitution should be regarded as a public evil to be kept within the narrowest possible limits. It is especially important that the youth of both sexes should be encouraged to view this matter from the highest moral standpoint. Safeguards of all kinds against international traffic are difficult to enforce when the lowering of the standard of morality serves to create an insistent demand. The remedy lies in a sound and vigilant public policy.

SCOPE OF ENQUIRY.

Our enquiry has been mainly concerned with the American Continent, Europe, the Near East and certain countries on the southern shores of the Mediterranean. In an enquiry as important as it is difficult, it cannot be claimed that every source of information has been drawn upon or that all the clues discovered have been followed up. Yet the main purpose in view, which was to verify the existence and determine the nature of the traffic, its volume, the places at which it is carried on and its characteristic features, as also to test the efficiency of the preventive measures, has been largely achieved as regards the traffic between Europe, on the one hand, and the American Continent and Northern Africa on the other.

On the other hand, the enquiry has scarcely touched a large number of other countries, such as those of the Far East, but we possess certain information supplied by the Governments of some of those countries in their annual reports. The Japanese member of our Committee has prepared a special report on the conditions in the Far East. It appears from this information that the international traffic in women is also met with in this part of the world, both in certain independent States and in certain colonies and dependencies of other nations. Owing, however, to differences of race, religion and custom, the problem appears in a different aspect.

In our opinion it would be for the Council of the League of Nations to consider and determine whether the results achieved up to the present are such as to warrant the further prosecution or extension of the enquiry in those other countries.

* * *

We have reached the end of our report and, in presenting it to the Council of the League of Nations for its consideration, we may be permitted to express the hope that the result of our investigations may materially assist the League in carrying out the duties it has assumed under the Covenant in regard to the traffic in women and children. We believe that excellent results have been obtained in the past by the combined efforts of Governments and voluntary associations. Much remains to be done. The measure of hope for the future rests on the extent to which these efforts can be maintained and strengthened.

ANNEX I.

RESOLUTION ADOPTED BY THE COUNCIL OF THE LEAGUE OF NATIONS
ON APRIL 19th, 1923.

"The Council recognises the necessity to the work of the Advisory Committee on the Traffic in Women and Children of the fullest information concerning the conditions under which the traffic is carried on.

"It is of opinion that such information could be most effectively collected by experts appointed by the Council to undertake a study with the consent and collaboration of the Governments of the countries concerned.

"The specialists will without delay draw up a questionnaire which the Secretary-General will forward to the interested Governments. They will have the authority to make, in agreement with the interested Governments, an enquiry on the spot. They will examine the replies to the questionnaire and the reports on the results of the enquiry and will frame their conclusions therefrom...."

The Council subsequently appointed the following persons as members of the Special Body of Experts :

Princess Christina GIUSTINIANI BANDINI,

Mr. S. W. HARRIS,

M. HENNEQUIN,

Dr. Paulina LUISI,

M. Isidore MAUS,

M. DE MEURON,

Dr. William F. SNOW (*Chairman*), . .

H. E. M. SUGIMURA.

In 1926 the Special Body of Experts suffered a severe loss in the death of M. HENNEQUIN. His place was taken by M. LE LUC, who was replaced at one meeting by M. NATIVEL. M. Sugimura was unable to be present at all the meetings and was replaced by M. SUZUKI. Dr. Luisi was unable to be present at the last three meetings.

ANNEX II.

MEMORANDUM BY MISS ABBOTT (UNITED STATES OF AMERICA).

Geneva, March 21st, 1923.

Recommended that :

An investigation be undertaken through the Secretariat of the League of Nations in order to ascertain the following facts with reference to international traffic in women and girls; (1) whether there is an international traffic in women and girls for purposes of prostitution; (2) between what countries the traffic is being carried on and the methods used in procuring and transporting women and girls; (3) the effectiveness of national measures undertaken to eliminate the traffic.

In this investigation, the facts as to (1) adult women who willingly and with full knowledge of the purpose for which they are being recruited as well as (2) young girls and (3) adult women who by force or fraud are imported or exported for purposes of prostitution should be ascertained. Geographically the investigation should include, if possible, the principal cities of the world, but, if this is not possible, typical cities should be selected from which there is reason to believe the traffic is or is not being carried on, those in which regulated houses and those in which abolition is the policy, those situated in countries in which prostitutes and all those who live or benefit by prostitution are excluded from admission, and those whose laws regulating immigration make no or inadequate provisions for excluding immoral persons.

From official sources, the facts as to the administration of laws designed to eliminate the traffic can be learned. To secure the information as to the traffic itself, it will be necessary to send to the cities included in the survey, agents of high standing with special training and experience to make personal and unofficial, investigations. It is recognised that such investigations are difficult, not to say dangerous; but they are absolutely necessary to secure the facts to refute sensational exaggerations or general denials as to the traffic and — what would seem to be for the Committee of supreme importance — an intelligent basis for a sound programme for international co-operation for the suppression of the traffic, if it is found to exist.

In an investigation made in the United States in 1908-1909 by the Immigration Commission on the *Importation and Harboring of Women for Immoral Purposes* (Senate Document No. 753), it was established that a large number of alien women and girls were at that time being imported into the United States and distributed through the several States for purposes of prostitution; that some of these were unwilling but a larger number willing victims, that they were purchased by letters or through agents sent to Europe and Asia from time to time for \$200, \$300, \$500, \$1,000, \$2,000, etc. Following this investigation, the United States Immigration Law was amended and the White Slave Traffic Act, which places several penalties on the transport in interstate or foreign commerce of women or girls for immoral purposes, was passed by Congress in 1910. It is believed that these measures have to a very large extent broken up the organised commercial traffic between our States and the United States and other countries. No thorough national or international enquiry has, however, been made since 1910, and it may be that it has developed in new forms and from new sources. If there is traffic between the United States and other countries, the United States is eager to know that fact and to co-operate in its suppression. If the investigation here suggested is undertaken by the Secretariat, the authorities charged with the enforcement of American laws as well as private organisations in the United States interested in the abolition of prostitution will, I am sure, be glad to give all possible assistance.

(Signed) Grace ABBOTT.

[Distributed to the Members
of the Council.]

C. 52(2). M. 52(1). 1927. IV.
(Including C. 592. 1927. IV.)

GENEVA, November 27th. 1927.

LEAGUE OF NATIONS

2

REPORT

OF THE

Special Body of Experts

ON

TRAFFIC IN WOMEN AND CHILDREN

PART TWO

Publications of the League of Nations

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Report of the Special Body of Experts on Traffic in Women and Children.

PART II.

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Report of the Special Body of Experts
on
Traffic in Women and Children.

PART II.

INTRODUCTION.

The Report of the Special Body of Experts on the Traffic in Women and Children is issued in two parts. Part I contains the comments and conclusions of the Experts based on the evidence laid before them. The present section (which constitutes Part II of the Report) contains facts about traffic in twenty-eight countries which were studied, and the study was supplemented by investigations on the spot. The reports on the 28 countries are arranged alphabetically, except that Algeria and Tunisia are placed as addenda to the report on France.

Part II also contains six annexes : a list of countries and towns in which enquiries were conducted ; and time spent by investigators in observing traffic conditions the questionnaire issued in 1924 and the names of countries which replied to it ; a table showing the position as regards ratifying, or adhering to, the International Agreement of 1904 and the International Conventions of 1910 and 1921 ; and copies of this Agreement and the two Conventions.

Before presenting the reports on countries, some general introductory remarks are necessary as to the area investigated ; the scope of the enquiry ; the sources of information ; the selection of material ; the plan of each report ; and on the original documents.

Area investigated.

The information received at the outset from official sources indicated that a current of traffic existed between certain countries in Europe and certain countries in South America. A special effort was therefore made to ascertain the correctness of this information, and it was decided in the first instance to direct enquiries particularly to this current.

The investigators visited some of the chief cities in 28 countries, including countries in Europe, countries of Northern Africa bordering on the Mediterranean, countries in North America, Central America, and certain countries on the Atlantic coast of South America. Other countries of South America, such as Chile, Peru, Bolivia, were not included in the investigation.

A preliminary survey was made in Norway, Sweden, Denmark, Palestine, Morocco and the British West Indies, but the information obtained did not appear at the time to justify a fuller study¹. It will be seen, therefore, that the enquiry was only a partial one, and there may well be other routes of traffic in the area investigated which have not come under notice.

Visits were paid to 112 cities, the names of which are given in Annex I. This is, of course, only a proportion of the larger towns ; for instance, in South America the investigation was confined to Buenos Aires, Montevideo, Rio de Janeiro and Salto. As explained in the report on Brazil, the conditions obtaining on the occasion of the visit of the investigators did not allow them to make a thorough enquiry, and the time available did not admit of a subsequent visit.

¹ See report on Turkey.

In certain cases when countries were revisited at a later date it was found that the situation had altered; but for want of time it was not possible to revisit every country. The enquiry lasted for two years and terminated in December 1926. A table which is given in Annex I shows the total number of days passed by one or more of the investigators in each of the countries visited.

The investigation was of longer duration in certain countries, not necessarily because they were regarded as specially important as centres of traffic, but because they revealed sources of information both official and from the underworld which were of particular interest in regard to the methods employed by procurers in recruiting and transporting their victims.

The scope of the enquiry.

In view of the wide national differences in the conception of traffic in women and children, it may be as well to restate briefly the scope of the enquiry. The interpretation of the word "traffic" adopted by many countries under the terms of the Convention of 1910 has been extended for the purpose of our investigation to include all cases in which women or children have been procured and sexually exploited for gain either at home or abroad. This definition covers offences of procuring within national boundaries, and it will be remembered that the International Convention for the Suppression of White Slave Traffic, 1910, deals with the offences of procurement; and the definition also includes transporting for prostitution and also for any other immoral purpose. Where, therefore, the investigation revealed that girls were brought from one country to another for the purpose of becoming mistresses to certain wealthy men, this matter has been reported on as traffic. Where also, under guise of employment as artistes or entertainers, etc., women have been brought to work under degrading conditions conducive to immorality, this exploiting of them has been studied in its relationship to traffic.

The sources of information.

The sources of information have been of many kinds.

(a) On April 3rd, 1924, a questionnaire¹ was sent out to the States Members and non-Members of the League asking the Governments for evidence of the existence and extent and character of traffic in women and children. Thirty-two replies² were received, giving in many cases full and detailed accounts of traffic conditions as discovered by the authorities. Eighteen countries visited replied. Of the countries in which enquiries were conducted, no replies to the questionnaire were received from Brazil, Canada, Greece, Latvia, Mexico, Portugal, Roumania, Spain, Turkey and Uruguay. Extracts from the answers of the countries visited have been embodied in their respective reports.

With regard to the countries which have not been studied in detail for the purpose of this enquiry, eighteen of them replied to the questionnaire, and their answers have been very helpful to the Special Body of Experts. Should the enquiry into Traffic in Women and Children be extended to Asia and the Far East, the replies furnished by many States will form a valuable nucleus for beginning such a study.

(b) In addition to the replies to the questionnaire which it drew up, the Special Body of Experts has studied the Annual Reports of Governments and the memoranda by Governments on the relation between licensed houses and the traffic. These reports and memoranda are those which have been submitted to the Advisory Committee on Traffic in Women and Children of the League of Nations.

(c) Information of an unusual and valuable nature has been produced by a detailed study in each country visited. This work has been organised by the Director of Investigations appointed by the Special Body of Experts, with a staff of investigators working under him. Every facility was given for enquiries on the spot by the Governments interested. Interviews were first held with the chief officials whose duties gave them knowledge of traffic. These included the Central Authority (where there was one appointed

¹ Extract from the resolution of the Council of the League of Nations at its meeting on April 19th, 1923: "The specialists will without delay draw up a questionnaire which the Secretary-General will forward to the interested Governments. They will have the authority to make, in agreement with the interested Governments, an enquiry on the spot. They will examine the replies to the questionnaire and the reports on the results of the enquiry and will frame their conclusions therefrom."

² The list of replies received is given after the questionnaire in Annex II.

under the Agreement of 1904), chiefs of Police and of migration and of health services, as well as many other experienced officers. In all some six hundred officials were interviewed. These officials were asked for full information on all forms of traffic and attempted traffic which had come to their attention, and the measures taken to discover and prevent such offences. Particulars were then obtained of immigration measures, including instructions to Consuls to refuse visas to undesirable persons, the exclusion of undesirables at ports and frontiers, and the practice in force as to welfare measures designed to assist women and girls arriving friendless in the country or as members of theatrical or entertainment troupes. Special attention was paid to methods of entering the country clandestinely. A detailed enquiry was also made with regard to emigration, the issuing of passports to prostitutes and their *souteneurs*, the safeguards adopted in granting passports to women and girls whether travelling to neighbouring countries or further afield and overseas. Information was asked from Police authorities as to the names, photographs, fingerprints and records of known or suspected traffickers, and as to how far such records were exchanged with other Governments. Particulars as to the deportation of undesirable aliens were obtained. In addition, information was sought on all aspects of prostitution. In obtaining legislation and official regulations special care was given to the study of how such laws were carried out and administered practically. This preliminary enquiry gave the Director of Investigations a general idea of the knowledge possessed by the authorities, with which he checked as far as possible and co-ordinated the material he received day by day from other sources.

It was found easier to obtain information as to the number of prostitutes and in particular as to the number of foreign prostitutes in countries in which prostitution is controlled and where there are therefore statistics.

Investigators were employed on the difficult task of establishing contact with the underworld and of obtaining first-hand information as to its activities. Some five thousand underworld characters were interviewed. The investigators associated with *souteneurs* and prostitutes, frequented their clubs and cafés, visited the houses of prostitution and became well acquainted with the *madames*, assistant *madames* and the inmates. They also got into touch with the managers and artistes in cabarets and music-halls. They were given introductions from members of the underworld in one country to those in another, and they were told how to obtain false documents, how to smuggle women in by sea or across unguarded land frontiers and where to purchase indecent photographs and obscene literature. A very special study was made of every method by which the underworld claimed to be able to evade official restrictions. It is evident that information of such a nature could only be obtained by skilled investigators, full of resource, able to extricate themselves from difficult situations and prepared to risk the dangerous consequences which would follow detection.

The investigators wrote up their notes of conversations at the earliest moment and gave them to the Director of Investigations, who was able to check and counter-check the results, and, when necessary, to arrange for confirmatory evidence to be obtained. It must be born in mind that the statements of the underworld are liable to be exaggerated, that full credence must not be attached to them and that great caution must be exercised in accepting always their estimate as to the extent of their operations. It is true to say that most of the evidence obtained was confirmed. The language used by members of the underworld has been translated into the nearest equivalent in French and English.

As already indicated, the responsibility for collecting much of the material on which the report is based rests upon the Director of Investigations and his assistants. The Special Body of Experts has every confidence in their skill and accuracy and is under a debt of gratitude to them for the valuable work they have performed.

The collection of this information was facilitated by the fact that certain traffickers in a South American city supplied our investigators with introductions to groups of *souteneurs* in two or three European countries with whom they were in correspondence, with a view to the recruitment in these countries of prostitutes for South America.

As a consequence, most of the striking examples used to illustrate our report were taken from unofficial information collected in those countries.

This accounts for the very frequent mention in the report of the names of certain countries and certain towns.

(d) Very useful information has been given by voluntary societies and by private individuals, many of whom were working for the welfare of women and girls. Some two hundred and fifty voluntary workers were interviewed, and the reports of many societies have been carefully studied.

(e) Lastly, a certain amount of miscellaneous information from many different sources has reached the Special Body of Experts some of which was of an exaggerated and sensational character. In every case careful investigations were made before information was accepted or rejected.

The selection of material.

The selection of material has been a difficult task. The immense quantity of evidence, consisting of laws, regulations, Government reports, memoranda by officials, conversations in detail with the underworld, information from voluntary societies and from individuals, and many other documents, all in some fifteen different languages, has entailed very drastic limitation if a volume of reasonable proportion was to be produced.

Every effort has been made to see that the information published in this report is as accurate as possible. It has, however, been impossible to disregard limitations imposed by time and expense, by the vastness of the task and by the variety of languages to be dealt with, and it may fairly be asked that these factors should be borne in mind if some reports are less detailed than others. The occasional inconsistency of information furnished even by responsible officials, and the fact that on some occasions promises to forward data have been forgotten, in spite of reminders, has resulted in incomplete documentation in certain reports.

On August 11th, 1926, a letter was sent to all countries visited asking them to report if there were any material changes since the investigation and, where such changes have been notified, they have been included in the report.

As far as possible, and even at the cost of repeating in one report an account of somewhat identical conditions already reported elsewhere, the aim has been to give a good selection of varied material in every case, so that the report on each country may stand by itself and be studied as a whole.

The plan of the reports on countries.

Each report consists of a few introductory remarks, a section on internal conditions in relation to traffic, a section on incoming traffic, one on outgoing traffic and various appendices. Where there is a large amount of information, sub-headings are sometimes introduced.

(a) The section on internal conditions in relation to traffic is necessarily based upon enquiry into the methods by which the authorities deal with the whole problem of prostitution and commercialised vice. No true picture can be given of traffic in or out of a country without clearly depicting internal conditions out of which it arises. It is the conditions in a country which excite a demand for prostitutes and which the trafficker is not slow to meet; it is the internal conditions, again, which will provide a supply of women and girls ready to fall victims to the trafficker. The reports will show throughout how traffickers adapt their methods to internal conditions, and how they profit by any aspect of them which they can turn to good account. Under this heading, therefore, in each report will be found a short statement as to prostitution and of the ages and of the number of prostitutes so far as any information is available; of clandestine prostitution, both in brothels, in streets, public cafés and in places of entertainment; of the *souteneurs* met with and of the *madames* and of the owners of houses of prostitution. Where there is indication of national traffic, the bringing-in of girls from one town to another, or from country districts to the towns, it is dealt with also under internal conditions.

(b) The section on Incoming Traffic contains information as to the number of foreign prostitutes in the country, how long they have been there and their ages, and how they arrived in the country. It deals with the demand for foreign women and how it is excited. The section also contains an account of Government measures taken to keep out undesirable aliens, and an account of the devices used by prostitutes, *souteneurs* and traffickers to evade these restrictions.

(c) The section on Outgoing Traffic contains information as to the movement of women and girls out of the country for purposes of prostitution, in other words it deals with supply. Some account is given of the number of such women found in the other countries studied, and a description of measures taken to safeguard and protect emigrants from exploitation abroad by means of supervising the issue of passports, the licensing of employment exchanges, etc. An account is also given of methods by which underworld characters avoid these restrictions.

(d) The appendices to each report contain mainly statistical tables, extracts from regulations dealing with prostitution, and from the penal code dealing with the offences of traffic, procurement, abduction, seduction and living on immoral earnings, and, lastly, extracts from emigration and immigration measures.

We wish to make it clear that the mention of certain conditions in any country is not intended to imply that those conditions exist only in that country. All nations alike are desirous of stamping out the traffic, but the circumstances of some countries undoubtedly make the task more difficult than it is for others.

Original documents.

A report written for publication and circulation must be presented with circumspection and with discrimination. For these reasons ciphers have been used to conceal the identity of persons and of places, extracts only or summaries have been given of too realistic conversations, details have been omitted which, though vivid, were not sufficiently general to insist upon.

A report inevitably loses something of the realism and of the convincing quality of the original authentic documents. It is therefore perhaps necessary to state that there has been deposited with the Secretariat of the League of Nations the complete collection, filed and indexed, of the mass of original documents. These include, in addition to official reports and publications, photographs and visiting cards, telegrams, letters of introduction from one trafficker to another, contracts of work, a copy of a receipt to a woman from the man who procured her and whom she had paid off, false or falsified documents, and many other first-hand exhibits. Information of such a quality cannot, on the grounds of expediency, be made available for general circulation in the published reports.

• THE ARGENTINE REPUBLIC

The Argentine Republic is not a party to the International Agreement of 1904 for the Suppression of Traffic in Women or to the Conventions of 1910 and 1921. The Argentine Government has, however, replied to the questionnaire issued by the Special Body of Experts, and this reply has been carefully considered. Interviews were held in the country with officials of state and municipal departments, including the Police, health and immigration services. Conferences took place with members of voluntary societies and with private citizens who had information to give of value to the enquiry. The investigators established contact with underworld characters both in the Argentine and elsewhere and obtained their views and an account of their activities at first hand. This report is thus based on wide and varied evidence available to the Commission, which has been obtained with the co-operation of the Argentine Government.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

In Buenos Aires, the exercising of prostitution is governed by municipal regulations. These regulations provide for the inscription of all women practising prostitution who are over 22 years of age. They require that prostitutes should operate in licensed houses, limit the number of such houses to one house in each block and the number of prostitutes to one in each house, and permit no house near a school or a church¹. Each prostitute may employ one servant over 45 years of age, who must also be inscribed. The regulations further provide for the periodical medical examination of all inscribed women. Details as to the number of houses of prostitution in Buenos Aires from 1914 to 1923 are set out in Table A. There were 585 houses in 1923, being an increase of 88 on the preceding year.

The nationality and the numbers of newly-registered prostitutes between 1910 and 1923 inclusive are set out in Table B. It will be observed that the total number of newly registered prostitutes in 1923 is less than one-third of the number of newly registered in 1910. This does not necessarily mean that there was any decrease in the number of women practising prostitution. It may mean that, owing to the limitation of the regulations as above described, more women are practising clandestinely. There is some increase in the numbers of women registered from 1920 to 1923.

The same Table B shows that the number of foreign prostitutes newly registered each year has always been largely in excess of the number of Argentine women registered, and during the last three years has averaged 75 per cent of the total.

It is important, in connection with this enquiry, to ascertain whether there is an appreciable number of traffickers and *souteneurs* also operating in Buenos Aires. The Government reply draws attention to the difficulty of dealing with *souteneurs* living on the earnings of prostitutes and gives some interesting facts regarding these characters, but it does not attempt to estimate their number. The Police stated to the investigator that they have lists, photographs and finger-print records of some 500 known or suspected procurers and traffickers, many of whom were believed to be in the Argentine. A Police Convention (dated February 29th, 1920) between six countries in South America, including the Argentine, pledges the contracting parties to exchange information about "those individuals who habitually and for personal gain engage in the business of White Slave traffic". These records, which might be of special assistance in combating international traffic, have not been made available as a whole to the Central Authorities of other Governments. The Police, however, furnish, on request, particulars of any individual to any Government.

It may therefore be said that the Police have a good knowledge of many traffickers living in the country, and that they are willing to co-operate as far as possible in tracing them. This knowledge is, however, of less value than it might be for repressing the evil, owing to the inadequacy of laws which would enable effective action to be taken.

Since the repeal of Law numbered 9143, such characters are said to be no longer deportable (see Appendix IV *re* law for the expulsion of foreigners which has been held by the courts not to apply to them.) Further, there is no penalty in the Penal Code (see Appendix II) for the offence of procuring a *willing* victim over 22, or for living on the earnings of a prostitute. In spite of these limitations, the police believe that the present municipal ordinances and regulations on the practising of prostitution result in the majority of prostitutes owning their own houses and working independently and in complete freedom. Further safeguards in freeing prostitutes from the unwilling exercise of their profession are to be found in the excellent measures enacted, but as yet not actively carried into practice, for helping women to leave off the practice of prostitution and earn their living honestly (see Appendix I, Chapter II).

¹ See Appendix I, Mayor's Decree, March 9th, 1923. (P. 21.)

Closer investigation and interviews have, however, established that abuses exist in spite of the laws. The investigator was able to get into touch with a group of traffickers who organised a kind of club for running houses of prostitution and for importing women for prostitution, and from these men he learnt something of their methods. The information thus obtained is given so far as possible in the words used by one of the traffickers (1-DH) :

"I'll admit that everything in Buenos Aires is supposed to be in favour of the girl, but you can see for yourself that a prostitute must have a man. There are supposed to be no *madames*, no *souteneurs*, no brothel-keepers, but we really have it all our own way here.

"A girl cannot afford to have a house fixed to do business in. Houses that would answer the purpose are not always available. The rent is high, and unless the girl has someone to put up the money she cannot start up. All the girls have to have someone. They get them places and the girls do not mind paying for it.

"I have several houses. I went out and bought each property. I remodelled it to suit my tenant. My tenant is a prostitute and she gives me half of what she makes. That pays for the rent. I put a housekeeper in each house for the girl. Sometimes she is my wife; always she is someone whom I can trust.

"When a girl registers she must go each week for an examination. The housekeeper keeps her cards and shows them to anyone who wants to know if she is well. A housekeeper's is a good job. We must have a reliable one. She cannot steal much, because, first of all, she has to work with the girl. Secondly, we know from one another when business falls off. Thirdly, my wife is sometimes there, so we can guard ourselves. So far we have had no losses through housekeepers."

An example of the methods used by traffickers to overcome the resistance of the woman is furnished by the following statements made by the *souteneur* referred to above :

"When a girl registers, she shows a paper to the effect that the owner will sell her the house. I give the girl a paper showing how much she paid. Naturally, when I give her a paper and she is supposed to be the owner, I have to have some protection, because she could keep the house and order me away.

"The way we protect ourselves is to get 1,000 pesos from the girl as security, and in addition she signs a paper." (He then went to a bureau drawer, whence he produced a blank legal paper, water-marked with the seal or insignia of the Republic of Argentine, and also having a stamp in the upper right-hand corner which read "Un Peso")¹.

"I have nearly 50 of them. A peso is paid to make it a legal transaction. This paper you can buy anywhere. The girl signs it and either I or my wife signs it. I keep it, and nothing is written on it unless the girl refuses to leave when we want her to. If she refuses to obey, then I can write in here whatever I want, give it to my lawyer, and make it so hot for the girl that she has to leave town.

"Suppose that neither the girl nor her man has any money for security, we let the girl in without security if her man is in our club and we know he is good, but we never let her in without a signed paper."

The customers for these places come not only from the permanent population but from the seamen and other transients who visit the city in large numbers from abroad and from the interior. In addition to the women who operate in the houses, there are a larger number who operate on the streets or in connection with theatres or *cabarets*. The following brief extracts from reports of the Director of Investigations will illustrate the sort of clandestine prostitution existing :

"In the — Theatre (568 X) at Buenos Aires, from one hundred to two hundred clandestine prostitutes nightly patrol the balcony in search of customers. These women are permitted by the management to ply their trade, and may enter without paying any admission fee. The majority of these women are of foreign birth. Many had just arrived in Buenos Aires and admitted that they came there principally to make money, expecting, after having done so, to return to their native lands. These women are free to operate in this way because the Argentine law does not prohibit soliciting, except upon public streets. Rarely, if ever, except in red-light prostitution districts, has the investigator — in a somewhat wide experience — seen such a varied supply of women as existed in this international market-place." (See report on Austria showing the recruiting of artistes for this theatre.)

"The — Club was one of two or three *cabarets* existing in Buenos Aires in 1924 which combined the selling of food and drink, the provision of entertainment of the vaudeville variety, and facilities for dancing with girls of the clandestine prostitute type. The duty of the women entertainers, after they had done their turn, was to mingle with the audience, persuading them to drink, and dancing with those who desired them to do so. Many of these girls were quite willing to go out with customers after closing hours. In addition to this group, there were a considerable number of other girls who drifted in and out for purposes of securing customers. They were

¹ This stamped paper can be obtained by anyone without any explanation of the purpose for which it is intended.

apparently permitted to do this by the management in return for the drinks which they persuaded men to buy while they were in the cabaret. It is extremely difficult to imagine any girl maintaining her integrity in the employment of such a place for any length of time. The sights, the sounds, the atmosphere of the place were all those of a high-class assignation house."

Incidentally, while making enquiries in Italy, significant information was secured bearing on this club and its relation to traffic. The brother of the proprietor of this Buenos Aires club was arrested in 1925 in Florence, Italy, where he had attempted to recruit, by advertisement in the local papers, young girls to act as entertainers at the cabaret (see report on Italy). He was charged with false pretences. It was alleged that he was recruiting young girls who would dance with the men clients of the place, and because of inadequate pay, or because they had become debauched, would go out with them afterwards as clandestine prostitutes.

The internal condition of affairs at Buenos Aires may be summarised as showing the existence of a recognised and regulated system of prostitution, some indication of a recent increase in the number of licensed houses and of newly-registered prostitutes, a high percentage of alien prostitutes, and a body of underworld characters who assist and finance prostitutes, and who live with impunity upon the earnings of their victims.

The foregoing observations apply to Buenos Aires. The internal conditions in the rest of the Argentine vary according to local regulations. After consultation with the authorities, it was not thought necessary for the purpose of the international traffic to make any enquiry except in Buenos Aires.

OUTGOING TRAFFIC.

As the result of many enquiries in other countries, it is possible to show that the Argentine is not a country of supply as regards international traffic in women.

Restrictions on persons wishing to leave the country are not rigorous, and inspection of emigrants is mainly designed to catch deserters or criminals wanted by the police. Everyone, whether native or foreign, is urged to secure a cedula, or identity card. With this card Argentine nationals can go to Uruguay without a passport or visa.

As regards North America or Europe, there is no hesitation in granting a passport to any Argentine national, provided there is no record against him of conviction for crime. Clandestine departures are therefore unnecessary, and it is stated that few such departures are known.

Some examination was made of the number of prostitutes of Argentine nationality inscribed in neighbouring countries.

In Montevideo, Uruguay, an annual average of 24 Argentine prostitutes has been newly registered during the last eleven years, and the number is not increasing. In 1923, the last year for which figures were obtainable, there were 60 European and 24 Argentine women registered in Montevideo. In the same city, in spite of its proximity to Buenos Aires and the ease of transport facilities between the two, the Argentine women constitute only a quarter of the total number of foreign women registered.

In Rio de Janeiro in 1924, the number of Argentine women known to the authorities to be practising prostitution was nine — a proportion to the total known foreign prostitutes of 1 per cent. Their number was, indeed, exceeded by nine other foreign nationalities, all European. The same scarcity of prostitutes of Argentine nationality was found in Panama, Havana, the United States of America, and generally throughout Europe.¹

INCOMING TRAFFIC.

There is a constant flow of foreign prostitutes from every corner of Europe to the Argentine around all barriers devised to check it. This is the opinion of *souteneurs* and prostitutes in every capital of Europe from Paris to Cairo. The Argentine, and particularly Buenos Aires, is considered by such people everywhere as a sort of Golconda. As one of the owners of several houses of prostitution in Europe expressed it: "They keep on going as if they expected to find gold in the streets. Out of my house alone I lost 15 girls in four months. It must be as good as they say because they do not come back."

The official reply from the Argentine Government states that, as regards their country, traffic in women existed before the war and that innocent and unsuspecting women were victims of this scourge. The Government considers that such cases no longer occur, and that there are no longer persons in the Argentine who are engaged in this traffic. The reasons given for this change are the restrictions on travelling since the war, "as certain documents are required which cannot easily be obtained". Further, it is stated that large numbers of traffickers left the Argentine on the passing of Law No. 9143, which has since been superseded by Articles 125 and 126 of the Penal Code (see Appendix II). The reply goes on to say that "the predominance of men over women due to the steady stream of immigration, the flourishing economic condition of the country, and a certain inferiority of the Argentine women

¹ The investigators have not studied routes going from the East of South America to the Pacific and particularly the route Buenos Aires to Chile via Cordillera. As regards Chile, see introduction.

for the purposes of prostitution, have without doubt tended to make Buenos Aires a centre of speculation in vice; but the unremitting efforts which have been made to combat this inevitable evil may be said to have been successful, considering the factors encouraging it."

The Government reply also throws interesting light on the presence in Buenos Aires of a number of undesirable characters known as *souteneurs*, as is shown in the following extract:

"We have still to deal with the question of the men known as *souteneurs* — men who, without being actually engaged in the traffic, have in their power one or more prostitutes who follow their profession for the direct and immediate benefit of the men. Such men are to be found in every great city in the world, and, although they are veritable parasites and social pests, it always has been and always will be very difficult to get rid of them.

"Their ages range from 23 to 45 and they follow some easy profession in order to disguise their real occupation, acting, for example, as agents for general requisites, and devoting very little time to their ostensible calling. Others do not follow any profession, preferring to live an idle life on the women's earnings, and suffering without protest the penalties imposed on them, for they come under the provisions applicable to thieves.

"Their methods of obtaining victims are not definitely known, but from information at our disposal we learn that they either hold out a prospect of marriage as a means of persuasion, or give their victims to understand that they will find a good situation and honest and remunerative employment."

The reply goes on:

"We have been able to establish that, for these reasons, practically all the women in question were already prostitutes in their home countries; some of them even arrived in the company of their *souteneurs*, whom they allowed to exploit them.

"The women of loose character who have recently entered the country are mostly Poles, French and Italians, servants in Marseilles. They are all young.

"Not one of these women admitted on arriving in the Argentine that she intended to become a professional prostitute; they all declared that they had honest employment, and thus succeeded in entering the country; but subsequent events in which some of them were implicated when they were already living by prostitution gave us occasion to interfere, and we learned, on cross-questioning them, that they were professional prostitutes before leaving their own countries, and that they had accepted an invitation to come to the Argentine because they had heard that there was much money to be earned here."

There is evidence that many of these women also leave from Spanish, German, Dutch and Belgian ports. The girls from Poland make the first stage of the journey through one of three routes, either through the Polish-Danzig corridor, through Upper Silesia into Germany, or down through Roumania, Constantinople and thence West. The Italians go from French ports and the French from Spanish ports. Various circuitous routes are chosen for the final stage of the journey by those men and women whose papers are not in order or who fear exclusion on some other ground. One such route is by rail from Montevideo to Salto and thence via an easy crossing of the Uruguayan River into the Argentine.

The official reply therefore establishes certain facts which are of importance to the enquiry in hand. Traffic in innocent women existed before the war; there is official knowledge of the presence and of the ages and habits of *souteneurs*, and there is evidence of the arrival of women of loose character who have "accepted an invitation to come to the Argentine".

As regards incoming traffic, the enquiries on the spot were mainly directed to three sources, the immigration measures, the alien women and the activities of the traffickers.

Immigration Measures, etc.

The nine important sections of the immigration law of the Argentine are set out in Appendix III. Under these provisions efforts are made to protect alien girls whose passports show them to be under 22 when they arrive at the ports. Girls coming to be married are not allowed to leave the docks until after investigation by the police as to the *bona-fide* character of the prospective husband, and even until after the marriage has taken place.¹ Girls of non-Spanish nationality under 22 travelling alone are kept on board until a police investigation has determined the respectability of their destinations. Should it be shown that the girls are being brought for immoral purposes, they may be sent back to the point of embarkation in the care of the captain, who is put under bond of 1,000 pesos for the safe delivery of each excluded passenger, and required to bring a certificate from the Argentine Consul that the passenger has been returned to the port named. The authorities

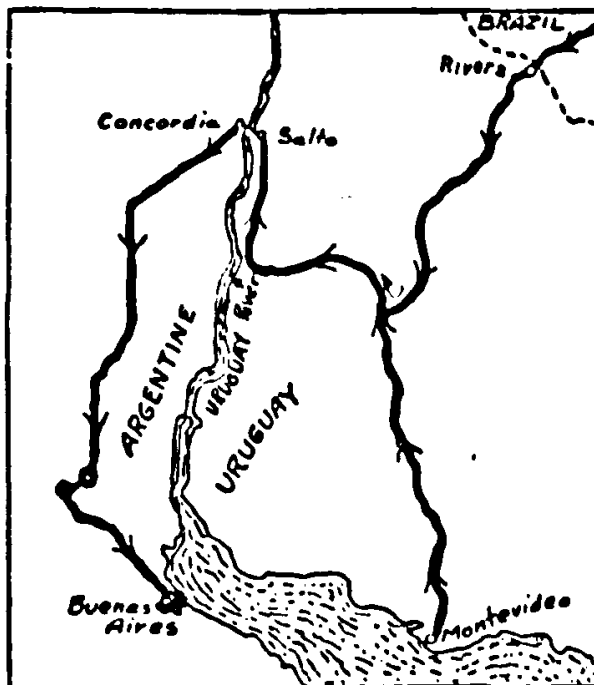
¹ In the precincts of the docks there is a building used for the accommodation of immigrants.

admit that little can be done to prevent women over 22, or married women of any age, from coming in for the purposes of prostitution.

The immigration authorities are furnished with a black book containing the names of undesirable characters to be excluded from the country, which include traffickers, but the book does not contain photographs or fingerprints. A copy of this book was kindly given to the investigators.

A further difficulty in excluding undesirable characters and in supervising the entrance of unprotected girls lies in the fact that there are points on the Uruguay and Plata Rivers at which clandestine entry can be effected into the Argentine.

An investigation was conducted as to the methods of entering the Argentine clandestinely by the Salto-Concordia route (see map). It appeared that the regular crossing is effected by launches leaving and arriving at scheduled times between 8 a.m. and 8 p.m. Passengers using this method are subjected to the usual immigration inspection. It was discovered, however, that there are agents in Salto, some of whom are employees of the local hotels, who can arrange a crossing at night free from inspection, at a charge of from 5 to 25 Uruguayan pesos. One agent (705-X) admitted that he had assisted over 200 men and women to cross from Salto to Concordia clandestinely in ten months, amongst whom were *bona-fide* immigrants, as well as prostitutes and procurers. This agent, a fugitive from justice, who lives in Salto, admits that he meets trains on receipt of telegrams from Montevideo in order to assist passengers to cross secretly to Concordia. Originals of such telegrams were obtained. They run, in translation, as follows:



Date.	Text.	Signature.
February.	Sending you six workmen and two seamstresses.	Adolfo.
June.	To-day without fail wait at station.	Manuel.
June.	Am not sending the young girls until Thursday.	Manuel.
January.	Await seven workmen at station.	Adolfo.
No date.	Confirm at once if to-day can despatch passengers.	Tinsky.
No date.	Two labourers are going.	Adolfo.

This agent appears to have accomplices amongst the frontier guards, who take his passengers across to the Argentine side between six and fourteen at a time, where they are received at two hotels which are also in league with him. His charges are from 7 to 50 Uruguayan pesos per person. On June 28th, 1924, he was harbouring in his house four Russians who were to be smuggled into the Argentine the same evening.

The Immigration Law of the Argentine does not appear to apply to first-class passengers. As regards second or third-class passengers, the authorities may exclude persons "coming under the definition of vicious or useless immigration" (see Article 10 (d), Appendix III). From the statements made by *souteneurs* and traffickers bringing women into the Argentine, it would appear that this definition is too vague for excluding them. The following is an extract from a conversation on this point:

"Don't you know that these laws affect the respectable people worse? This fellow (4-P) came here on the same ship with his girl because she was a greeny (not a prostitute). Sometimes the boys are more careful and let the women travel on a separate ship. It is all according to what you bring in. Sometimes if she is green they travel separately. But, if she's easy, they go together either second- or third-class."

Since this statement of 1-DH, the activities of the immigration authorities in Buenos Aires have apparently been considerably stricter, as the following recent interviews with underworld characters will show.

138-P said: "I just got in from Buenos Aires on the 15th. They are getting stricter (there) each day. It's really very hard to get in now... 2-T had quite a time of it. Only for the — (Club) he would never have been able to make it... The immigration officers won't let anybody in who they think is in the business (of prostitution)." He indicated that there

were just as many travelling to Buenos Aires as before... "But now a boy and a girl (*souteneur* and prostitute) must have friends in Buenos Aires to vouch for them. Of course the — (Club) can take care of all that but it means that a fellow must let them know each move, and that costs extra money."

138-P then introduced the investigator to a prostitute 134-G, who said she was waiting to receive word and expense money from 2-T at Buenos Aires to leave for that city. She said in answer to a question as to why she did not go with 2-T: "I wanted to but I could not. Now it is very hard to get in. It cost him plenty, and I had to wait so that he could arrange for me Even an old man like — (2-T) had a hard time. The people there (Argentine immigration officers) won't let a woman in unless they are sure of her; and as for young girls alone it is almost impossible. He (2-T) took a girl, and his wife took a girl (European) . . . One is my niece, a fine young girl. The other girl is my niece's friend. One was twenty and the other twenty-one. It cost — (2-T) at least 18,000 francs He travelled 2nd class" When the investigator intimated that he might be leaving for Buenos Aires, she (134-G) said: "Remember you can't leave here until everything is fixed. That is why I am waiting. First you must write to — (2-T) You enclose two pictures of yourself and two of your wife in the letter, and write nothing except this: 'When I hear from you I will leave. I would like you to come to Montevideo when I get there, as I am to take up a home there'. He will immediately understand that you want to come to Buenos Aires. With the pictures he will get a friend in the — (Club) to get you and your girl (Argentine) cedulas (cards of identity). As soon as he gets the cedulas you start. You buy your tickets for Montevideo. Just before the boat arrives there you radio to — (2-T). He will come to Montevideo or send somebody to you. Then you can immediately start for Buenos Aires on the small river boat."

Women of Foreign Nationality.

In the first section of this report reference has been made to the action taken by the authorities to protect women from exploitation, but, praiseworthy as this effort has been, it has not been successful mainly because of the well-known incapacity of prostitutes, particularly foreign prostitutes in a strange country, to manage their own affairs. The very restrictions under which houses of prostitution must be selected and operated have resulted in greatly increasing the capital necessary to be invested in such places and limited the number of places which are suitable.

Some examples of cases in which women and girls were brought, or were suspected to have been brought, to the Argentine for immoral purposes or for prostitution are furnished in the records of action taken by the authorities.

During the year of the investigation the immigration officials stopped 14 young women under 22 years of age from landing, and sent them back to the point from which they came at the expense of the steamship companies. This action was undertaken because circumstances aroused the suspicion of the authorities.

On another occasion 12 young women, of whom 7 were under 22, were allowed to enter, but were not allowed to go to a certain individual in the interior, whose offers of employment were not believed to be genuine.

The investigator was allowed to be present at an immigration inspection on the s.s. *Flandria* on which three young girls were detained while enquiries were undertaken as to the places to which they were destined.

An example of a case in which the efforts of the authorities were evaded occurred in respect of a minor girl arriving with three older women. After investigation she was separated by the police from these women, and was put on a train for a destination in the interior. The police at the place of destination were notified, but the girl failed to arrive. She was discovered some months later in a house of prostitution in another city.

Because of the general unwillingness of prostitutes to testify against their *souteneurs* and other persons exploiting them, it is difficult to do more than guess at the proportion of women now practising prostitution in Buenos Aires who were deceived into leaving their homes and brought to Buenos Aires without knowing or fully understanding what would be expected of them, but illustrations of such cases are as follows: It was stated that a man (4-P) went to Warsaw, married and brought back a girl (7-G) and after some persuasion induced her to enter a house of prostitution. In two years the man saved a sum equivalent to 3,000 American dollars. A Parisian trafficker (2-T) substantiated this statement by claiming to have obtained 4-P's girl for him. The *souteneur* stated that the girl, "when she couldn't get back, listened to reason rather than starve". The girl herself said that her parents in Warsaw believed her to be respectable and comfortably married, and she contributed monthly to their support.

Another similar case disclosed was that of a French girl of 20, who had never practised prostitution before coming to Buenos Aires. She was procured by a countryman in Europe, brought to Buenos Aires as his mistress and lived in the house of prostitution of the trafficker 1-DH. Other examples of a more general character are given in the section of the report dealing with the activities of traffickers.

The statistics of the Health Department at Buenos Aires establish the fact that since 1921 between 300 and 400 prostitutes have been newly registered each year in Buenos Aires, of whom 75 per cent are foreigners (see Table B). In 1924 there were 1,200 such women

en carte. In addition there were an unknown number of clandestine prostitutes, variously estimated by qualified persons to be anywhere between 5,000 and 10,000. Assuming that 75 per cent of the clandestine prostitutes are also foreign, there would be, to take the lowest estimate, some 4,500 foreign prostitutes in the city.

The statements to the investigator of 79 foreign-born inscribed prostitutes have been tabulated in Table C. From this table it appears that 75 out of the 79 inscribed themselves within a year of their arrival in Buenos Aires. Even more significant is the fact that 56 per cent inscribed themselves within two months of their arrival, and in one case inscription actually followed within four days of arrival. Assuming, therefore, at a conservative estimate, that 75 per cent of the foreign prostitutes newly inscribed each year have arrived in the country that same year, we may take it, from figures given in Table B, that 197 and 179 foreign women came or were brought in 1922 and 1923 respectively for the express purpose of registering as prostitutes in Buenos Aires. This conclusion is amply verified by the admissions of all the many prostitutes interviewed, both registered and clandestine. Applying this percentage of 75 to the estimated total of 4,500 foreign prostitutes, there would be not less than 3,000 foreign prostitutes in Buenos Aires to-day who came or were brought expressly for the purpose of prostitution.

Table B gives further information that almost all foreign-born prostitutes come from Europe, chiefly from France, Poland and Spain.

The number of registered foreign prostitutes has increased since 1920, although between 1912 and 1920 there was a steady and considerable decrease. The decrease was doubtless due mainly to the war, but partly to the changing and limiting ordinances.

Owing to the age requirements in the regulations, it is probable that the majority of the registered foreign prostitutes were over or very close to 22 years at the time of registration. A few were known to be under that age, and it is probable that many more were minors at the time of leaving home or of arrival in the country¹ and that only those minors whose passports falsely showed them to be adults attempted to register. The others either went into training to become prostitutes or practised that trade clandestinely until reaching the correct age of registration.

We have already pointed out that in Buenos Aires a prostitute must as a rule be given assistance in order to obtain the premises in which she will be permitted to engage in prostitution and in order to equip them in accordance with the regulations. *A fortiori*, the alien prostitute will need assistance and will fall an easy victim to the exploiter. There is the heavy expense of the journey to Buenos Aires. There is the unfamiliarity of a new country and possibly of a new language. It is difficult to believe that the many foreign prostitutes now practising in Buenos Aires came there otherwise than through the agency of a third party or that they were brought for any other purpose than that of prostitution. The admissions of the traffickers themselves show a considerable activity in this procuring of prostitutes.

Activities of Traffickers.

The most definite source of information as to the reality and as to the organisation of international traffic in women is to be found in the admissions of traffickers themselves and in the following of their activities at first hand.

The official Government reply of the Argentine, already quoted, gives particulars as to the ages and habits of *souteneurs* and suggests that they obtain procurers victims by holding out offers of marriage or of good employment. It is difficult for official knowledge to go further than this, because the victims, through fear or some other reason, seldom testify against their exploiters. The information obtained as to the activities of international traffickers rests therefore mainly upon the experience of investigators admitted to the confidence and to the inner counsel of such characters, and upon introductions to and meetings with traffickers in many different countries.

The entrance to the underworld of traffickers, *souteneurs* and prostitutes was effected at Buenos Aires by establishing relations with the owners of a number of premises. These men had organised themselves into a club for offensive and defensive purposes. The leader of this club was a man of long and varied experience in prostitution in many countries. He held his leadership not by virtue of any formal election but because of his wide experience and fearless cunning. In devising ways and means to evade the regulations and outwit the officials he shows flashes of genius. Where necessary he seeks and makes corrupt alliances with minor officials who are useful to him and his group. The members of this club deal in women as merchandise. They draw into the business of finding suitable houses and trustworthy housekeepers, numbers of agents, commissionaires, and notaries. In the matter of capital the more wealthy among them act as money-lenders. They lend money not only to buy or re-model property but also for long trips of thousands of miles to secure girls.

¹ See cases of 55-P and 66-G (set forth in French report) convicted for attempting to take minor girls to Buenos Aires for prostitution; also Italian report for case of D.L. smuggled to Buenos Aires for same purpose but repatriated.

Foreign prostitutes arrive in Buenos Aires under a load of debt for money lent to them or their *souteneurs* for transportation expenses. Whether they borrow more money and buy a house or make the expensive alterations in a leased one which may be necessary to comply with the regulations, the girl must work long hours to meet these expenses. Out of these necessities have arisen the perversions practised by some prostitutes. The expert in these practices is in great demand and can receive 40 men a day as compared to the six or eight she could ordinarily receive if she confined herself to normal practices. When the added price she receives is combined with the increased number of customers it can easily be seen that one expert in perverted practices is worth five or six ordinary prostitutes. These profits stimulate the *souteneur* and the house-owner to get more such girls from Europe and to educate the new generation of growing boys in these practices.

Some idea of the large profits of this business can be gained from the statements of two international traffickers, 2-T, in Paris, who claimed British nationality, and 1-D.H., in Buenos Aires, who is American.

In a conversation with 1-D.H. in Buenos Aires, he said: "I brought down 3-G from the United States . . . She wouldn't — (practise perversion), so she couldn't make a living . . . I had to send her back. If she had done as I told her to she would have had enough money to retire to-day. In five years a girl can make a fortune here . . . With one girl one of my houses averages 1,500 pesos (500 American dollars) a week at five pesos per customer."

In verification, the investigator saw 1-D.H. pay the *souteneurs* of two girls working in two of his (1-D.H.'s) houses 600 and 750 pesos respectively, which, he explained, represented one-half (the girls' shares) of the proceeds taken in these two houses the previous week.

In a conversation with 2-T just before he left Europe for the Argentine, where he is now said to operate, through his wife, a house with ten girls at Dolores, he (2-T) said: "I got a letter from — (1-D.H.), and he says I should come (to Buenos Aires). He can fix me up in a nice little house. A house on — (696-X) is for rent. Just the kind of a place for a joint (house of prostitution). It ain't near a church or a school. It won't need much alteration, and in a month after I get there I would be ready to open up. A new house is good for at least 1,800 pesos a week clear." (2-T evidently meant gross income half of which must be paid to the girl or her *souteneur*.) "My investment would be about 9,000 pesos (3,000 American dollars). In a few months, I have my money back and then I am working on velvet. My wife will be the housekeeper until I get a line on the business the house can do, and then she can sit back and so can I and we don't need to worry."

Another such capitalist said: "When I first came here I had a hard time of it . . . Three years ago I got hold of a good proposition. My wife managed the house, and in fourteen months I made 60,000 pesos. I invested what I made in several other houses and now I have a steady income and my wife does not need to hang around the joints (houses)."

On leaving Buenos Aires the investigators were given the names of a number of similar characters in other countries. Among the more important was the man (2-T) who, they said, would be able to supply any sort of woman wanted. 2-T was located, and through him a number of cases were met with or heard of in which *souteneurs* were furnished with girls from Europe for the Argentine. The following is a typical example of many others:

A man (34-P) arrived in Paris from Buenos Aires with his wife and stated that he intended to take back two Polish prostitutes to his house of prostitution. Some time later 2-T reported that, during the month's absence of the investigator, at least 12 men from Buenos Aires had called on him and had returned with women. He stated: "Even 34-P left. He sent two girls back ahead of him. One has a sister there; I heard that one is green and the other a regular."

Later, at Antwerp, the investigator met 34-P himself, who said that he had obtained the girls through 6-T at Warsaw and that he had paid the girls' fares to Buenos Aires. Both girls were professional prostitutes; one was 20 and the other about 25. "In Buenos Aires they'll be able to make a nice few dollars. In Warsaw they were starving to death. One of them has a sister in Buenos Aires. That will make it nice for her."

It is clear that the traffickers manage to evade every restriction, and the evidence discloses an elaborate organisation for running the business of prostitution and securing girls therefor to the great profit of third parties.

It is further significant to note the number of different towns which have been linked by meeting *souteneurs* first in one place and then in another; Buenos Aires, Cairo, Paris, Warsaw, Antwerp are places which, though so widely separated, have yielded encounters with either the same traffickers or with friends of these same characters.

Table A
STATISTICS FROM HEALTH DEPARTMENT, BUENOS AIRES, ON NUMBER
OF HOUSES OF PROSTITUTION, ETC.

Item	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923
Number of houses of prostitution . . .	243	202	220	185	60	61 ¹	292	462	497	585
Number of women entering each year .	3,597	3,554	3,606	2,919	1,606	1,835	465	758	803	1,201
New women registered	922	511	428	279	197	216	20	143	348	335

Table B
NATIONALITY OF NEWLY REGISTERED PROSTITUTES IN BUENOS AIRES
FOR THE YEARS 1910 TO 1923 INCLUSIVE.

(Compiled from the Records of the Buenos Aires Municipal Health Department.)

Nationality	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923
1. Argentine	160	299	272	323	143	128	115	100	79	89	3	21	88	96
2. From American Continent:														
Brazil	1	—	2	1	2	—	—	—	1	1	1	—	2	1
Chile	—	4	4	—	—	2	1	1	—	—	1	—	3	—
North America	3	12	4	6	1	5	1	—	—	—	—	1	2	2
Paraguay	2	3	5	—	8	6	5	2	1	1	—	—	2	1
Uruguay	230	125	60	59	216	20	26	18	15	15	—	12	5	4
Total	236	144	75	66	227	35	33	21	17	17	2	13	14	8
3. From Continent of Europe:														
Austria-Hungary ²	40	45	41	24	28	8	7	2	1	1	—	1	1	—
Belgium	14	17	11	8	8	6	2	1	—	—	—	3	4	2
England	2	9	—	4	4	2	—	—	—	—	—	—	3	1
France	226	321	341	216	160	61	68	20	21	43	7	58	99	102
Germany	10	9	—	—	9	3	2	—	1	—	—	1	2	2
Italy	76	114	116	155	134	67	58	35	6	21	—	10	31	21
Poland ²	—	—	—	—	—	—	—	—	—	—	—	20	70	65
Portugal	1	2	—	3	14	2	1	1	—	—	—	—	2	—
Roumania	10	—	15	11	6	1	1	—	1	—	—	—	2	1
Russia ²	252	277	262	328	2	73	43	29	20	5	2	9	13	10
Spain	91	111	155	123	166	121	93	65	52	41	3	6	17	19
Ukraine	—	—	—	—	—	—	—	—	—	—	—	—	2	4
Total	722	905	941	872	531	344	275	153	102	111	12	108	246	228
4. Turkey	6	11	23	6	1	1	1	1	5	1	1	—	2	—
5. Egypt	—	—	—	—	—	—	—	—	—	—	—	—	1	—
6. Miscellaneous	5	5	1	1	19	5	4	8	—	—	2	1	—	3
SUMMARY OF ABOVE TABLE:														
Total of American Continent .	236	144	75	66	227	35	33	21	17	17	2	13	14	8
Total of European Continent .	722	905	941	872	531	344	275	153	102	111	12	108	246	228
Total of Turkey	6	11	23	6	1	1	1	1	5	1	1	—	2	—
Total of Egypt	—	—	—	—	—	—	—	—	—	—	—	—	1	—
Total: Miscellaneous	5	5	1	1	19	5	4	8	—	—	2	1	—	3
Total of foreign prostitutes registered .	969	1,065	1,040	945	778	383	313	183	124	129	17	122	263	239
Argentine	160	299	272	323	143	128	115	100	79	89	3	21	88	96
Grand Total	1,129	1,364	1,312	1,268	921	511	428	283	203	218	20	143	351	335

¹ The Municipal Ordinances, 1919 (Appendix I), temporarily reduced the number of licensed houses in 1919, and therefore the numbers before and after 1919 are not exactly comparable.

² Up to 1921 the Poles were counted as Russians and in some instances as Austro-Hungarians.

Table C.

SHOWING LENGTH OF TIME IN BUENOS AIRES BEFORE REGISTRATION ACCORDING TO
STATEMENTS MADE BY FOREIGN-BORN PROSTITUTES.

(For the years 1921-1924 inclusive.)

How long in Buenos Aires before Registration	Country of Birth	Age when Registered	Date of Registration
1. 4 days	Italy	24 years	Dec. 13, 1923
2. 8 days	France	25 "	Jan. 17, 1923
3. 8 days	"	23 "	May 27, 1924
4. 12 days	"	30 "	Mar. 9, 1923
5. 13 days	Russia	24 "	May 27, 1924
6. 14 days	France	23 "	May 27, 1921
7. 15 days	"	25 "	Apr. 19, 1923
8. 15 days	"	22 "	Oct. 10, 1923
9. 15 days	"	27 "	Feb. 15, 1924
10. 15 days	"	23 "	Mar. 11, 1924
11. 15 days	Poland	24 "	Mar. 14, 1924
12. 15 days	France	29 "	Mar. 20, 1924
13. 15 days	"	33 "	Apr. 9, 1924
14. 15 days	"	29 "	May 14, 1924
15. 17 days	"	22 "	Dec. 19, 1923
16. 20 days	"	22 "	Nov. 21, 1922
17. 20 days	"	22 "	Nov. 21, 1922
18. 3 weeks	Poland	25 "	Feb. 26, 1924
19. 3 weeks	"	22 "	Feb. 27, 1924
20. 23 days	France	29 "	Dec. 5, 1923
21. 4 weeks	Poland	25 "	June 13, 1923
22. 1 month	France	22 "	Feb. 1, 1923
23. 1 month	"	25 "	Mar. 13, 1923
24. 1 month	Poland	27 "	June 25, 1923
25. 1 month	France	25 "	July 13, 1923
26. 1 month	"	30 "	July 31, 1923
27. 1 month	Poland	27 "	July 31, 1923
28. 1 month	"	27 "	Aug. 10, 1923
29. 1 month	France	23 "	Sept. 1, 1923
30. 1 month	"	23 "	Dec. 19, 1923
31. 1 month	Russia	23 "	Mar. 18, 1924
32. 1 month	Spain	26 "	Apr. 30, 1924
33. 1 month	Poland	28 "	June 2, 1924
34. 1 month	Italy	29 "	June 4, 1924
35. 5 weeks	Russia	23 "	April 22, 1924
36. 6 weeks	Spain	22 "	Oct. 26, 1923
37. 6 weeks	Poland	23 "	Apr. 9, 1924
38. 2 months	"	24 "	July 19, 1921
39. 2 months	Spain	27 "	Jan. 3, 1923
40. 2 months	Corsica	30 "	Aug. 3, 1922
41. 2 months	France	23 "	Dec. 12, 1923
42. 2 months	"	23 "	Feb. 19, 1924
43. 2 months	"	25 "	Mar. 14, 1924
44. 2 months	"	26 "	Apr. 22, 1924
45. 2 months	"	23 "	June 10, 1924
46. 3 months	"	24 "	May 5, 1922
47. 3 months	Spain	30 "	May 2, 1923
48. 3 months	France	25 "	June 20, 1922
49. 3 months	Poland	23 "	Jan. 4, 1924
50. 3 months	France	30 "	Jan. 8, 1924
51. 3 months	"	23 "	Apr. 1, 1924
52. 3 months	"	27 "	Apr. 28, 1924
53. 3 months	"	24 "	Apr. 29, 1924
54. 3 months	"	23 "	May 9, 1924
55. 4 months	Poland	27 "	Feb. 15, 1924
56. 4 months	France	23 "	May 16, 1924
57. 4 months	Poland	23 "	May 22, 1924
58. 5 months	"	28 "	July 27, 1921
59. 5 months	Italy	26 "	July 20, 1923
60. 5 months	France	23 "	Nov. 29, 1923
61. 5 months	Italy	23 "	Dec. 6, 1923
62. 5 months	Poland	29 "	May 8, 1924
63. 6 months	France	23 "	Mar. 25, 1924
64. 6 months	Austria	27 "	Apr. 9, 1924

How long in Buenos Aires before Registration	Country of Birth	Age when Registered	Date of Registration
65. 6 months	France	26 years	May 21, 1924
66. 7 months	Italy	25 "	Apr. 15, 1924
67. 7 months	Poland	24 "	Apr. 30, 1924
68. 9 months	Russia	23 "	May 2, 1924
69. 10 months	Poland	33 "	Mar. 12, 1924
70. 10 months	France	23 "	Apr. 3, 1924
71. 1 year	"	22 "	July 20, 1921
72. 1 year	Ukrainia	23 "	Nov. 6, 1923
73. 1 year	Poland	23 "	Apr. 24, 1924
74. 1 year	"	24 "	May 16, 1924
75. 1 year	Russia	24 "	May 20, 1924
76. 15 months	Italy	25 "	Dec. 18, 1923
77. 18 months	France	24 "	Sept. 12, 1923
78. 2 years	United States	31 "	Apr. 10, 1924
79. 5 years	Czechoslovakia	23 "	Apr. 27, 1923

APPENDIX I.

CITY OF BUENOS AIRES. — MUNICIPAL DIGEST.

SECTION 5. — HYGIENE.

December 30th, 1922.

SUB-SECTION 5.— PROSTITUTION.

Chapter 1. — Regulations for the Exercising of Prostitution.

- Art. 1. Ordinance 16. VI. 1919. *Article 2084:* The Municipality shall establish the necessary medical vigilance for the effecting of the prophylaxis of illnesses in all those women who exercise prostitution.
- Art. 2. Ditto. *Article 2085:* Women over 22 years of age shall inscribe themselves in the proper register as the only requisite for carrying on their calling, and they may lodge themselves in independent houses with the exception of the following: apartments, maisonnettes, lodging-houses, etc., at the rate of one per block. They shall not have rooms overlooked by neighbouring properties, nor shall more than one woman reside therein, nor shall women from other places meet there, and the domestic service shall be undertaken by women of over 45 years of age.
- Art. 3. Ditto. *Article 2086:* The houses inhabited by the women referred to in the foregoing article shall have no sign whatsoever outside to denote the calling of the inhabitants therein.
- Art. 4. Ditto. *Article 2087:* To obtain elimination from the Register, the mere petition which the interested party shall put forward for this end shall be sufficient.
- Art. 5. Ditto. *Article 2088:* The Municipality shall forbid the exercise of prostitution to every woman who is not inscribed or controlled, and shall proceed to the eviction of the same from the house in which she is carrying on her calling once the fact has been duly proved by the General Inspection and Health Dispensary, and if the owner or principal lodger of the house should have concealed or sheltered the offenders, he shall incur a fine of \$500 m/n, or, in defect thereof, a month's imprisonment.
- Art. 6. Ditto. *Article 2089:* Every incitement to indecency, by which is understood the use of words, gestures or actions obviously intended for that end, committed in the public streets shall be immediately repressed, the Police being recommended to be zealous in this respect.
- Art. 7. Ditto. *Article 2090:* The persons who infringe this Ordinance or its respective regulations shall be punished by a fine of from 50 to 100 pesos, or by the temporary or definite closure of the place, or with both penalties.
- Art. 8. Ditto. *Article 2091:* The Municipality shall supervise the women who are diseased, giving them free treatment.
- Art. 9. Ditto. The Executive Department shall prepare regulations.
- Art. 10. Ditto. Contrary laws repealed.
- Art. 11. Ditto. The existing houses of prostitution shall be closed on December 31st, 1919.

Regulative Decrees.

- Art. 1. Reg. Dec. of Exec. of the Ordinance sanctioned by the Deliberative Council on June 13th, desire to exercise prostitution shall be in the charge of the Health Dispensary of the Sanitary and Public Assistance Department, and the residence must be notified for the purpose of the medical examination.
- Art. 2. Ditto. The Dispensary, after receiving the inscription of the women and the notification by these of the residence where they have resolved to practise prostitution, shall immediately carry into effect an inspection of the place for the purpose of ascertaining whether this fulfils the conditions established in Articles 2 and 3 of the Ordinance. The Dispensary shall not deliver the proper identity book for the exercising of prostitution in any place which does not meet the regulations established in these articles.

- Art. 3.
Reg. Dec. of
Exec. Dept.
7. VII. 1919
- The inscribed woman, after the house has been duly inspected, shall receive, free of charge, an identity book properly numbered, to which is attached a photograph 3 cms. × 3 cms. in size, which must be provided by the interested party. In this book will be recorded the name and surname and other relevant details for her personal identification, and it shall have a sufficient number of sheets, divided into squares, for the Dispenser to note therein weekly her state of health, by means of the words "Healthy" or "Diseased", and also such changes of address as may occur. The entries will be signed by the Dispensary Doctor who has made the inspection, and also by the Chief of the Dispensary in cases of changes of address.
- Art. 1.
Reg. Dec. of the
Exec. Dept.
28. VII. 1920.
- The women licensed to exercise prostitution shall be obliged to exhibit the identity book at the request of the Inspectors of the Inspection-General or of the Sanitary Department. The refusal to comply will be punished by the temporary closure of the place for the term of fifteen days, and for repeated offences by the definite closure of the same.
- Art. 4.
Reg. Dec. of the
Exec. Dept.
7. VII. 1919.
- When it is proved that a woman is exercising prostitution in any place without being registered or that, being registered, she has not the identity book with the control notes up to date, the house shall be immediately closed in order to prevent the carrying on of prostitution, and the eviction shall be proceeded with within a term of three days, without prejudice to the application of the penalty established by Article 5 of the Ordinance, if it be proved that the owner or principal lodger has permitted, concealed or sheltered the offender.
- Art. 5.
Ditto.
- When it is proved that prostitution is exercised by more than one woman, whether registered or not, and whatever be the entries appearing in their identity books, the place where the infringement is committed shall be forthwith closed, and the eviction effected within a period of three days, in order to prevent the carrying on of prostitution, without prejudice to the application of the penalty established by Article 5 of the Ordinance, if it be proved that the owner or principal lodger has permitted, concealed or sheltered the offender.
- Art. 6.
Ditto.
- When any of the dispositions of the foregoing articles are infringed in one or several rooms of lodging houses or maisonettes, or in one or several apartments of houses of this class, the rooms or apartments in which the infringement has been committed shall be evacuated. But within a term of six months, if the infringement should be repeated up to three times during this period, or if it be proved that the owner, principal lodger or person in charge permits, conceals or shelters the offender or the offenders, the total eviction of the building shall be decreed.
- Art. 7.
Ditto.
- At the request of the Health Dispensary or of the Inspection-General the authority shall take the measures established by the foregoing articles to prevent the exercise of prostitution in a manner contrary to this Ordinance and these regulations, both these departments being authorised to request information and reports from one another in those cases in which the Ordinance requires the intervention of the two departments.
- Art. 8.
Ditto.
- Unlicensed prostitution shall be prosecuted always upon the proof of a concrete fact or upon a formal denouncement, these being recorded in the proper file, and the proofs must be established by each one of the two departments referred to in the foregoing article.
- Art. 9.
Ditto.
- The Inspection-General shall effect the evictions and closures decreed by the authority.
- Art. 10.
Ditto.
- All measures shall be suspended if the women who have been proved to be exercising prostitution inscribe themselves within 24 hours and obtain the appropriate identity book viséd by the doctor, and fulfilling all the other requirements of the Ordinance. The staff in charge of the evidence of these infringements is obliged, when carrying out the proceedings, to inform the offenders of this article in every case, explaining to them its meaning.
- Art. 11.
Ditto.
- The domestic service in the houses where prostitution is practised in accordance with the Ordinance and these regulations shall be effected by women not under the age established in Article 2085 of the Municipal Decree, and it shall be obligatory for them to be provided with the identity card issued by the Police.
- Art. 12.
Ditto.
- The Departments which may have to intervene in the questions referred to by this Decree shall strictly follow its provisions in their proceedings, and in case of doubt or urgency they shall consult their Superior Authority.
- Art. 1.
Reg. Dec. of the
Exec. Dept.
2. IX. 1920.
- The authorisation granted by the Sanitary Department through the Health Dispensary to exercise prostitution in houses which have been vacated for infringements of the Ordinance on morality shall only be effective upon receiving the consent of the authority to the lifting of the ban; the consent must be applied for by the interested party.
- Art. 2.
Ditto.
- In the cases in which this disposition is infringed the Inspection-General or Sanitary Department shall apply for an immediate eviction.

Chapter II. — Protection for Women giving up the Practice of Prostitution.

- Art. 1.
Ordinance
28. XI. 1919.
- Article 2092. The Executive Department will take measures that the necessary protection be given to those women registered at the Health Dispensary who apply for the protection of the Municipal Authorities, stating their desire to return to a regular life.

Art. 2.
Ordinance
23.XI.1919.

Article 2093. For the purposes of the foregoing article the Executive Department shall take the following measures :

(a) The Public Assistance shall provide in the establishments under its charge a sufficient number of beds, and if these prove insufficient it shall create refuge homes in some of the buildings belonging to the Commune, which must not be handed over to private institutions for management and administration.

(b) It shall call for the co-operation of the appropriate Ministers accredited to our Government, for protecting and obtaining the return to their respective countries of those women who so desire.

(c) In accord with the Employment Department and with the Provincial Authorities, it shall endeavour to provide the women with honest occupations, preferably with work in the country in families that offer guarantees of morality and undertake to receive the women under their care.

Art. 3.
Ditto.

Article 2094. A Committee is hereby created charged to advise and co-operate in the efforts of the Executive Department for the better fulfilment of the Ordinance. The Committee shall be formed by the Chief of the Employment Bureau of the National Employment Department; the representatives of the Argentine Association for the Suppression of the White Slave Traffic; the Salvation Army; and the Association for the Protection of Jewish Women and Children. (*Advisory Committee.*)

Art. 4.
Ditto.

Article 2095. The Health Dispensary shall deliver to every registered woman a copy of the Ordinance, which must be preceded by an appeal inviting them to avail themselves of its benefits. (*Instructions.*)

Buenos Aires, March 31st, 1923.

For your information I transcribe herewith the following Decree :

Buenos Aires, March 9th, 1923.

As, for reasons of moral order, it is necessary to make good the deficiencies noted in the present regulations of the Ordinance of June 13th, 1919 :

THE MAYOR DECREES :

Article 1. The Health Dispensary shall not register for the exercise of prostitution any woman whose residence is situated in the same square in which there are churches of whatsoever religion; educational establishments authorized by competent authorities; or factories in which women work.

Buenos Aires, May 15th, 1923.

As it is convenient to amplify the present regulations of the Ordinance on Morality in a manner that will allow of the carrying out of an effective control over the persons who live in houses of prostitution as servants and thereby prevent the dispositions and regulations of the Ordinance from being defied, in accordance with the resolution in File No. 83203. J. 923 :

THE MAYOR DECREES :

Article 1. The women who work as servants in the houses of prostitution shall be obliged to inscribe themselves in a register which shall be provided by the Health Dispensary, and in which all the details relating to the personal identity of the women, and the houses in which they work, shall be entered, for the purposes of which they shall communicate all changes of address to the Dispensary.

Article 2. The first infringement of this Decree shall be punished by a fine of one hundred pesos on the woman registered as a prostitute in whose service the offender may be, and further infringements by the closing each time of the house for the term of fifteen days.

Buenos Aires, January 30th, 1924.

In accordance with the resolution in File No. 3765.1.1924 :

THE MAYOR DECREES :

Article 1. The walls separating houses licensed as houses of prostitution from the neighbouring houses shall be of brickwork and shall be not less high than the height of the rooms of the house so licensed.

Article 2. The Dispensary shall not grant a licence to any woman to exercise her calling in whose house the dividing walls do not fulfil the conditions established in the foregoing article.

Article 3. A fixed term of thirty days is hereby accorded for the existing houses of prostitution to be put into the condition fixed by Article 1 under penalty of their immediate closure.

APPENDIX II.

ARGENTINE PENAL CODE.

SECTION III. CHAPTER III.

(Publ. 1922.)

CORRUPTION AND OFFENCES AGAINST PURITY.

Article 125. Whosoever shall, for the purposes of gain or for the satisfaction of his own or of others' desires, promote or aid and abet the prostitution or corruption of minors of either sex, even though it be with the consent of the victim, shall be punished by:

- (1) Confinement or imprisonment from four to fifteen years, if the victim be less than twelve years of age;
- (2) Confinement or imprisonment from three to ten years, if the victim be over twelve years and under eighteen years of age;
- (3) Imprisonment from two to six years, if the victim be over eighteen years and under twenty-two years of age.

When deceit, violence, threats, abuse of authority or whatsoever other means of intimidation or coercion is resorted to, and also if the offender is an elder relation, husband, brother, guardian or a person charged with the education or care of the victim or one who lives with her as a husband, the penalty shall be confinement or imprisonment from ten to fifteen years, whatsoever may be the age of the victim.

Article 126. Whosoever shall, for the purposes of gain or for the satisfaction of his own or of others' desires, promote or aid or abet the corruption or prostitution of adults by means of deceit, violence, threats, abuse of authority or whatsoever other means of coercion, shall be punished by confinement or imprisonment from four to ten years.

Article 127. Whosoever shall indecently assault any person of either sex, under any of the conditions of Article 119, but without having carnal connection, shall be punished by imprisonment from six months to four years.

If the offender come within any of the classes mentioned in Article 122, from three to ten years of confinement or imprisonment shall be imposed.

Article 129. Whosoever shall perform or have performed by others, in any public place, obscene exhibitions shall be punished by a fine of from fifty to five hundred pesos.

The same penalty shall be inflicted when such acts are performed in a private place where they are liable to be seen involuntarily by third parties.

APPENDIX III.

MINISTRY OF AGRICULTURE, ARGENTINE REPUBLIC.

IMMIGRATION LAW No. 817 AND REGULATIONS.

CHAPTER I.

Article 3.

Paragraph 2. Amongst other duties and obligations, the Immigration Department shall protect honourable and industrious immigrants, and shall advise measures to restrain the inflow of vicious and useless immigrants.

Paragraph 14. It shall keep a register properly paged, in which shall be entered in order of date the entrance of each immigrant, giving the name and surname, age, sex, state, country, religion, trade, whether able to read and write, point of departure and point where settled here.

CHAPTER V. IMMIGRANTS.

Article 12.

For the purposes of this law, every foreign labourer, artisan, industrial worker, agricultural labourer or professor, whose moral conduct and abilities are duly certified, shall be deemed to be an immigrant who arrives at the Republic to settle therein by second- or third-class passage in a sailing vessel or steamship, or whose passage has been paid by the nation, the provinces or by private undertakings for the protection of immigration and colonisation.

Article 16.

The good conduct and industrial abilities of the immigrant may be certified by means of certificates issued by the Republic's Consuls or immigration agents abroad, or by the Public Authorities of the immigrant's country duly legalised by the Consuls or immigration agents of the Republic.

CHAPTER VI. IMMIGRANT SHIPS.

Article 30.

Immediately upon arrival at any point in the Republic, immigrant ships shall be visited by a Board formed of the Health Doctor, one of the staff of the Port Control and one of the staff or a delegate of the Immigration Office of the locality, for the purpose of examining the sanitary condition of the ship, demanding the necessary reports from the captain and passengers and ascertaining whether the dispositions of this law have been observed, issuing a certificate if all is in order, which will be handed to the captain for his keeping, and in the contrary case, presenting a report to the Port Control and another to the Immigration Office, in which shall be set out in detail the defects and deficiencies that have been noted.

Article 32.

Captains of immigrant ships shall not transport to the Republic as immigrants persons suffering from any contagious disease or from any organic defect which incapacitates them from work; nor shall they transport insane persons, beggars, convicts or criminals who may have been in the hands of Justice, or persons of over sixty years of age other than heads of families, under penalty of carrying them back again at their own expense, and of paying the fines established in Article 35.

EXTRACTS FROM REGULATIVE DECREE FOR IMMIGRATION LAW NO. 817. DECEMBER 31ST, 1923.

In view of the time elapsed since the Regulations were dictated that at present rule the landing of passengers and immigrants, the manner of effecting this operation has completely changed, both as regards the conditions of the port of the capital and those of the transport ships which carry on overseas and river traffic, and

Considering :

That it is indispensable to modify the present regulations and bring them into harmony with the object expressed in paragraph 2 of Article 3 of the Immigration Law No. 817, thus safeguarding the economic and social interests of the country,

THE PRESIDENT OF THE ARGENTINE NATION DECREES :

Article 8.

The captain of the ship under inspection shall deliver to the Visiting Board :

- (3) The list of passengers classified statistically for the purposes of paragraph 14, Article 3, according to the model of the Director-General.
- (4) The list of passengers visé by the Argentine Consuls at the ports of departure and call.
- (5) The list of passengers carried for the boundary nations of Uruguay, Brazil, Paraguay, Chile and Bolivia.
- (6) The medical report containing the notes made by the ship's doctor during the voyage upon the health of the passengers and immigrants.
- (7) The passport and judicial or police certificate issued by the authorities of the nation to which the passenger belongs, as well as the Consular certificate.
- (8) The individual statistical card of each passenger or immigrant, according to the model which will be provided by the General Director of Immigration and which will be drawn up by the authorities of the ship in accordance with the personal documents of each passenger or immigrant, and delivered to the Board by the captain or first mate.
- (9) The Inspector will receive during the inspection all claims or complaints which the passengers may put forward, and he will draw up the corresponding act, duly signed by the claimants and witnesses.
- (10) The act of the inspection containing the report of the events occurring on board during the voyage or during the inspection, and also the record of the passengers or immigrants whose disembarkation has been forbidden, shall be signed by the Inspector, the doctor, the official of the Prefecture and the captain of the ship.

Article 9.

Every passenger who is found to come within the conditions of prescription in Article 32 of the law and regulative decrees shall be prohibited from landing and shall be detained on board, and the captain of the ship shall be obliged to carry him back, after provisionally satisfying the fines and costs (Article 35 of the law) and the documentary or cash guarantees that he will actually carry the passenger back, the amount of which shall not exceed one thousand gold pesos.

In these cases the Inspector shall make a second visit to the offending ship in order to verify the presence on board of the rejected person, or to make the guarantee effective should he not be present, on which he will pass the corresponding report; the guarantees shall be cancelled when the Argentine Consul at the port from which the rejected person proceeded has given a certificate proving that the order of the General Director of Immigration has been complied with.

Article 10.

The following are conditions which prevent the entrance of passengers into the Republic :

- (a) Suffering from insanity or mental derangement under any of its forms, such as idiocy, imbecility, epilepsy, etc.
- (b) Coming under the definition of vicious or useless immigration.
- (c) Being a person likely to fall upon the charge of public charity.
- (d) Being a woman alone, with children under fifteen years of age, excepting she possess a special permit to land issued by the General Director of Immigration.
- (e) Being under fifteen years of age and travelling without parents, unless possessing a permit to land issued by the General Director of Immigration. Every child of fifteen years of age travelling with its parents must have a birth certificate.
- (f) Lacking a passport with photograph, visé by an Argentine Consul in the nation which has issued same and to which the foreigner belongs.
- (g) Lacking a judicial or police certificate which proves that the person has not during the last five years been in the hands of Justice for ordinary offences or for offences against the social order. This certificate must be issued by the judicial or police authorities of the nation to which the stranger belongs and must be visé by an Argentine Consul accredited to that nation.
- (h) Having the Argentine Republic as the actual destination and having obtained consular visas of other nationalities under the supposition of proceeding to ports of boundary nations.

Article 11.

Passenger ships in the condition referred to in the foregoing article shall suffer, in each one of the special cases cited, the application of a fine not exceeding one hundred gold pesos, which shall be applied by the General Director of Immigration in accordance with the regulations in force.

Article 12.

Every person who has left the country clandestinely and returns to it rejected by another nation shall be detained on board for investigation into his antecedents and shall only be permitted to disembark when his identity, previous residence and former good conduct have been duly proved.

Article 13.

For the purpose of the documentation demanded of the passengers as to the conditions of their health, morality, etc., the instructions given to the Consuls on August 16th, 1923, by the General Director of Immigration shall remain effective, with the modifications introduced therein by this Regulative Decree and an official edition of the same shall be made with the corresponding corrections.

Article 18.

The General Director of Immigration shall be empowered to retain the documents of those passengers or immigrants whose settlement in the country is not looked upon with confidence, or who may be suspected, for the purpose of making the pertinent investigations to enable their admission or rejection to be definitely decided. The passengers or immigrants in these conditions shall remain on board the ship, under the responsibility of the captain, whilst awaiting the resolution of the General Director of Immigration.

Article 20.

Every attempt on the part of the captains or crews of immigrant ships to give the immigrants a false idea of the spirit and purposes of the Immigration Law, or to elude the prescription of Article 32 by concealing the real civil state of the immigrant, or any other circumstance which may come under this disposition with the idea of avoiding the stay imposed by Article 33, either by arousing mistrust among the immigrants or leading them into error by false reports as regards the inspection of the Immigration Department, shall be punished by a fine of five hundred gold pesos, apart from the indemnity for any expense or damages caused to a third party.

Article 25.

Infringements of the general dispositions of these regulations and disturbances of the good order and discipline shall be punished or fined, except as regards the dispositions of Article 22, as follows :

Article 30.

As regards the traffic and landing of passengers between Argentine and Uruguayan and Paraguayan ports, given the close relations existing between the river ports, the General Director of Immigration is authorised to make reciprocal agreements with these two countries as to the minimum requirements demanded of the passengers proceeding therefrom.

APPENDIX IV.

LAW FOR EXPULSION OF FOREIGNERS.

(Law No. 4144, November 23rd, 1902.)

Article 1. — The Executive Power shall be enabled to order the expulsion from the territory of the nation of all foreigners who have been convicted or are under indictment of a foreign court for crimes or offences.

Article 2. — The Executive Power shall be enabled to order the expulsion of all foreigners whose conduct endangers the national safety or disturbs the public peace.

Article 3. — The Government may forbid the entrance into the territory of the Republic of all foreigners whose previous antecedents warrant their inclusion amongst those referred to in the two foregoing paragraphs.

Article 4. — The foreigner against whom a decree of expulsion has been issued shall have three days in which to withdraw from the country, and the Executive Power shall be empowered, as a measure of public safety, to order his arrest until the moment of embarkation.

AUSTRIA

Austria is a party to the Agreement of 1904 and has signed and ratified the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

The Austrian Government replied to the questionnaire issued in 1924 by the Special Body of Experts, and this reply, together with Annual Reports to the Advisory Committee on Traffic in Women and Children, has been carefully studied.

Interviews were held with officials dealing with matters relating to traffic and with voluntary societies working for the welfare of women and children. In addition, contact was established with members of the underworld, prostitutes, *souteneurs* and their associates.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Licensed houses have been abolished in Vienna. The prostitutes use their lodgings, where they live alone or with another girl, or they take their customers to small hotels called "Stunden Hotel" (hotels letting rooms by the hour).

These latter places are under the control of the Police.

All prostitutes are supposed to be registered and must present themselves for a venereal disease examination each week to a special department. The regulations provide that no girls under 21 may practice prostitution, and no woman may be enrolled unless she can prove her age.

Registered and unregistered prostitutes solicit upon the main thoroughfares late in the afternoon and practically all night. The shopping centre is frequented by a number of young clandestine prostitutes who ply their trade only during the day and return home before dark. All seen appeared to be under 21 years of age and said they were Austrians. Two stated that they came to town each morning from the suburbs and returned home before night. In 1922, of the clandestine prostitutes arrested, 39 were between 18 and 20 years of age.

In Table A are given statistics for Vienna in the years 1918 to 1922 inclusive, showing the number of women under Police control, the number newly registered each year and the number arrested for clandestine prostitution. The number newly registered from 1919 to 1922 has decreased by half, but the number under control (1,319 in 1922) has remained fairly constant. A conversation between the investigator and a prostitute in Vienna gives some account of present conditions. The girl said: "They threw us all out in the street about four years ago. It's much better. I wouldn't work in a house again at any price. I make good money. I am my own boss. I can walk where I want. I can pick the men I want to. Why, it was terrible in those houses. You only had one day a week off. Some days I had to take fifteen men. With all I worked I have nothing to show. My board, room and tips took it all up. We all have cards. We go and get examined just the same. No matter how small their pay is, you can't bribe the Police here. It's a big insult to them. They are trained like soldiers. If they are seen talking to us they get fined. When they come along we never go up to a man. There are many girls on the streets now that never worked in houses at all. Some of the girls were too young then to work in a house. Some of them on the streets now are too young to be registered. You've got to be 21 before they will allow you to register. You must produce a birth certificate. They are very strict about that. They have men not in uniform walking around just looking for those kind of girls. When they see a strange face they ask for a card. She usually gets a couple of chances. If she still works the streets and is under age they put her in a home and take care of her. If she is over age then they force her to sign up". The investigator asked: "Can't you work the *cafés*?" She said: "Certain places we can, but we have to be careful. We can't go into the *cabarets*, or bars where they dance. No unescorted women are allowed in there. If we were, we'd have it easy. The proprietors would like it too, but they'd lose their licences if they let us in. The waitresses or artistes are all business girls (prostitutes), but they can't leave until the places close, and that's usually at four o'clock. The *cabaret* and bar girls make good money. They get a percentage on the drinks and also get a man to take home with them."

The information given by this prostitute was confirmed by conversations with other girls and with their *souteneurs* at 563-X and 570-X, which are two of the resorts frequented by such characters.

In the 563-X, the *souteneurs* and their prostitutes usually gather about 4 p.m. They lounge about the place and discuss their business. At night, while their women are soliciting, the *souteneurs* make this *café* their hang-out and await periodical visits from their prostitutes.

One *souteneur*, 100-P, said of the Police: "They are terrible if they catch you. You've got to be careful in Vienna. The girls have it severe. They have to dodge the uniformed and the morals Police." A summary of the Penal Law on procuring is given in the Appendix.

INCOMING TRAFFIC.

The reply of the Austrian Government to the questionnaire issued in 1924 makes the following statement as regards traffic :

"In the course of the last few years (1919 to 1923), the Austrian authorities have had no evidence of the existence of any traffic in women and children in Austria. The territory of the Austrian Republic is by no means favourable to the activities of traffickers. It is therefore unlikely that the traffic in women and children is carried on to any extent in Austria and that traffickers properly so-called exist in our country.

"It is quite possible that women and children obtained from abroad and sent to another country for purposes of prostitution are conveyed from time to time through Austria ; but no case of this kind has recently come to the attention of the competent Austrian authorities."

The policy of the Government is to expel foreign women found practising prostitution, but the investigator found that there were a certain number still in Vienna, but they were not recent arrivals and their presence did not indicate incoming traffic. In many *cafés* and *cabarets* the majority of women were Austrian, but there were also several Germans, Czechs, Slavs, one French, one Spanish and three Hungarians. All were over 21 years of age.

Among those arrested for clandestine prostitution every year there are about 100 foreigners, including many Czechs and Yugoslavs.

109-G said : "There are quite a few Polish Jewesses on the streets. They were refugees during the war. You find them across the Danube in the foreign section. There aren't many others. I know, too, a lot of Czechs, Hungarians ; but mostly they are all Austrian. They aren't Vienna girls either. They come from the small towns."

This conversation with 109-G suggested a certain amount of national traffic, but no evidence was discovered of a systematic organisation to bring young girls from the country to the towns for purposes of prostitution.

OUTGOING TRAFFIC.

In a communication to the League in June 1921, the Austrian Government thus described the measures of protection given to women and young persons going abroad :

"In the interior there are public employment bureaux ; the Austrian Information Bureau for Emigrants is also a public organisation. Private employment agencies are placed under the supervision of the competent authorities, and in this connection attention is drawn to the Decree of the Ministry of Commerce of May 7th, 1908 (*State Official Gazette*, No. 97 — see pages 16, 17 and 18 of the classification). The most important regulation of this Decree is to the effect that the consent of the court must be obtained whenever employment or places of service are sought abroad for persons under 18 years of age.

"A certain protection is already afforded to girls and women by the fact that in the event of travelling abroad, especially to countries overseas, every woman requiring a passport is referred to the Bureau of the Agents for the Protection of Public Morals, attached to the head office of the Vienna Police. Since it has detailed proof at its disposal, the Bureau is able to ascertain whether there is any danger with regard to morals and, in such a contingency, assists and warns the women ; in suspicious cases, they can even prevent such a journey."

The underworld considers that there is no difficulty in getting a passport to leave Austria, even for girls under 21. It is said that all that need be shown is a letter from a friend to say that she will be taken care of. "If she goes to Hamburg or a nearby place, then she goes like on a visit. There's no trouble at all."

There is no great outgoing traffic from Austria, although some Austrian girls went abroad after the licensed houses closed in Vienna. As one prostitute said : "I know girls who went to Italy when the houses closed.¹ A big bunch went to Hamburg. There's plenty of houses there, and a lot of girls went to South America. I have two friends who are going to Buenos Aires in September. They're working in Hamburg now. The girls always work there and leave from there."

Many of the prostitutes and some of the *souteneurs* mentioned the activity of a trafficker, 27-T, from Hamburg, who had recently been in Vienna and had tried to procure girls to go to Buenos Aires. The same man had been described by a prostitute, 107-G, in Budapest. 108-G thus described this man's activities : "I had a chance of going (to South America) with a friend and having my way paid. He wasn't mine (*souteneur*). He is a man who has friends in Buenos Aires, and they'd pay my way. He isn't in town now. I used to see him regularly, but I heard he went back to Hamburg. He is a German. He has been to South America, but his home is in Hamburg. I don't know where in Hamburg he lives, but I have a girl friend who knows, and I'll find out for

¹ See Table C, report on Italy.

you. He gets money from somebody down there for sending the girls. He could make all arrangements for a girl to leave. He is connected with some bunch that send cabaret artistes around to different countries." The investigator met this same prostitute, 108-G, the following day. She described this unknown man to him, and the description in the main corresponded with the information received in Budapest. 108-G said: "I saw my girl friend: she is going to Buenos Aires in September, and she don't want to let anybody know about this fellow because she says you can't tell what a person is liable to do. She is afraid that it might lead to trouble. We girls can't travel like respectable people. If they know we are business girls (prostitutes) they won't let us into a strange country. We must travel as artistes or something else. This man fixes it for us so that we can even show a theatrical contract in Buenos Aires,¹ and then we can get in without much trouble. You know Buenos Aires, don't you?" Well, the owner of the X (568-X) gives out contracts. It is a regular theatre and the girls walk about on the promenade. You see, he can do it nicely with the contracts because it's a regular theatre, and, besides, he has several cabarets in Buenos Aires."

108-G spoke of three girls procured by the man, of whom two had already gone to Hamburg. The investigator asked: "Do you mean to say that he can afford to send girls all the way to South America?" She said: "Of course you have to pay him back in work. You got to work in places that he sends you to. That's why I wouldn't go. You never can pay back; it takes too long." The investigator asked: "Did he get many to go?" She replied: "Yes, quite a number. They are all going together as a theatrical company. That's why my friend don't want to let it out. Germans are going too. I suppose any kind he could get. He's just a booking agent; he has been around here a long time. All the girls know him. All the girls that he sends always sail from Hamburg, and they usually go on ahead and work in the houses."

Another prostitute, when questioned about these offers, said: "It takes money to go to South America, but this girl 110-G [pointing to her friend] had a chance with a fellow. He was a *souteneur*; he had some money, but she wouldn't go with him. He'd get her down there and beat hell out of her. I told her not to go. He was one of those 'white slavers'. She is lucky too, because other girls went, and I guess they have it hard now. It was about six months ago. I know some of the girls. I met them around the *cafés*. You see, the way he did it was to organise a theatrical troupe. They are all business girls who pose as artistes. You see, 110-G was young and he wanted her. She'd be able to go with the rest and it would be all right. They always send a young girl in the care of the older ones. I don't know his name." Turning to 110-G, she asked: "What was the name of that fellow who wanted you to go to South America with him?" 110-G replied: "They used to call him 27-T. He isn't here any more. He is in Hamburg."

Through a prostitute, 109-G, the investigator made the acquaintance of a *souteneur* 100-P, who admitted that his prostitute had been approached by 27-T and offered a trip to Buenos Aires. An American-born prostitute, when the subject was brought up again, said: "I think 27-T got into trouble here about three months ago because the Austrian Government issued warnings in the Austrian papers that everybody who allows their daughters to travel in foreign countries should see that they get there safely, because they might fall into the hands of white slavers. After that we never saw him again."

A subsequent investigation in Hamburg, however, revealed that 27-T had left Hamburg for South America, after arranging for the sending out of a number of prostitutes and girls who posed as artistes (see report on Germany).

The account of 27-T furnished by the underworld at Vienna² has been given in full, because the activities of this trafficker illustrate how, under contract of employment as artiste, the trafficker can easily secure his victim. In Appendix II of the report on Switzerland an example is given of the kind of contract which may be entered into, from which it may be seen that the girl is often at the mercy of her employer.

Table A.

PROSTITUTION STATISTICS FOR VIENNA
(as supplied by the Director of Police).

Year	Number under control	Number newly registered	Number arrested for clandestine prostitution.
1919.	1,333	538	6,666
1920.	1,378	378	7,627
1921.	1,438	277	6,761
1922.	1,349	206	5,541

¹ See Argentine report.
² See Hungarian report.

APPENDIX.

EXTRACTS FROM THE REPLY OF THE AUSTRIAN GOVERNMENT
TO THE QUESTIONNAIRE ISSUED BY THE SECRETARIAT.

Vienna, June 7th, 1921.

The procuring of women and girls for purposes of prostitution is punishable by the Austrian Penal Law of May 27th, 1852 :

(a) As a crime of abduction, when :

- a woman, whether under or over age and against her will, or
- a married woman, whether under or over age, although with her consent,
- a person under the guardianship of her parents or guardians, although with her consent,

is abducted by force or fraud from her husband or, in the latter case, from her parents, guardians or trustees to any place used for disorderly purposes, no matter whether the object aimed at has been achieved or not (paragraph 96 of the *State Gazette*) ;

(b) As a crime of prostitution,

when an innocent person, whether under or over age, is prostituted, or when parents, guardians, tutors, etc., are guilty of prostituting their children, wards or other minors entrusted to them for their education or upbringing (paragraph 132, IV) ;

(c) As crimes to be regarded as prostitution,

when any person makes a business of procuring girls (paragraph 512, lit. b).

In cases of prostitution, the consent of the person prostituted does not constitute an excuse.

Nationals who have committed such an offence abroad are, on re-entering their country, subject to the provisions of the Austrian Penal Law (paragraphs 36 and 235) irrespective of the law of the country in which the offence was committed.

Foreigners who have committed one of the above-mentioned crimes abroad shall be extradited, but, if the foreign State should refuse to accept them, they shall be punished by Austrian law unless the crime is punishable by a less stringent law in the place where it was committed, in which case the latter shall be applicable (paragraphs 39 and 40). Foreigners who have committed an offence amounting to prostitution shall not be extradited or punished in the country (paragraph 234) (see classification in Annex I).

BELGIUM •

Belgium has signed and ratified the Agreement of 1904 and the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

A reply to the questionnaire issued by the Special Body of Experts has been received from the Belgian Government and has been carefully studied. Interviews were held with Police officials and with immigration officers and with representatives of voluntary associations. Contact was established with members of the underworld, and many prostitutes, *madames* and *sou'eneurs* were interviewed.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

In Belgium, communal authorities are allowed by law to regulate prostitution. Prostitution is regulated in about 30 communes. The regulations include the usual provisions, such as registration and medical inspection. Brussels suspended regulation for six months as an experiment, though the licensed houses were maintained. Brussels has now reverted to the former situation while a Commission is studying the question. In Brussels, in addition to the licensed houses, there are a large number of establishments used for prostitution. In addition, there were larger numbers of prostitutes operating in certain bars and restaurants throughout Brussels and also in Antwerp, whose double function was to encourage men to drink and, after the closing hours, to indulge in their real profession of prostitution. A good deal of solicitation was to be found on the streets.

Neither in Brussels nor in other towns visited in Belgium were prostitutes under 21 years of age found as inmates in the houses, although at least one *madame* was willing to allow a girl under 21 to come and receive "clients" at the house if she did not lodge there. Some girls under 21 years of age were met with in places used for prostitution. In some houses the *madames* accost men from the doorways, whereas in others the distinctive signs of the places make the resorts easily detectable. Many small hotels, mainly in the streets adjoining the big stations, are nothing more than clandestine houses of prostitution. Some of the hotels have adjoining taverns. In these places from three to five prostitutes nightly congregate and openly accost all men who enter. After encouraging the purchase of drinks, the prostitutes suggest intercourse. The patrons or owners of these hotels charge from 6 to 15 francs for the use of the rooms and the prostitutes ask from 20 to 40 francs for their services. Certain bars and dance halls and tobacconists are also centres of clandestine prostitution.

There were at Antwerp, in July 1925, twenty brothels, kept under licences issued by the College of Mayors and Aldermen. A large number of clandestine houses existed, many of which were either bars or dancing halls. Some houses were found to be occupied by two tenants, one of these women sitting at the door and soliciting passers-by, while the other attended to business inside the house.

In July 1925, the official houses were abolished and registered prostitutes were prohibited from living together.

Extracts from the investigator's reports disclose that, as in other countries, perverted practices were met with in many of the houses both in Brussels and in Antwerp. In at least one case where there was an exhibition of degrading acts, it was obvious that one inmate was witnessing the spectacle for the first time and was being initiated into a vice which she had hitherto ignored. The fact furnishes yet another proof of the demoralising influences of houses of prostitution.

A story repeated to the investigator by a seaman, but of which no verification was obtainable is given here for what it is worth. The informant said that there was a group of owners of a large house of prostitution in Antwerp who were planning to have a chain of houses with the girls going to a new house every three or four weeks.

The following extracts describe the bars and dance-rooms in Antwerp: "These places sell beer and wine, which is served by 'barmaids', who are in reality prostitutes. The barmaids drink with the visitors and invite them to continue drinking in a private parlour upstairs." According to the Police, these upstairs rooms are not equipped with bed or toilet facilities. The Police, while admitting these places to be disorderly houses, say that they have not sufficient evidence to require them to be licensed or their inmates to be inscribed, because there is no solicitation in the public rooms and that they have no official knowledge of what may occur in a private parlour after a couple have retired to it. One of these places, visited by the observer, had a large and most attractively furnished dance-hall; music was played by three male musicians. Though the observer remained for a considerable length of time, no suggestion was made of going upstairs until just as he was departing, when one of the barmaids (there were about eight), who spoke English, said to him: "The *madame* wants to know if you are not going up to a private room."

The girls in dance-halls stated that they were paid 20 or 25 Belgian francs a night by the management, but, as they were compelled to buy their suppers in the place and to tip the various male employees, they were entirely dependent for remuneration upon the tips which they received from the men with whom they danced. In neither place did the girls readily admit that they went out after closing hours — 2.30 or 3 a.m. — with the men whom they met, though, being pressed, they admitted that they occasionally went out with a friend.

The number of women inscribed at Antwerp has increased threefold in number between 1915 and 1924, as the following figures show :

1915 — Number of inscribed women, Antwerp — 214			
1916	"	"	286
1917	"	"	394
1918	"	"	406
1919	"	"	442
1920	"	"	374
1921	"	"	461
1922	"	"	558
1923	"	"	590
1924	"	"	652

The keeping of a house of prostitution in which there is a girl under age, or to which a young man under age is admitted, constitutes an offence punishable under the Penal Code (see Appendix, Articles 379 and 380). Apart from these cases, the keeping of a disorderly house is not, in itself, a punishable offence. Communal regulations with regard to prostitution prohibit the keeping of an unauthorised house of prostitution and the admission thereto of unregistered prostitutes; every occasion on which an unregistered prostitute is admitted constitutes an infringement of the law. Communal regulations prohibit prostitutes from soliciting, displaying themselves at the windows, standing at the doors of the houses, frequenting certain streets and walking about the streets after certain hours. Every infringement of the communal regulations is punishable with a fine of from 1 to 25 francs (plus costs) and a term of imprisonment varying from 1 to 7 days. According to the information received, the "police des mœurs" only takes action when it has itself observed an infringement of the law — for instance, when individuals solicit with excessive importunity. Police officers in uniform only keep a lookout for soliciting in certain streets.

Most of the prostitutes met with in Brussels admitted that it is very difficult to make much money there. Some of the poorer type of prostitutes stated that their earnings were small and that a girl cannot get more than three men a day. As a result, each prostitute, when she speaks to a man who refuses to accompany her, begs a few francs for "luck money" as they call it.

The law against "White Slave Traffic" is set out in the Appendix.

INCOMING TRAFFIC.

Foreign prostitutes registered in Belgium are deported as soon as they are registered, and there are therefore no statistics showing the number and the nationalities of such women who are operating in the country. The statistics showing deportations of foreign prostitutes are of interest, and give some indication of the extent of this traffic.

The Belgian Government stated :

"In 1922, all foreign women reported by the police to be engaged in *clandestine* prostitution were repatriated or expelled. No action was taken in the case of prostitutes of foreign origin *duly registered* in the records of the *Police des Mœurs*, except in cases in which they were reported to be suffering from venereal disease, or to have suffered one or more previous convictions. The majority of the foreign prostitutes are French, in view of the fact that the French language is spoken in Belgium.

"In 1923, the Department of Public Security decided to expel foreign women, whether registered or not, engaging in prostitution. About one hundred of them were expelled in 1923."

A person may be expelled from Belgium either by Royal Decree or by Administrative Order. Those who are expelled by Administrative Order sometimes return because there is no punishment attached to returning. Any person expelled by Royal Decree is liable to from two weeks' to six months' imprisonment on re-entering the country.

220 foreign prostitutes were deported from the country during 1924, of whom 178 were French, 12 Dutch, 11 German, 4 Poles, 3 English, 3 Italian, 3 Swiss, 2 Russian, 2 Turkish and 1 each from the Saar, Algeria and Luxemburg. The totals for 1925 showed a considerable reduction, i.e., 149 deported, of which 115 were French and 12 were Dutch, 6 Germans, 4 Italians and the rest in or about the same proportions as those in 1924. Three foreign *souteneurs* were deported between March and July 1924.

There are no particular difficulties involved in entrance into Belgium, particularly from France. There is no law in Belgium dealing with immigration. Aliens wishing to enter Belgium must produce an identity card or a passport, with or without visa, according to their nationality. In the vast majority of cases, these documents are made out on the basis of particulars furnished by the holders. When a foreign prostitute applies for a visa, this is refused if the Belgian Consul discovers her real profession.

Careful enquiries among the underworld revealed the presence of a certain number of foreign women operating clandestinely in Brussels but the numbers were small.

Some of the cases met with in 1924 were as follows :

At 117-X, the proprietor of a bar said : "I had two American girls working here last month. They went back to America. They did not belong to me. I let them work in the place. They just blew in same as the rest do." The investigator said : "How did an American girl ever pick this town out ?" He replied : "I heard they were show girls. They went broke and needed a dollar before they could get away." Asked how old they were he replied : "About 25 years old. They could have made nice money if they were allowed to stick." The investigator said — "What do you mean : 'allowed to stick'?" He said : "Prostitutes in Belgium are all controlled. No girl can do business here unless she is a Belgian. Whenever they find a girl who is a foreigner in a public house or in the street, she gets a card. That means that she can stay in Belgium for six weeks and work in a house. After the time is up she has to leave the country and while she is doing business, she has to go twice a week for an examination. Every time she fails to show up she gets a fine of 50 francs, the same as the Belgian girls do¹." The investigator said : "At that rate there cannot be many foreign girls here." He replied : "There are quite a few but you won't see them in the houses. They are on the streets and in the *cabarets* and bar-rooms."

In the better-class streets many foreign girls were found in Antwerp. The French girls seemed to predominate. There were two English girls, and six who said they were Dutch. These unregistered prostitutes all admitted their nationalities and said that they are not enrolled with the Police. All the prostitutes whom the investigator met were at least 25 years of age, and from general appearances are barely making a living.

Certain cases of traffic have been detected in Belgium among the emigrants passing through on their way to North or South America and have been the subject of communication between the Central Authorities of Belgium and of the country of origin of the emigrant. One example will suffice as an illustration. A man named L., a Roumanian, was discovered to be bringing women from Roumania to Antwerp under false promises of taking them on to work in South America. In one case the woman paid for an emigrant's ticket but found she had no steamer ticket on arrival in Antwerp. The man escaped.

OUTGOING TRAFFIC.

Belgian prostitutes are found in fairly large numbers in France, and, to a less extent, in Germany and Holland. The last two countries have the policy of expulsion of foreign prostitutes. Nothing more than a card of identity is required to cross the border for France. Comparatively few Belgian girls were found practising prostitution in South America or in Northern Africa. Belgian passports are issued to persons under 21, and more particularly to girls, on the following conditions; the passport is not delivered to the minor, except with the authority of the parent or guardian, or, failing these, with the authority of the magistrate².

The underworld speaks of a certain exodus of Belgian women and *souteneurs*, as the following extract from the reports of an investigator show :

"In Antwerp I met 34-P, a Buenos Aires *souteneur* who had been introduced to me by 2-T in Paris last month. 34-P stated that he is sailing for Buenos Aires in a short time, and admitted that he is in Antwerp to get some diamonds to smuggle into the Argentine. I asked him if he had succeeded in getting hold of any girls to take back to Buenos Aires. He said : 'I was up to see 6-T in Warsaw and there were two (girls) there whom I paid the fare back for. They'll pay me the money when I get back.' "

"I then accompanied 34-P to a bar-room, the 117-X at . . . The proprietor, a burly Belgian who speaks excellent English, welcomed us. He said : 'There are plenty of girls who are in this town that would be glad to go where there is real money, but they all have comrades (*souteneurs*) and it is pretty hard to get them loose. There's a nice little English girl who works here at night. Why don't you come around and talk to her? Maybe she wants to take a trip.'

¹ If this statement, made in 1924, was true, the practice was certainly contrary to Ministerial instructions.

² Instructions have recently been issued to the effect that the applicant, if a girl, must further prove the object of the journey by producing a contract of engagement. In this case, the name and address of the person who has acted as intermediary must be supplied, together with a legally attested declaration by that person assuming financial liability for the refund of any expenses incurred if the girl should be repatriated. If there is no intermediary, the liability must be assumed by the relatives, or, if they are not solvent, by some outside guarantor. The Belgian authorities retain the right to reject any application where there is doubt of the morality of the object.

“Any boy (*souteneur*) who has enough money to get away from here goes. Take a look at the old grandmothers they have in the joints. They're here because they ain't worth while.”

“During the early evenings I spent considerable time in 117-X, where the proprietor introduced me to several Belgian *souteneurs*. Two who became most friendly gave me their names as 41-P and 42-P. Both admitted having prostitutes in houses on 119-X. They also stated that many of their friends had taken prostitutes to South America, and also to the Belgian Congo. They likewise agreed that very little money can be made in Belgium, and that each boy (*souteneur*) who can afford it ‘always gets away’.”

In Brussels, a Belgian *souteneur* 43-P said that he intended to take his girl — 44-G — an inmate of a house of prostitution, to Mexico “as soon as she makes enough money”. He stated that 44-G is just 21 years old, and that he met her after the war in Liège where she was employed in a butter-and-egg store. He brought her to Brussels less than a year ago and since then she has been in a house.

A certain amount of traffic in and out of Belgium was discovered but the result of enquiries suggests that the chief traffic is of a national character.

APPENDIX.

LAW ON THE SUPPRESSION OF THE WHITE SLAVE TRAFFIC

(May 26th, 1914).

Article 1. — Articles 379, 380, 381 and 382 of the Penal Code shall be replaced by the following :

Article 379. — Any person committing an offence against public morality by instigating, aiding or abetting immoral conduct in minors of either sex, whom he knows to be such, or their corruption or prostitution, to satisfy the passions of another person, shall be liable to imprisonment for from one to five years and a fine of from 100 to 5,000 francs, if the minor has attained the age of sixteen years,

“If the minor has not attained that age, the sentence shall be one of penal servitude (*réclusion*).

“If the minor has not attained the age of fourteen years the sentence shall be one of from ten to fifteen years’ hard labour (*travaux forcés*).

“If the child has not attained the age of ten years, the sentence shall be one of from fifteen to twenty years’ hard labour (*travaux forcés*).

Article 380. — Any person committing an offence against public morality by instigating, aiding or abetting immoral conduct in minors of either sex, whom through negligence he did not know to be such, or their corruption or prostitution, shall be liable to imprisonment for from three months to two years and a fine of from 50 to 1,000 francs.

Article 380 bis. — Any person who, to satisfy the passions of another person, shall by false pretences or with violence, threats, abuse of authority or other means of intimidation, procure, induce or entice a woman or girl of full age to commit immoral acts, shall be liable to imprisonment for from one to five years and a fine of from 100 to 5,000 francs.

“Attempts to commit this offence shall be punished by imprisonment for from three months to three years and a fine of from 50 to 3,000 francs.

Article 380 ter. — Any person who shall, by the means above specified, detain a person against her will, even if of full age, in a disorderly house, even on the ground of debts contracted, or compel a person of full age to commit immoral acts, shall be liable to imprisonment for from one to five years and a fine of from 100 to 5,000 francs.

Article 381. — The minimum sentences specified in the foregoing articles shall be raised as provided in Article 266 :

“If the offenders are relatives in the ascending line of the person against whom the offence was committed ;

“If they have any kind of authority over that person ;

“If they are teachers or paid servants of that person, or servants of the persons specified above ;

“If they are public officials or ministers of religion.”

Article 382. — If the offence was committed by the father or mother, the offender shall further lose the rights and privileges conferred upon him or her over the person and property of the child by the Civil Code, Book I, Part IX — ‘Paternal Authority’.

“The offenders may further be placed under special Police supervision for a period of not less than five and not more than ten years.”

Article 2. — Any Belgian subject committing outside Belgian territory any of the offences mentioned in Articles 379, 380, 380 bis, and 380 ter of the Penal Code may, if discovered in Belgium, be proceeded against in that country, even if the Belgian authorities have received no official complaint or notification from the foreign authorities.

Any foreigner who assists in or is accessory to the offence may, if discovered in Belgium, be proceeded against in that country either jointly with the Belgian offender or after the latter’s conviction.

Article 3. — Paragraph 18 of Article 1 of the Extradition Act of March 15th, 1874, shall be replaced by the following :

“For committing an offence against public morality by instigating, aiding or abetting immoral conduct in minors of either sex, or their corruption or prostitution, to satisfy the passions of another person ; procuring, inducing or enticing a woman or girl of full age to commit immoral acts, whether the offence was committed under false pretences or with violence, threats, abuse of authority, or other means of intimidation, to satisfy the passions of another person ; detaining an unwilling person in a disorderly house, or compelling a person of full age to commit immoral acts.”

BRAZIL

Brazil is a party to the Agreement of 1904 and the Conventions of 1910 and has signed but not ratified the Convention of 1921 for the Suppression of Traffic in Women and Children.

On the presentation of credentials to the Ministry of Foreign Affairs, interviews were arranged with the various heads and officials of departments dealing with matters relevant to the enquiry.

From the National Health Department were obtained the addresses, ages and nationalities of over 1,700 prostitutes who had been visited and urged to avail themselves of the treatment facilities of the Dispensary.

Numerous private citizens furnished useful information and in one case valuable statistics.

In connection with this investigation, the conditions on six trans-Atlantic steamers were noted *en route* between Europe and North America or South America. In addition, the investigators attended the inspection of another such steamer while it was in the harbour at Rio.

Visits, with and without official escorts, were made by the investigator to a large number of hotels, *cafés*, *cabarets* and houses of prostitution, where prostitutes, *madames*, *souteneurs* and traffickers were interviewed.

At the time of the enquiries on the spot, Brazil was in an unsettled condition and therefore the investigators could not visit, among others, the important cities of Sao Paulo, Santos, Bahia and Pernambuco.

Information as to the conditions in places other than Rio de Janeiro was obtained from national officials in that place as far as possible. The direct enquiry was therefore confined to Rio de Janeiro. Even in that city, however, conditions were such that it was not always possible to obtain all the statistical data and all the replies to lists of questions which the Director of Investigations presented through the Ministry of Foreign Affairs to the various departments of Governments.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Houses in which prostitution is practised were found to be scattered throughout Rio de Janeiro. Each section of the city has its own segregated district and, while there is no regulation which makes it compulsory for the owners to confine the houses to a certain street or streets, the resorts are in fact clustered together in true segregated-district style. This arrangement not only applies to the poor sections of the city, but also to the localities wherein are situated the best class residences.

According to information secured in the underworld, no woman or man can operate a house of prostitution. A woman can, however, upon securing a licence, conduct a boarding-house for prostitutes. The housekeeper may have as many prostitutes in her house as she has rooms, and may charge the prostitutes any amount that she sees fit for board and room. The housekeeper cannot share the prostitutes' earnings from prostitution, but she usually divides, on a small percentage basis, the money which the prostitute makes her customers spend on liquor.

The house rent usually averages a "conto" a month (\$130), and the licence fee, which is paid half-yearly, varies from one "conto" to three "conto" a year (\$130 to \$390).

The housekeeper keeps a register of all inmates, which includes name, age, nationality, etc. This register is submitted to the local Police each time a new girl is registered or a girl departs. The Police Department stamps the book or register, and the girl is seldom seen by its officials. The *madames* stated that, although no girls under 21 years of age are supposed to be registered, girls as young as 15 and 16 years of age, are in the houses. The *madames* merely require the girls to state that their ages are over 21, and then send the register to the Police.

In the houses wherein are harboured 15- and 16-year-old girls, the majority are Brazilian girls, some of whom have been married and either left their husbands or been deserted by them.

In the localities where the houses were found it was noticed that Police officers patrolled near by. These officers were said to be stationed there to prevent disorder, and to stop the prostitutes from soliciting on the streets, or from windows and doorways.

The prostitutes entirely disregarded the policemen and often boasted that this was because they made weekly payments to certain officers.

It is said that nearly all the girls have *souteneurs* and that the real owners of the houses are men. The *souteneurs* and male owners of the houses are forced to keep under cover because of the Police, and, in order to avoid trouble, they usually take up some employment or have *alibis*, which can be vouched for in case they are picked up by the Police.

The Brazilian Government, on March 12th, 1923, replied to a League of Nations questionnaire as follows :

"This country does not possess any actual 'system' of licensed houses, since we have no laws regulating prostitution. The Police subject prostitution in all its forms to special vigilance; they localise it so that it may be less offensive to public decency,

and they inspect houses in which it is carried on with a view to suppressing abuses and crimes, procuration and the obtaining and prostitution of minors. Disorderly houses come particularly within the sphere of Police activity; the Police require them to be specially registered, and may, if necessary, close them for so long as they think proper, either by compelling them to remove to another locality or by shutting them down finally."

A Brazilian lawyer who has studied this question confirms the facts described as to minor girls in an interesting treatise on Prostitution and Traffic in Rio. He found one girl of 17 under treatment at the dispensary, and he believes that a number who give their ages as 25 to 27 are really minors. He adds that a shortage of establishments for the reform of these young girls makes the work of the Police and of the *Juge de Mineurs* very difficult.

An illustration of the relations between the *madames* and the Police and their joint treatment of the question of minor girls practising prostitution is contained in the following experience of an investigator.

While in X-Rua, the *madame*, 10-M, who speaks very good English, said she had just taken into the house two girls; one was 15 and the other 16 years of age. She added: "Both of these girls are just kids. They were thrown out of their homes. One is married. Her husband threw her out after a petty quarrel. I took them over to the police station and said that they are 22 years of age." She then took the investigator into the girls' room and introduced him to them. Both girls are Brazilians and appear very young. The *madame* then tried to induce him to select one of the girls. Both quoted their price as 10 milreis (\$1.30).

Some evidence of national traffic in the country was discovered. In making investigation in the underworld, evidence of an attempt to procure women for immoral purposes for an inland town of Brazil was met with, as follows:

7-M, the *madame* of a licensed boarding-house in Rio, said in the investigator's presence to 3-T, a trafficker and confidant of Rio's underworld: "A man I know who is an impresario wants ten girls to work in a *cabaret*. You know my girls can entertain. If I let them go he says they'll only be gone two weeks. It's some sort of a show or something, I don't know what. It is going on in a town not far from here; he wants to send them." 7-M, when questioned concerning this alleged impresario, refused to divulge his name or location but admitted that the troupes of girls he conducted were really nothing but travelling brothels.

The following description of a prostitution district is an example of the centres, found in certain countries, which stimulate a demand for prostitutes.

Prostitutes may be seen standing in the windows and doorways of their huts, clad in loose-fitting garments and short dresses, with arms and legs exposed, calling loudly to the passers-by. The houses are extremely insanitary, and in most cases have little or no privacy. All day and all night hundreds of old and young men can be seen passing through the streets entering and leaving the houses; soldiers and sailors of all nationalities are always visible. In fact, *souteneurs* usually meet the incoming steamers, warships, and so forth, and direct the unacquainted to the district. In each house or hut the prostitutes offer intoxicating liquor for sale at prices slightly higher than elsewhere. The women are the most depraved that can be imagined. In addition to normal intercourse they suggest various forms of perversion and do not hesitate to perform a series of degrading acts if the compensation offered is sufficiently attractive.

OUTGOING TRAFFIC.

Little, if any, evidence was discovered of Brazilian women emigrating or being taken to foreign countries for purposes of prostitution. In the neighbouring countries the number of prostitutes of Brazilian nationality form a very small proportion of the number of foreign prostitutes. In Portugal, in spite of the identity of language, out of 878 foreign prostitutes in 1924, only 14 were Brazilian.

INCOMING TRAFFIC.

The Brazilian Government, in a letter to the League of Nations, dated March 12th, 1923, said, in relation to foreign women employed in houses of prostitution:

"The foreign element forms a very large proportion of the total, both in houses of this nature and among prostitutes in general. There are brothels — a very large number, indeed — frequented exclusively by foreign women, who have come from almost every country in Europe. If we disregard lower forms of prostitution, where the foreign element is also prominent — although to a lesser degree — and confine our answer to the terms of the questionnaire, which refers to disorderly houses properly so called, the proportion of foreign women 'employed' is 80 per cent, excluding the 'conventillos' (disorderly houses) referred to above in which only foreigners are to be found."

Ample legal authority appears to exist for the exclusion and deportation of alien traffickers, *souteneurs* and prostitutes (see Appendices I and III), but it is evident that the laws and decrees on this subject are easily evaded, as large numbers of undesirable characters are found in Rio and the prostitutes operate quite openly. An investigator travelled from Europe to Rio de Janeiro on the same boat as a prostitute. This woman was entered on the passenger's list as destined for an address which was that of a notorious house of prostitution in Rio.

From many sources it was learned that Brazil, and particularly Rio de Janeiro, is a "place of demand" for the services of foreign prostitutes and for young girls to be mistresses of wealthy men. The number of foreign prostitutes, mainly Russian, French, Polish, Portuguese and Italian, found in the various resorts constitutes nearly 60 per cent of all the white prostitutes practising (see Appendix II).

Among the foreign prostitutes encountered were a few minor girls. For example, the *madame* of one of the highest-priced houses of prostitution in Rio (7-M) told the investigator of a minor prostitute harboured in her house. She said: "Take for instance, 17-G. She is just 19 years old. She came from Cuba and has been here three months. She went to Buenos Aires with a Spanish theatrical troupe and met a man there who kept her for a month. Then he left and she met a *souteneur* who brought her here and put her in business." The girl said she had not practised prostitution before coming to Rio. This case is dealt with in the report on Cuba.

Souteneurs stated that it is sometimes difficult to bring into Rio prostitutes, or girls destined to be prostitutes, unless arrangements are made with certain local business men who act as accomplices and pose as relatives or as persons offering employment. After landing, the prostitute or victim is taken to a house of prostitution or other place where arrangements have previously been made for her reception.

These *souteneurs* added that, whenever they need a new girl, they know where to get one in Europe. They are also in touch with and had used the same persons particularly in Paris and Warsaw that are known to the underworld of Buenos Aires as agents and "senders" of girls. 10-P, a *souteneur*, when asked where he got his girl, said: "We have been together for the last five years. She is a Polish girl. I came here with her from Warsaw. I had her in Paris with me and also in London. She did a little 'business' — not much — in Poland before we left. I am trying to get a few thousand dollars together. Then I'll get a house and she can take it easy."

A *madame* of one of the more important boarding-houses for prostitutes, containing mostly foreign prostitutes, stated: "It is very easy to get in here. If the girls do get questioned we have a lawyer (9-X) who fixes things up for us. Sometimes, you see, a girl looks too young, or perhaps too sporty. Then it takes dollars to straighten it out. The best way is for the girl to come alone and give her occupation as a modiste — or milliner — anything that looks reasonable. 'Actress' sometimes opens the way for them to hold her, and then it costs money".

The investigator was then introduced to a trafficker named 3-T, who said: "It is not dangerous to bring anybody in. The whole thing is to be sure and get them in. I take care of all the people who have somebody coming in." He continued: "You see, the trouble is not here so much as when the girls go to get visas. There they want to know where and why and all sorts of questions. They won't let young girls in or girls that look like hookers (prostitutes) unless they have a respectable person to vouch for them and take care of them in case they can't get work. I am a half-doctor. Me they do not question. They are not so strict with girls from Buenos Aires; but Europe — especially Russia, Poland and France — they turn them back."

He further went on to state that, by appearing at the steamer and offering to take care of the person whom the immigration officers are in doubt about, such person is permitted to land.

It was explained to the investigator by the *madames*, prostitutes and *souteneurs* that young foreign girls were usually brought over to be taken up by wealthy Brazilians as mistresses. The more notorious *madames* and *souteneurs* frankly stated that they had upon many occasions supplied minor foreign girls to these wealthy men and had received large sums of money for effecting the introduction both from the man and from the girl herself. When asked where these pretty young girls come from, one *souteneur* said: — "Oh! 'shows' come through town all the time and always drop a few." He continued: — "Do you know — there are more kept women in this town than prostitutes?" Others are brought by their husbands (*souteneurs* who go to Europe, marry them, and place them in "business" in South America) or relatives, such as the 20-year-old niece of the *madame* 8-M who is referred to later in the report. The majority of the foreign girls who are to be found in the houses come over at the instigation of "friends", male or female, who advance the money and are reimbursed from the earnings of the girls.

It was also learned that when a young and pretty girl arrived in Rio she was invariably taken by the person who brought her to a fashionable hotel-bar after business hours. It usually resulted in turning her over to some man to whose fancy she appealed. Girls who were too young to waste their time in houses of prostitution were placed on exhibition in the large gambling resorts for a similar purpose. This practice was verified by personal observation of the investigator at these places.

The *madame* of a house of prostitution in Rio stated that she had been instrumental in procuring young recruits for wealthy clients of her resort. She said: "If a girl is young

or at least looks young, I can fix her up with a rich man. She can live here, and he'll pay all her expenses. I wanted 8-M (*Co-Madame*) to bring her niece over from Warsaw. She is not 20 years old, and is a widow. She can leave her baby in Poland, and if she comes here we can make something of her. I have a number of rich men who are always in the market. If I tell you that I can place the right girl so that she will be fixed for life, you can rest assured I mean it."

Later the investigator had an opportunity of questioning 8-M about the anticipated procurement of her minor niece of whom 7-M had spoken. 8-M said: "I am arranging to bring my niece over here. She is very poor, and I have a very rich man in town here who will keep her. I know his taste. I wish I had conto for each girl I have made a lady of. She is not 20 years old, dark and beautiful. She is better off here. What could she do in the marriage line? Marry a beggar in Warsaw."

On another occasion the investigator asked how girls were obtained for the house. 11-DH, a house-owner, said: "That is our least worry. If we had 60 rooms in our house we could get more girls than we need. They're always coming in. You know that these girls are starving to death in Europe. Here a girl makes good money. It's not like Buenos Aires or Montevideo, where they divide the proceeds. Here they keep all."

The investigator then asked: "If they are starving to death in Europe, where do they get the money to pay their way over?" He said: "A girl who has been here will send for her friend. She pays her back when she makes it. If a *souteneur* wants a new girl (woman) he goes over. You know there is always something going on." When asked: "How can a boy (*souteneur*) get a woman on the other side?" he replied: "Have you ever been to Poland or any part of Russia? No; well, go into any brothel over there, give a girl a chance to come over and you can't loose her."

An interesting confirmation of the activity of traffickers in procuring women was furnished by a reliable informant. He said: "Very often the cables are used by Rio's underworld as a means of communication to Europe." He stated that 3-T has repeatedly sent cables to Poland, and mentioned that upon one occasion 3-T was accompanied by a woman whom he knew to be a *madame* of a disorderly house. The woman he described corresponded to the appearance of Madame 7-M. He also said: "I also remember sending several cables to that address. Time and again women I know to be prostitutes have sent cables to France and Poland, advising friends to come here."

The fact that traffickers in one country know those in another is illustrated by the following extract from conversations with the underworld in Rio: The investigator said to a *madame*: "1-DH usually does business with a fellow 2-T in Paris. Perhaps you know him?" She replied: "Do I know him? I'll say I do! Many a girl he sent to me. Here and in Bahia. I know him very well. In those days I got half, so it paid me; but now it would not."

A house-owner was asked: "Do you know 2-T?" 12-DH said: "I certainly do! But what does a fellow need him for? If you can afford to go to Poland you don't need anybody! There's plenty there!"

In Brazil, as in other places, there is traffic in women which, as has been shown, is fostered by open houses of prostitution.

APPENDIX I.

LAWS AND REGULATIONS IN FORCE IN BRAZIL REGARDING THE TRAFFIC IN WOMEN AND CHILDREN

REPORTS BY VARIOUS OFFICIALS SUBMITTED AT THE BRAZILIAN NATIONAL POLICE
CONFERENCE, RIO DE JANEIRO, MAY 3-AUGUST 9, 1917

VOLUME I.

Pages 127 to 142 (*Scope, Duties, Laws and Regulations of Maritime Police of Rio*: by Julio Edmundo BAILLY, Chief Inspector, Maritime Police).

The Police have general powers to prevent the entry into Brazil of "undesirable" persons (including persons engaged in the traffic in women and children); a special branch of the Maritime Police is detailed for this service.

Captains of vessels entering Brazilian ports have to furnish the Maritime Police with a list and particulars of the passengers on board (name, age, nationality, sex, status, occupation and port of embarkation and of destination). The Police inspect the vessels and passengers before arrival in port and are empowered to prevent the landing of any persons who are considered dangerous to public morals. If necessary, they can also obtain powers to make arrests.

The Inspector-General of the Maritime Police sends to the Secretary of the Police Force a monthly list, with particulars, of the passengers who have entered or left the country and also of the arrival and departure of ships. The Police authorities keep a list of persons deported (including procurers) and also a register of undesirables, suspected persons, etc., with full particulars, including photographs.

Pages 303 to 310 (*Police Relations with Foreigners and their Constitutional Rights*. By Dr. Rodrigo OCTAVIO, Attorney-General).

Foreigners enjoy the same rights in Brazil as Brazilians, but the Executive has the power to exclude from the country persons coming under a number of categories, including white slave traffickers, such persons being classed as "undesirables".

VOLUME 2.

Pages 182 to 183.

Under the Brazilian Constitution, Article 72, paragraph 10, and in virtue of a ruling by the Supreme Federal Court, the Police have power to prevent the entry into the country, or to expel, all persons who are considered harmful to the moral welfare of the country (including procurers, traffickers, etc.).

Page 253.

The authorities have power to suppress journals or reviews, books, pictures, etc., of an obscene character.

EXTRADITION TREATIES.

Although, of course, Brazilian nationals cannot be extradited, the Brazilian authorities are empowered, under various extradition treaties, to expel undesirable aliens (including procurers and other persons engaged in the white slave traffic).

CONSOLIDATED BRAZILIAN PENAL LAWS, 1918.

Page 95.

Any person who removes a woman, whether a minor or not, from her home for immoral purposes, is subject to solitary confinement for a period of from one to four years.

The usual penalties are imposed for rape and other sexual offences, and the punishment is increased if the guilty party is a parent or guardian, or has any authority over the victim, or is a minister of religion.

APPENDIX II.

TABLE TAKEN FROM MEMORANDUM PREPARED FOR THE INVESTIGATOR

by Dr. Mattos Borges in Rio de Janeiro in July 1924.

Nationality	District of Lapa	Central District	District of Mangue	Total
Brazilian	326	265	396	987
<i>American Continent:</i>				
North American	3	2	2	7
Argentine	7	2	—	9
Mexican	1	—	—	1
Uruguayan	—	4	2	6
Venezuelan	1	—	—	1
				<hr/> 24
<i>Africa:</i>				
Egyptian	—	1	—	1
<i>Asia:</i>				
Japanese	5	2	—	7
Turkish	2	—	4	6
				<hr/> 13
<i>Europe:</i>				
German	2	3	4	9
English	3	3	5	16
Austrian	6	9	9	24
Belgian	1	—	—	1
Spanish	12	12	—	24
French	81	57	10	148
Dutch	—	1	—	1
Hungarian	6	—	3	9
Italian	21	11	7	39
Montenegrin	—	—	2	2
Polish	49	50	45	144
Portuguese	32	24	13	69
Roumanian	3	6	2	11
Russian	32	52	74	158
Serbian	—	2	—	2
Czechoslovakian	1	—	—	1
				<hr/> 658
Total of foreigners by district.	268	246	182	<hr/> 696
Total of prostitutes	—	—	—	<hr/> 1,683

APPENDIX III.

REPLY BY THE BRAZILIAN GOVERNMENT TO THE QUESTIONNAIRE
ISSUED BY THE SECRETARIAT.

[Translation.]

I.

August 6th, 1921.

Brazil has adhered to the movement towards a higher morality which has arisen among civilized peoples against the perverted form of depravity which, in international documents, is styled "The White Slave Trade." The Brazilian Congress voted a Law, No. 2992, on September 25th, 1915, which modified Articles 266, 277 and 278 of the Penal Code:

"PENAL CODE, Article 266 (as modified by the above-mentioned law):

"To make an attempt on the morals of a person of either sex, by means of violence or threats, with the object of satisfying lascivious passions or to corrupt the said person: Penalty — solitary confinement of from one to three years.

"1. To incite, further or facilitate immorality in a person of either sex under 21 years of age, inducing the said person to commit improper acts which corrupt his or her innocence, or pervert the said person or his or her moral sense in any way: Penalty — solitary confinement of from six months to two years.

"2. To corrupt a person of either sex under 21 years of age by committing immoral acts with or upon the said person: Penalty — solitary confinement of from two to four years.

"Article 277. To induce anyone, by use of deceit, violence, threats, abuse of authority or any other means of coercion, to satisfy the immoral desires or lascivious passions of another.

"To incite, further or facilitate prostitution in another person for the purpose of satisfying the said desires or passions of another: Penalty — solitary confinement of from two to three years.

"The same crime, if committed by an ascendant on a descendant, by a tutor, guardian or person entrusted with the education or wardship of any person under age on the said person or by a husband on his wife: Penalty — solitary confinement of from two to four years.

"In addition to this penalty and the loss of civil rights (*interdicção*) thereby incurred, there shall further be imposed:

"On a father or mother, the loss of all legal rights over the person or property of the child who has been led into prostitution;

"On a tutor or guardian, immediate loss of that function;

"On a person entrusted with the education of a minor, the loss of the right to teach, or to direct or draw profit from any establishment for instruction or education;

"On a husband, the loss of conjugal authority, which shall follow criminal proceedings to be taken within three months on a complaint which can be made only by the wife.

"Article 278. To maintain or exploit brothels, and to admit into a house in which the offender resides persons of different sexes or of the same sex, who meet there for immoral purposes; to induce women, by taking improper advantage of their feebleness or poverty or by constraining them, by intimidation or threats, to give themselves up to prostitution: or to give, for the offender's own profit or that of another on the responsibility of the offender himself or of another, any assistance or aid to the trade of prostitution: Penalty — solitary confinement of from one to three years and a fine of from 1,000\$ 000 to 2,000\$ 000.

"1. To seduce, inveigle or lead astray for the purpose of satisfying the lascivious passions of another any woman under age whether she be a virgin or not, even with her own consent; to seduce, inveigle or lead astray to satisfy the lascivious passions of another, any woman over age whether she be a virgin or not, should the offender use for that purpose threats, violence, fraud, deceit, abuse of authority, or any other means of coercion. To keep by any of the above-mentioned means, or even on the pretext of debts contracted by her, any woman of or under age, whether she be a virgin or not, in a house of prostitution and oblige her to give herself up to prostitution: Penalty — the same as in the preceding paragraph.

"2. The crimes dealt with in Article 278 and para. 1. of the above-mentioned Article, shall be punished in Brazil even when one or more of the acts constituting the offences there provided for shall have been committed in a foreign country.

"3. Criminal proceedings shall be taken for the offences dealt with in this Article:

"(a) On a denunciation by the Public Prosecutor;

"(b) On a complaint by the victim or his or her legal representative;

"(c) On a denunciation by any other person."

II.

In addition to the Penal Code, there are other provisions of the Brazilian Law directed against traffic in women and corruption of children.

The CIVIL CODE, Article 395, lays down: "A father or mother shall lose by sentence of the Court his or her parental authority:.... (iii) if they practise acts contrary to morals and good behaviour."

Within the terms of this provision are included, apart from procuring and debauching, many acts which are not included in either of these two classes, but are connected with them.

The DECRET No. 4242 of January 6th, 1921, Article 1, authorises the Government to forbid the entry into Brazil of aliens who had been convicted for procuration in another country, and of alien women going to Brazil for the purpose of giving themselves up to prostitution. Article 2 of the same Decree authorises the expulsion of an alien who has been convicted of procuration in or outside the country.

There are measures for international assistance against exploitation of women: in order to make them more efficacious, Decree 4269 of January 17th, 1921, regards the crimes of procuration, enumerated in Law No. 2992 of September 25th, 1915, as above referred to (which modifies Articles 266, 277, 278 of the Penal Code), as offences in respect of which bail cannot be accepted.

Should the Maritime Police discover that any passenger of the class which is not allowed to enter Brazil is on board a ship which has come to anchor in one of the ports of the country, the Police shall take the necessary measures for putting the Law into force.

CANADA

Canada is a party to the Agreement of 1904 and to the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

During the enquiry in Canada the following places were visited: Ottawa, Quebec, Montreal, St. John's, Halifax, Windsor, Vancouver, Victoria.

Upon presenting credentials, interviews were had with National and local officials having special knowledge of matters relevant to the enquiry, and in particular with Police and immigration officials. The American Inspectors of Immigration in Canada at the various cities and frontier stations also furnished valuable information.

In addition contact was established with persons of the underworld, and a number of resorts frequented by them were visited.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

The situation in Canada is generally somewhat similar to that existing in the United States. Both countries have federal forms of Government with considerable State autonomy. Both countries have a steady influx of emigrants, though Canada has not the problem of absorbing emigrants of many different races and nationalities, as has the United States.

Segregated districts for prostitution were eliminated ten years ago or more in most of the cities of Canada. Certain towns still possess brothels open to the public, as were found in Montreal. The Royal Canadian Mounted Police stated that Prince Rupert had a large district containing approximately a score of brothels; that Nanaimo had five houses and that Rossland had two. In the last-named city the two houses were said to be kept open in accordance with local policy.

The Royal Canadian Mounted Police report that the ages of the prostitutes in these houses vary from 30 to 60 years, and that all the inmates, with one exception, had been in Canada for eight or ten years. The single exception was a coloured woman who had been in a house at Prince Rupert for five months, having entered Canada at Emerson, Manitoba, in January 1924, when she was 22 years of age. She came from Atlantic City, New Jersey.

Canadian law (See Appendix I) contains many provisions dealing with the offence of procuring and living on the immoral earnings of a woman. The following two clauses directed against *souteneurs* should prove useful in establishing guilt, irrespective of the woman's evidence which is usually very difficult to secure. The Criminal Law penalised anyone who:

"Being a male person, lives wholly or in part on the earnings of prostitution; "

"Where a male person is proved to live with or to be habitually in the company of a prostitute or prostitutes, and has no visible means of support, or to live in a house of prostitution, he shall, unless he can satisfy the court to the contrary, be deemed to be living on the earnings of prostitution." (1913. c. 13.)

INCOMING TRAFFIC.

The Canadian Immigration Laws are strict (see Appendix II) and their enforcement sufficiently thorough to justify the statement that very few women of foreign nationality are coming or being brought to Canada for purposes of prostitution except from the United States. The evidence points to the fact that the vast majority of persons who come to Canada are colonists and farm labourers. At one time a considerable number of persons were brought to Canada with the idea of smuggling them through into the United States. Among this class were a number of Armenians, but there is no evidence that the women among them were prostitutes, or were brought for the purpose of prostitution. The recent strengthening of the United States laws that has made it impossible for Europeans to come to Canada for the purpose only of entering the United States on a parity with Canadians after a short residence in Canada has greatly reduced the number of Europeans who came only to Canada for the purpose of entering the United States after a short residence in Canada. A census taken by the Royal Canadian Mounted Police of the inmates of brothels in certain towns showed that there were no recent arrivals in any of them.

In Montreal, prostitution conditions were not satisfactory. From underworld sources it was learned that in the late spring and summer there is a considerable influx to Montreal of prostitutes and *souteneurs* from the United States. 166-P (a *souteneur* prominently connected with the underworld in the city of New York) said: "I see a bunch of them around. It's good picking up here in the summer. I've made a lot of money here. Things are open (little or no voice restriction) in Montreal, while in New York, prostitutes who work are taking an awful chance".

Further conversations between the investigator and a *madame* in Montreal and an American prostitute corroborated the statements made by the *souteneur* just mentioned. Both said that, in addition to prostitutes from New York, there is also a considerable influx

during the summer months of prostitutes from such cities as Detroit, Chicago, Troy and Buffalo. The prostitute particularly stressed the abnormal conditions existing in Montreal during the summer of 1926. All underworld characters spoken to in the city of Montreal stated that there is little or no migration of prostitutes from European countries to Canada. A madame (57-M) said: "You won't find many here. I know about every joint (resort) in this town, and there ain't any foreigners except Americans in the houses".

The nationality of most of the single women immigrants is Finnish, and these enter for farm work, domestic work and for the purpose of marrying agriculturists. The addresses of their destination given by all the women are said to be investigated, and where any address seems to be at all suspicious, the Canadian Immigration Officers state that they turn back the immigrant.

The Chief of Police of Victoria, B.C., stated that such prostitution as he knows to exist is carried on by local girls. The United States Inspector in Charge of Immigration at Victoria confirmed the statement of the Chief of Police, and added that "there is no longer any market for 'white slaves' either in South-Western Canada or in the North-Western United States, and that therefore the traffic has virtually gone out of existence". This information was again corroborated by the commanders of the Royal Canadian Mounted Police and by the Canadian and other American immigration officials.

Formerly there was a considerable international traffic in Chinese girls to Canada, but this has been checked by the passing and enforcement of the Chinese 1923 Immigration Act and by energetic efforts of the Canadian authorities against the activities of certain Chinese secret societies, called "Tongs", which have been active in fostering Chinese slavery. In an interview with persons qualified to describe the conditions in oriental traffic to Canada, it was stated that Chinese girls were formerly introduced into the country by men who purchased them in China, and brought them back to Vancouver with their families. The Canadian immigration officers were unable to distinguish them from members of these men's families. Since 1923, however, owing to strict immigration measures, only one Chinese immigrant has been admitted to Canada. The only Chinese admissible to Canada are merchants, students, professional people and Chinese returning to Canada after having registered out, in accordance with the provisions of the Canadian-Chinese Immigration Act. Students and professional people are admitted only for temporary residence. The Chinese Immigration Act debars even the wives of Chinese resident in Canada. As Chinese prostitution is confined to their restaurants, the traffic in resident Chinese women is dying out in Western Canada. The restaurants are pretty closely watched by the police, and as there is no underground Chinatown in either Vancouver or Victoria, it is difficult for the "Tongs" to do much without the knowledge of the police.

In addition to the strict enforcement of immigration laws, one of the chief protective measures against traffic is that of providing directresses on board ships, and conductresses on the trains, who escort all women coming to Canada from overseas. The report of the Commissioner of the Royal Mounted Police for the year ended September 30th, 1923, states: "Suitable persons also meet the women at their destination and at places where they change trains, while, in addition, accommodation is provided for them at Dorchester House, which is the hostel at Montreal. In addition, a measure of protection is afforded to girls going to the United States in quest of employment. And a system of 'strangers' secretaries' is being built up in the churches of the country, whereby girls moving from one part of Canada to another are helped."

Although, as already stated, the supervision in Canada over the movements of immigrants and other travellers appears to be efficiently carried out, the area to be covered is a wide one, and possibilities of evasion exist though it may be difficult to prevent them altogether, especially as regards persons coming from the United States to Canada and vice-versa. It must be remembered that Canadian and American citizens can cross the frontier between the two countries without passports. The following illustration of possible methods of evasion was mentioned by an investigator:

"There is a night and day ferry service between the foot of Woodward Avenue, Detroit, and the Canadian city of Windsor. A traveller is asked when he purchases a ticket if he is an American citizen. An affirmative reply permits him to enter the ferry. On landing in Canada he is asked nothing, unless he has a parcel, in which case he must open it for inspection by the Customs officials. On entering the ferry from Canada no questions are asked. On landing on the American side, as he approaches the exit gates, three of the six gates are marked 'These gates for those having tickets'. The Canadians are requested to go through the gates so marked. The 'tickets' consist of some form of passport issued by the Canadian authorities. Those who approach the other gates are asked where they live. If the answer is 'in Detroit', or in my case 'in Baltimore', they are passed without further question. There is nothing to prevent a Canadian subject from going through one of the gates provided for Americans. Many of them who have no tickets are said to do so."

Rouse's Point is one of the ports of entry for persons coming from New York. Travellers by the sleeper are only required to fill in a form giving name, address, place of birth, occupation, reasons for visiting Canada and length of contemplated stay. The Canadian Immigration Officer boards the train at Rouse's Point¹, but he does not

¹ It may be added that Rouse's Point is also the principal place of entry for motor traffic from eastern districts of the United States into Canada en route for Montreal, and a special inspection of this class of traffic takes place there.

ordinarily question any passenger. On the return journey to Canada, the United States Officer boards the train at Montreal and ask each passenger the name of his birthplace. Aliens are required to show a passport, but native-born Canadians are exempted.

Apart from seasonal crossings of the frontier by American prostitutes, there is no evidence that a considerable number of women and girls migrate to Canada for the purposes of prostitution.

OUTGOING TRAFFIC.

No evidence was found of any extensive outgoing traffic in women from Canada.

Canadian girls were rarely found in the open vice districts visited by the investigators making this enquiry. One or two cases of Canadian girls brought through the United States to Juarez, Mexico, are contained in the records of the United States Department of Justice. One example of these cases is as follows :

"R.A.G., a Canadian girl, 18 years old, had a sister married to C.M. at Juarez. She received a letter from C.M., when she was in employment at Montreal, asking her to join her sister and stating that C.M. would send his secretary for her. She agreed to go. The secretary, W.J., arrived one morning and got her to pack at once. He showed her a marriage certificate and told her to use his wife's name, so that she might pass as his wife. He made her memorise the wife's name, age, and birth-place and told her to talk to no one. They drove out 18 miles in a cab and caught the train from North Bay, Canada, to Toronto and thence by train to Detroit (U.S.A.). They continued the journey via Chicago to El Paso. On the journey the man attempted intercourse, but she repulsed him. At El Paso they got into a Mexican cab and drove to Juarez to an address P.B. The man W.J. then brought her to a man named A.F. and introduced him as C.M., her alleged brother-in-law. She recognised the man as being the one whose photograph her sister had sent as that of her husband. A.F. took her to a room, saying it was her sister's and that she would shortly return. She was given underclothing and had her hair dressed by a coiffeur. She was introduced by A.F. to 12 girls in the same house. Later he admitted that he was not her sister's husband. He introduced men to her and beat her when she tried to run away. She worked at the address P.B. and practised prostitution for three months until she escaped to El Paso during a temporary absence of A.F. The girl believes that her sister was also forced into prostitution by A.F."

It is probable that in such cities as Detroit, Chicago, Seattle, there are a few Canadian girls who are practising prostitution.

There is no registration or inscription of prostitutes in the United States and the Courts where prostitution cases are tried do not require any evidence of nationality, so it is difficult, if not impossible, to state with any definiteness the extent to which this emigration exists from Canada into the United States. It is believed, however, as a result of intensive investigations by the Government and by national volunteer agencies that very few Canadian women and girls are found practising prostitution in the United States.

Although no investigation in Alaska has been made in connection with this enquiry, there are a certain number of reports which indicate sufficiently that some exchange of prostitutes takes place between the Canadian city of Prince Rupert and Ketchikan in Alaska.

In spite of the fact that Canada is a country which receives many emigrants each year, and in spite of the fact that she has a long land frontier across which clandestine entry might take place, there was, on the whole, very little traffic in or out of Canada discovered in the course of the investigation.

APPENDIX I.

A SUMMARY OF THE LAW OF CANADA CONCERNING TRAFFIC IN WOMEN AND CHILDREN.

The rules relating to this matter are to be found in the following :

- (1) in the principles of the civil law governing sale — persons not being chattels or things, which legally can be alone the subject of a sale — it follows that women and children cannot be sold.
- (2) in the following sections of the criminal law of Canada.

CHAPTER 146.

Section 216. — Everyone is guilty of an indictable offence and shall be liable to ten years' imprisonment and on any second or subsequent conviction shall also be liable to be whipped in addition to such imprisonment who.... (am. 1920, c. 43.)

- (a) procures, or attempts to procure or solicits any girl or woman to have unlawful carnal connection, either within or without Canada, with any other person or persons ; or,
- (b) inveigles or entices any woman or girl not being a common prostitute or of known immoral character to a common bawdy or assignation house for the purpose of illicit intercourse or prostitution ; or,
- (c) knowingly conceals any woman or girl in any common bawdy or assignation house ; or.

(d) procures or attempts to procure any woman or girl to become, either within or without Canada, a common prostitute; or,

(e) procures or attempts to procure any woman or girl to leave her usual place of abode in Canada, such place not being a common bawdy house, with intent that she may become an inmate or frequenter of a common bawdy house within or without Canada; or,

(f) on the arrival of any woman or girl in Canada, directs or causes her to be directed, takes or causes her to be taken, to any common bawdy house or house of assignation; or,

(g) procures any woman or girl to come to Canada, or to leave Canada, for the purpose of prostitution; or,

(h) by threats or intimidation procures or attempts to procure any woman or girl to have any unlawful carnal connection, either within or without Canada; or,

(i) for the purposes of gain, exercises control, direction or influence over the movements of any woman or girl in such a manner as to show that he is aiding, abetting or compelling her prostitution with any person or generally; or,

(j) by false pretences or false representations procures any woman or girl to have any unlawful carnal connection, either within or without Canada; or,

(k) applies, administers to, or causes to be taken by any woman or girl any drug, intoxicating liquor, matter, or thing with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connection with such woman or girl; or,

(l) being a male person, lives wholly or in part on the earnings of prostitution.

Where a male person is proved to live with or to be habitually in the company of a prostitute or prostitutes, and has no visible means of support, or to live in a house of prostitution, he shall, unless he can satisfy the court to the contrary, be deemed to be living on the earnings of prostitution. (1913. c.13.)

Section 217. — Everyone who, being the owner or occupier of any premises, or having, or acting or assisting in, the management or control thereof, induces or knowingly suffers any girl under the age of eighteen years to resort to or be in or upon such premises for the purposes of being unlawfully and carnally known by any man, whether such carnal knowledge is intended to be with any particular man, or generally, is guilty of an indictable offence, and is liable:

(a) to ten years' imprisonment if such girl is under the age of fourteen years;

(b) to two years' imprisonment if such girl is of or above the age of fourteen years.

Section 218. — Everyone is guilty of an indictable offence and liable to two years' imprisonment who conspires with any other person by false pretences, or false representations or other fraudulent means to induce any woman to commit adultery or fornication.

APPENDIX II.

CONSOLIDATED IMMIGRATION ACT, JULY 19th, 1924.

Prohibited Classes.

Section 3. — No immigrant, passenger or other person unless he is a Canadian citizen, or has Canadian domicile, shall be permitted to enter or land in Canada, or in case of having landed in or entered Canada, shall be permitted to remain therein, who belongs to any of the following classes:

(d) persons who have been convicted of, or admit having committed, any crime involving moral turpitude;

(e) prostitutes and women and girls coming to Canada for any immoral purpose and pimps or persons living on the proceeds of prostitution;

(f) persons who procure or attempt to bring into Canada prostitutes or women or girls for the purpose of prostitution or other immoral purpose.

Section 40. — Whenever any person, other than a Canadian citizen or person having Canadian domicile, shall be found an inmate of or connected with the management of a house of prostitution or practising prostitution, or who shall receive, share in, or derive benefit from any part of the earnings of any prostitute or who manages or is employed by, in, or in connection with any house of prostitution or music- or dance-hall or other place of amusement or resort habitually frequented by prostitutes, or where prostitutes gather, or who in any way assists any prostitute or protects or promises to protect from arrest any prostitute or who shall import or attempt to import any person for the purpose of prostitution or for any other immoral purpose.... it shall be the duty of any officer cognisant thereof, and the duty of the clerk, secretary or other official of any municipality in Canada wherein such person may be, to send forthwith a written complaint thereof to the Minister, giving full particulars.

Section 42 (2). — If upon investigation of the facts such Board of Enquiry or examining officer is satisfied that such person belongs to any of the prohibited or undesirable classes mentioned in Section 40 of this Act, such persons shall be deported forthwith, subject, however, to such right of appeal, as he may have, to the Minister.

CUBA

The Government of Cuba is a party to the Agreement of 1904 and to the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

On arrival in Havana, the investigator presented his credentials to the Minister of Foreign Affairs and conferences were arranged with the appropriate officials, and in particular with the heads of the Police and of the Immigration Departments.

In addition to conferences with officials, visits were made by two different investigators at three different times to approximately 200 houses of prostitution. In these houses not less than 2,000 prostitutes were seen and many of them were spoken to. In addition, the *madames* of many of these places were questioned, and traffic conditions were discussed with many *souteneurs* at places frequented by them.

Official memoranda of the highest value have also been received from the Cuban Government. These documents, dated respectively January 26th, 1925, March 11th, 1925, and February 4th, 1926, tell a story of aroused public conscience and of active measures taken to improve the moral standard and to combat traffic in women. The main enquiry of the Special Body of Experts in Cuba was conducted at the end of 1924, and it is of interest to note that the most important measures of the Cuban Government above referred to were adopted very shortly afterwards. Recent conversations with underworld characters in many countries have established the fact that these persons have changed their opinions and no longer regard Cuba as a safe and profitable market for traffic.

In order to verify the reported changed conditions in Cuba, a further investigation on the spot was undertaken in October 1926, and the marked improvement alleged to have taken place has been confirmed by this investigation.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

In 1913 the licensed areas of prostitution were abolished by Presidential Decree (No. 964). In 1924 Havana was still thronged with foreign prostitutes and *souteneurs*. These prostitutes operated in well-known, often luxurious but quietly conducted houses of prostitution scattered all over the city. The *souteneurs* lived openly and in idleness on the earnings of the women and brought in new girls from time to time without fear of detection or of interference by the authorities, who claimed to be powerless for lack of laws.

Police efforts against prostitution were limited to preventing public sollicitation and the impairment of the morals of minors — i. e., making girls under 21 practice prostitution in houses. The Police stated that they had no list of houses or of prostitutes and could not enter a well-known house of prostitution to determine whether minors were admitted as inmates, except upon complaint, with the result that no cases had come to their attention within the last year in which a minor foreign girl was detained in a house of prostitution.

The memorandum of the Cuban Government (January 26th, 1925) traces graphically the conditions prior to 1913 when the licensed areas were abolished. "In point of fact, the 'Licensed Area', for whatever reasons, did not prevent the existence of as many brothels outside its radius as within, a proof that nothing was gained by its existence. It was nothing more than a sink of iniquity and perversion, in which were imprisoned unfortunate women who were transformed by misery, squalor and vice into mere automata. There they were shut in brothels, to trade in their bodies and to become victims of a traffic which adds tragic pages to the volume of human misery. They fell into the clutches of the scoundrels who exploited them and committed unheard-of infamies, some of them obliging the victims to pay for their miserable accommodation and wretched food at exorbitant prices, sometimes exceeding the earnings of their wretched trade, while others robbed those who had anything left of their miserable gains, even if they were ill. As the need for help was immediate, there was no alternative for a Government alive to its responsibilities but to attack the great problem with determination. It was thus that reform began, and that Decree No. 964 of October 23rd, 1913, came to be promulgated.

This Decree was not followed up by further legislation until 1925 and therefore its beneficial results were confined until that time to the abolition of State regulation of houses and of prostitutes and to doing away with the practice of making the proceeds of prostitution a source of revenue for the State.

There were no adequate laws on prostitution in Cuba, and persons living on the earnings of prostitutes could not be dealt with unless the prostitute was a minor. The authorities used to proceed against *souteneurs* and traffickers by arresting them upon suspicion of being dangerous characters. This method was only effective in so far as it made it possible for the authorities to photograph and finger-print these characters for further identification in the event of their leaving the country and attempting to return. The *souteneurs* have been in the habit of naturalizing as Cuban citizens to avoid deportation.

In the Government reply of February 4th, 1926, a summary is given of the active law enforcement propaganda and education which was begun in 1925 and carried on against prostitution in all its forms. The propaganda has taken the form of circular letters, of distributing pamphlets and of publishing statistics and statements by responsible officials.

The Government, further, states that a draft bill dealing with prostitution has been prepared "capable of being adapted to the requirements of our situation and fixing the extent to which prostitution and other vices constitute offences or crimes, and indicating the penalties applicable in each case; this law should make it possible to solve the most difficult problem in the Government's programme, namely, the raising of the moral standard of the people".

As a result of a vigorous campaign of law enforcement carried on by the Ministry of Interior, the number of houses in which prostitution was carried on — real dens of vice, where the habit of drug-taking was acquired and which were hot-beds of crime of every sort — decreased from 477 to 224. There were some ten to twelve women in each of these houses. Statistics of the closing of these houses are given in Appendix I. It was further reported that some of the prostitutes are redeeming themselves and at the same time rising to a better moral standard.

The President of the Republic has issued and promulgated a Decree No. 2303 of November 18th, 1925, regulating the application of the Law of May 18th, 1922, regarding labour in workshops and business houses; this Decree affords prostitutes who have abandoned their mode of life an opportunity of earning their livelihood by honest means.

A vivid picture of the underworld's opinion on the present state of prostitution in Cuba was furnished by an investigator in October 1926 as follows :

"I sought entrance to the resorts previously known to me and found the houses either vacant or occupied by respectable Cuban families. I spoke to a number of unknown persons in these neighbourhoods and was informed that these brothels had been closed since 1925 and the former inmates and operators had departed for Mexico.

"I also conversed with a number of English-speaking chauffeurs. One chauffeur said : 'The Police here are very strict. They are watching every house that is still running. The girls are afraid to take a chance. Just as soon as the Police see men going in they make a raid. You see, they want to run every foreign prostitute out of Havana.'

"I said : 'How about the Cuban girls ? . . . Are they locking them up too ?' He replied : 'They (the Police) ain't as hard on them as they are on the foreigners. You ought to have seen this place in 1925 ! They hauled them in by the hundreds ! Every day the papers were full of it. . . You don't see any *souteneur* around any more. They ran away, too. We all thought it wasn't going to last, but you see it's been going on for over a year now. Did you see to-day's paper ? Six more were sent back. That is the way it has been going for the last year.' I said, 'Six ain't many out of the crowd they had here.' He said, 'You don't think these people are fools, do you ? They ain't waiting to get deported. They fly before.'

"While I was in the 798-X, I drew into conversation four different foreign prostitutes. They bemoaned the closing of the houses and admitted that they have great difficulty in making a living. They also denounced the Police for the rigid manner in which the law is being enforced, and admitted that scores of their friends had left Cuba because of the fear of being deported. All are said to have gone to Mexico."

OUTGOING TRAFFIC.

Little evidence was discovered of outgoing traffic in Cuban girls, but the Government had knowledge of some traffic in alien women out of the country, as the following extract from the official reply shows : "There is every reason to believe that a number of alien women admitted to Cuba have left the country in the last few years, as a result of direct or indirect incitement, to practise prostitution in other countries." While few cases of outgoing traffic were found, the following case illustrates the fate of Cuban women who may fall victims to traffic when touring with theatrical troupes. A *madame* in Rio de Janeiro said : "Take, for instance, 7-G. She is just 19 years old. She came from Cuba and has been in my house three months. She went to Buenos Aires from Cuba with a Spanish theatrical troupe and was there persuaded by a rich man to leave the troupe and become his mistress. After he deserted her she met a *souteneur* who brought her here and put her in the business". This case is more fully dealt with in the report on Brazil.

Expulsion of Foreigners.

The active measures taken by the Cuban Government have had the effect of sending out of Cuba numerous foreign *souteneurs* and prostitutes. In cases of deportation these characters have been repatriated, but in other cases they have fled to countries in which they hope to be less disturbed. The following description of the action taken was given by an official :

"On March 18th, 1925, our President issued a decree authorising the deportation of all foreign undesirables who have been in the country less than one year. On July 27th, 1925, another decree was issued which made it possible for us to deport foreigners irrespective of how long they had been in the country. We immediately went to work and started to pick up these people. Our first drive resulted in rounding them up, and just as soon as we started to send them out of the country, others followed. More than 500 ran away within a few months.

"There are still about 200 women in Havana who operate very quietly. We are watching them and they will go sooner or later. Many of them that are still here will leave as soon as they get money enough.

"There were deported between September 1925 and August 1926: 24 women and 18 *souteneurs*:

	<i>Women</i>	<i>Men</i>
French	15	6
Porto-Rican	1	—
Spanish	6	7
Ecuador	1	—
Argentine	1	—
Italian	—	4
Austrian	—	1
	<hr/>	<hr/>
Totals	24	18

"There was a *souteneur* by the name of X (157-P). He was king of the *souteneurs* here. He had six women. We sent him away with the first group."

INCOMING TRAFFIC.

At the time of the first enquiry, Cuba, and particularly Havana, was a "country of demand" as regards international traffic in women and children. The economic conditions of the country, the favourable rate of exchange, the presence of many tourists, the ease with which undesirables could gain admission to the country, and the free manner in which the business of prostitution was carried on, attracted prostitutes, *souteneurs* and traffickers.

According to the Cuban Government estimate of January 26th, 1925, there were 700 women engaged in the business of prostitution in Havana and of this number 469 or 67 per cent. were aliens. (The investigator had seen at least 2,000 in houses in August and September 1924.) At the time when Cuba was a Spanish colony, the greater proportion of these women were Spanish, but to-day their number has considerably diminished. On the other hand, both during and since the world war, other European women appreciably increased in number. Of the Spanish women, more than 50 per cent worked as waitresses in *cafés chantants* and other places of amusement. The rest, both foreign and Cuban women, lived in houses where no parade is made of prostitution. Of the 469 alien prostitutes in January, 1925, 206 or 44 per cent. were French, 154 or 32 per cent. were Spanish, 32 or 7 per cent. were Italians, and the remaining 77 or 16 per cent. were of different nationalities. Disregarding the 77 of different nationalities, it will be noted that 392 or 84 per cent. of the alien prostitutes came from France, Spain and Italy.

Among the alien prostitutes were some 25 girls who had every appearance of being minors. It was difficult to ascertain the correct ages of the foreign prostitutes inasmuch as their passports always showed them to be over age and their exploiters had thoroughly coached them to add from five to seven years to their ages. It was only by casually asking such girls the year in which they were born that their correct ages could be secured. For example, 57-G admitted being of foreign nationality. When asked the year in which she was born she replied "1908", although previously she had told the investigator that she was 25 years of age. She stated also that she had practised prostitution in Paris, that a friend had purchased the ticket for her and that she had been in Cuba only a short time.

Again, 39-B, a foreign prostitute, gave her age as 23 years, but when asked to name the year in which she was born said "1905". She admitted coming to Cuba six months before, and said that her journey was paid by a "friend".

Two prostitutes (40-A and 41-B) admitted to the investigator that they were 19 years of age, and that they came to Cuba a year previously, having had their expenses paid by the *madams* in whose house they were operating. A *madam* told the investigator that she did not trouble to import girls for her house and gave as her reason: "You see, there are opera companies and variety shows that come through here in all seasons of the year. The girls go broke and come in to me and beg for a place."

From underworld sources in 1924 it was learned that *souteneurs* and their women were constantly coming to and going from Havana without difficulty, and that *souteneurs* and girls under 21 entered Havana easily in one or several ways. Either they secured false passports showing the girls' ages to be over 21, or they travelled first-class as man and wife and escaped inspection, or they got off at Jamaica or Costa Rica or some other Central American port and then purchased tickets for Havana as American citizens who are not required to have passports to enter Cuba. Another method used was to buy tickets to Panama and get off at Havana.

The authorities admitted that persons could very easily enter Cuba by the methods described. They relied, in their efforts to prevent international traffic, on thoroughly examining all third- and deck-class passengers, and their examination of the first and second classes was quite superficial.

One of the investigators, in September 1926, recognised two *souteneurs* on board ship going from Europe to South America. The investigator said he was going to Havana: *souteneur* (165-P) replied "Don't be fooled. Havana is closed . . . They raised hell there last year. Boys and girls were all sent out. Every boat that came to Mexico had some . . . Besides your girl will never get in. A girl who don't look good they won't let land."

The memorandum of the Cuban Government dated March 11th, 1925, gave in no uncertain terms the position as regards traffic. Quotations from the official reply are as follows:

"The Cuban Government has evidence of the existence of the traffic in women for purposes of prostitution"

"As already stated, the number of adult women introduced into Cuba for purposes of prostitution since the war has greatly increased, and the method adopted by the traffickers differs somewhat from what it was formerly, since formerly they used to ship (them) directly from France, and now they go round to some Spanish port, where they put them on board."

"In regard to the information required as to the sex, age, occupation and social standing of the traffickers, it may be stated that both men and women of various ages (in almost all cases foreigners having no specific occupation in Cuba) engage in this traffic in order to live upon the earnings of the women, and count upon drawing a very considerable income from this source."

"In most cases these women, on being deported, allege to the Immigration Commission that they were brought to Cuba on false pretences. They came with the intention of earning good wages as dressmakers, manicurists or domestic servants, but on landing were taken by the traffickers to brothels and forced to engage in this traffic."

"In the light of the statements made by many of these women who have been detained, and also of the confidential information supplied by the competent authorities, it may be affirmed (although exact figures cannot be given) that almost all foreign women entering the country for purposes of prostitution were induced indirectly to do so with a view to their exploitation in this illicit traffic."

On March 18th, 1925, Presidential Decree No. 384 relating to Immigration and White Slave Traffic was published in the *Official Gazette*. This decree marked a new era in the fight against the traffic. It is given in full in Appendix III. It provides penalties and deportation for the direct or indirect transportation of women for immoral purposes and for aiding or abetting the offence, and for exploiting prostitutes. It provides special attention from the migration authorities for minors or for women travelling alone and for actresses; and, generally, for the exclusion and deportation of all undesirables. A further Decree No. 1601, published on July 8th, 1925, deals with the expulsion of foreigners (see Appendix IV).

As a result of these measures, deportations have taken place and, according to official reports and also information from the underworld, at least 500 undesirables have left the country.

Particulars are given in a letter from the Cuban Government to the League of Nations, dated February 4th, 1926, which show that no fewer than eight cases of traffic or suspected traffic involving 18 persons were dealt with in April, May and June 1925, and they illustrate the practical application of the measures which the Government has taken:

"On April 21st, 1925, six passengers (male and female) who had arrived at the port of Santiago in a Spanish vessel were refused leave to land because they were accused of being concerned in the traffic in women. They were compelled to continue their journey in the same vessel as far as Havana, where they were again refused permission to land. They went on in the same vessel for New Orleans."

"On April 3rd, 1925, a female passenger D. L. arrived in a steamer — coming from Barcelona with a theatrical company, which was to play at Havana; she was the maid of one of the actresses. After a short time this woman left the service of the actress and went to live in unsatisfactory lodgings. This information was conveyed to the authorities by the agent of the company, who had deposited security for all the company, including their families and servants. D. L. was sent back to her country of origin in a Spanish steamer on May 20th."

"On April 6th, 1925, a woman of Russian nationality arrived on board an American steamer coming from New York. As a result of an order issued by a magistrate in this city, she was brought before his court. She was set at liberty subsequently, as there was no evidence of any offence against her and as a merchant of Havana had declared that he would be answerable for her to the Department of Immigration."

"On April 27th, 1925, four passengers—male and female—arrived in a steamer coming from Le Havre. As they were accused of being concerned in the traffic in women; they were refused leave to land and were interned in the immigration camp. They were sent back to their port of origin on May 14th."

"On April 2nd, 1925, M. and B., unmarried Mexican women, aged 23 and 24 years, arrived at Havana on board a German steamer coming from Vera Cruz (Mexico). According to information received, these women had been engaged in prostitution in *cabarets* in Mexico. They were at first interned in the immigration camp, with a view to being shipped back, but on the Mexican Consul at Havana giving an assurance to the Department that they were women of good morals they were subsequently released.

"In May 1925, a Frenchwoman named G. L. arrived on board a Dutch steamer on her way to Vera Cruz (Mexico). She succeeded by fraud in landing in the port, in contravention of our immigration law, and subsequently engaged in prostitution in a house. She was arrested by the Police by order of the Department and interned in the immigration camp with a view to being deported. On May 26th of the same year she was finally sent off on a Dutch steamer.

"In June 1925, two women, minors, E. L. and R. A. R., arrived on board a steamer coming from La Coruña in Spain. They had been denounced at the Cuban Consulate at La Coruña as proceeding to Havana with a view to engaging in prostitution. As it was proved that there was no foundation for this accusation, these women were subsequently released by our Department, their families having claimed them and having produced documents duly certified by the Cuban Consulate at La Coruña."

There have also been many cases in which *souteneurs* have been deported as already mentioned in the section dealing with expulsion of foreigners. Attention must be drawn to the importance of the reforms which have been put into force. Not only have they dealt a blow to traffic as regards Cuba itself, but the effects have been observed in countries far afield, and the results should have an influence upon the traffic in women throughout the world.

APPENDIX I.

Republic of Cuba
Ministry of the Interior.

The following statistical return shows the number of brothels or houses where prostitution was practised on January 4th, 1926, as compared with those which existed when the campaign against immorality was inaugurated in August 1925.

STATISTICAL RETURN.

District.	Houses in existence at the beginning of the campaign.	Still remaining.	Closed down.
I	7	3	5
II	156	68	88
III	132	43	89
IV	30	7	23
V	51	26	25
VI	34	16	18
VII	23	20	3
VIII	44	42	2
Total	477	224	253

APPENDIX II.

[Translation from the Spanish.]

LEGAL PROVISIONS IN FORCE WHEREBY THIS OFFICE SEEKS TO SUPPRESS PROSTITUTION.

Republic of Cuba,
Ministry of the Interior.

PENALTIES.

DECREE No. 213 OF 1900.

Article 41. — There shall be punished :

(Paragraph 14.) Anyone who in any way offends against decency or good morals by acts calculated to cause grave scandal, not expressly mentioned in other articles of the (penal) Code.

(Paragraph 21.) Anyone who commits any lewd action other than rape, if he is one of the persons mentioned in paragraphs 1, 2 and 3 of Article 459, in the same circumstances as those quoted in the paragraphs mentioned.

PENAL CODE.

Article 457. — Anyone who in any way offends against decency or good morals by acts calculated to cause grave scandal, not expressly mentioned in other articles of this Code, shall be liable to imprisonment and a public reprimand.

Article 458. — Anyone who shall expound or proclaim, to the scandal of the public, doctrines contrary to public morals shall be liable to a fine of from 325 to 3,250 pesetas.

Article 459. — The rape of a young girl over 12 and under 20 by a person in authority, priest, domestic servant, guardian, teacher, or other person officially responsible for the education or protection of the victim, shall be punished with imprisonment in the first or second degree.

The same punishment shall be imposed upon anyone who commits rape upon his sister or relative in the descending line, even if she is over 20.

Rape committed by guile by any other person upon a female over 12 and under 20 shall be punished with imprisonment.

The same sentence shall be passed upon the same persons committing any other indecent assault in the like circumstances.

APPENDIX III.

DECREE CONCERNING IMMIGRATION AND WHITE SLAVE TRAFFIC.

Published in the Official Gazette of the Republic of Cuba on March 18th, 1925.

Foreign Office,
Cuba.

[Translation.]

DECREE 384.

Whereas the Republic of Cuba, in ratifying the International Convention of September 30th, 1921, for the Suppression of the Traffic in Women and Children and, in adhering to the Agreement and International Convention of May 18th, 1904, and May 4th, 1910, respectively, dealing with the White Slave Traffic, has solemnly promised with the other contracting nations to co-operate in preventing the white slave traffic by all possible means, and to take the necessary measures to that end;

And whereas, in accordance with the provisions of Section I of the Military Order No. 155 of May 15th, 1902, which is the Immigration Law in force in Cuba, immigration is now subject to regulation, regard being paid, in accordance with the letter and spirit of the order, to all the aspects of this problem and to the fact that its extent has several times been misconceived by certain authorities;

Now therefore, by virtue of the powers conferred upon me by the first paragraph of Article 68 of the Constitution and in conformity with the stipulations of the International Conventions mentioned above, on the proposal of the Secretary for Foreign Affairs and with the concurrence of the Secretary for Finance :

I DECREE AS FOLLOWS :

Article 1. — Any person who is directly or indirectly responsible for the conveyance to Cuba of any woman to be used for prostitution or other immoral purposes, or who obtains, or aids, assists or in any manner whatsoever contributes to pay, the passage of any woman to Cuba for such purpose, or who tempts, induces, procures, coerces, constrains, or persuades (even if with her consent, or in any other way) any woman to engage in prostitution or other immoral activity, whether permanently or for a time, after her arrival in the national territory, shall be punished with imprisonment as laid down in Military Order No. 155 of May 15th, 1902. The woman shall be repatriated, as shall the other offenders, as soon as the terms of imprisonment imposed have expired.

Article 2. — Any person who manages or pays the rent of any house, room or place used for prostitution or other immoral purpose, boards, harbours, keeps, or exploits, any woman who engages in prostitution or other immoral activity within five years after his arrival in Cuba, shall be regarded as an undesirable and deported. In any case the onus of producing evidence to justify residence beyond the period mentioned shall be on the offender.

Article 3. — Any woman, even if a first-class passenger, of whatever civil state, travelling in transit alone may be refused permission to land at the discretion of the Immigration Commissioner, unless satisfactory guarantees are produced.

Article 4. — Women under 21 years of age shall not be allowed to land unless accompanied by their parents, by a relation or by an authorized guardian. When accompanied by relations other than parents, or by guardians, they must present a duly legalised parental authorisation and must, in any case, prove the relationship or guardianship of those who accompany them. In all other cases they will only be allowed to land at the discretion of the Immigration Commissioner.

Article 5. — Married women coming to Cuba must produce the husband's authorisation and, if the husband resides in Cuba, the said authorisation must be given in the presence of the Immigration Commissioner, with the accompanying documents, duly legalised.

Article 6. — For the purposes of the Immigration Law, minors shall be understood to mean persons of either sex under twenty-one years of age.

Article 7. — Persons described as "globe-trotters" arriving at Cuban ports may be refused permission to land at the discretion of the Immigration Commissioner.

Article 8. — Impresarios bringing theatrical artistes on contract to the Republic must previously hand the Immigration Commissioner, in addition to the usual security, a full description of the said artistes, with photographs and full details.

Article 9. — Any immigrant who embarks secretly for any friendly country and is deported back to Cuba shall be repatriated to his country of origin.

Article 11. — All persons who have been sentenced to a term of one or more years' imprisonment will be repatriated as undesirables, irrespective of their time of residence in Cuba. For this purpose, heads of prisons shall in due course notify the Immigration Commissioner of the date on which each foreigner's term of imprisonment expires. For each infringement of this regulation a fine of \$500, additional to any disciplinary action taken, will be imposed on the officials mentioned above.

Article 12. — A foreigner who has committed any crime in Cuba, even if he has been pardoned or reprieved, or a foreigner who is of doubtful morality, shall be refused naturalisation papers, until the Secretary for Foreign Affairs shall have investigated his case. If these circumstances are proved, the demand shall be refused.

Article 13. — Any person landing at a Cuban port may be required to have his finger-print taken at the discretion of the Immigration Commissioner in accordance with Decree No. 302 of March 3rd, 1914.

Article 14. — All offenders against the immigration laws and regulations shall be repatriated. If the offence takes place within five years after arrival, repatriation shall be at the expense of the shipping company that brought the immigrant to Cuba; thereafter it shall be at the expense of the State.

Article 15. — In accordance with the terms of Article 1 of the International Agreement of May 18th, 1904, the Immigration Commissioner shall be the central authority of the Cuban Government for receiving and obtaining information in regard to prostitution among foreign women and minors. He shall exercise supervision over such persons during the first five years of their stay in Cuba. He shall establish their identity and receive declarations from them, especially in regard to the persons who induced them to leave their own countries. He shall keep a register giving in detail all information and particulars connected with the "White Slave Traffic", order the arrest of all offenders against the immigration laws or the present regulations and arrange for their repatriation.

He shall also communicate to the Department of Foreign Affairs, for information of the Advisory Committee on Traffic in Women and Children of the League of Nations, any information and reports upon the "White Slave Traffic" which the Department of Immigration may have received each month, and, as Central Authority, he shall co-operate directly with the corresponding authority in each of the contracting countries, in order to furnish them with, and obtain from them, any information likely to assist in bringing the traffic to light and tracking down offenders.

Article 16. — The provisions of Articles 3, 4, 5, 6, 7 and 9 shall come into force sixty days after the publication of this Decree in the *Official Gazette*.

The Secretaries for Finance and Foreign Affairs shall be responsible for the execution of the present Decree.
Havana, March 2nd, 1925.

APPENDIX IV.

EXPULSION OF FOREIGNERS.

Ministry of the Interior.

DECREE No. 1601.

[Translation.]

It is decided that foreigners may be expelled from the territory of the Republic for the following offences:

Article 1. — (A) Foreigners who have been sentenced by a competent Cuban or foreign tribunal for serious offences or crimes; for infraction of the Law of July 10th, 1894, concerning the suppression of outrages involving the use of explosives, or the Law of July 25th, 1919, concerning the distribution, prescription and employment of narcotics; for any other offence if committed a second time or habitually, or for three offences leading to sentences in the correctional courts, or for more than three offences involving moral delinquency.

(B) Foreigners who are directly or indirectly concerned in sending any person to Cuba for the purpose of causing such person to engage in prostitution or other immoral practices; who collect, help to obtain or are otherwise concerned in providing the passage-money of any person for the same purpose; or who endeavour to induce, help, compel or persuade a person — with or without such person's consent or in any other manner — to engage in prostitution or other immoral practices either permanently or temporarily, or who abduct any person for that purpose, or conduct, work in, live in or pay for any house, habitation or premises intended for purposes of prostitution or for other immoral purposes; or who provide lodging for any person engaged in prostitution or other immoral practices or allow such person to live in precarious circumstances, or who keep or live on the earnings of any such person.

(Summary.) Section (C) refers to acts of public violence.

Article 2. — Foreigners who have lived for more than five years in Cuba, have married a Cuban woman and have a child of the marriage, may not be expelled save for exceptionally serious offences.

Article 3. — When a foreigner is expelled under the terms of this Decree, he shall, at the option of the Minister of the Interior, be sent to the last foreign port from which he embarked for Cuba, to a port in the country in which he was last resident before coming to Cuba, or to a port in the country of which he is a national, but he shall in no case be sent to any country in which he has been brought to trial for an offence against ordinary law or for a political offence. Should all the ports to which he might be sent under the provisions of this Article answer the above description, the Minister of the Interior may select any other port of destination which he may think fit.

Article 4. — After expulsion from Cuban territory, a foreigner may not re-enter the said territory without the permission of the Minister of the Interior; if he disregards this prohibition, he shall be expelled after undergoing such punishment as he may have incurred by so doing.

Article 5. — The Ministry of Justice shall notify the Ministry of the Interior without delay of all sentences pronounced in the cases mentioned in paragraph (A) of Article 1 of this Decree upon persons who are not Cuban nationals by birth or naturalisation.

Article 6. — Immediately upon receiving from the Courts concerned the reports on the conviction of foreigners sentenced for any class of crime or offence mentioned in this Decree, the heads of the Penal Establishments shall communicate the said reports to the Ministry of the Interior, mentioning the date on which the period of sentence expires; this procedure shall also be followed in the case of any corrections in the reports.

Article 7. — Prior to the expiration of the sentence of foreigners mentioned in paragraph (A) of Article of this Decree, the Minister of the Interior may — having regard to the sentence pronounced in each case the nature of the offence, its gravity, the serious character of its effects and the general circumstances of the offender's guilt — order their expulsion from the territory of the Republic, and this expulsion shall take place immediately upon the expiration of the sentence. The fact that the offence has been committed a second time or habitually, as specified in paragraph (A) of Article 1 of this Decree, shall not be taken into account unless regard was paid to it by the Courts of Justice in the sentence in which the offence was defined and the punishment imposed.

Article 8. — Any authorities, agents of such authorities or other public officials who are aware of a case in which a foreigner has committed any of the acts set out in paragraphs (B) and (C) of Article 1 of this Decree shall communicate the facts to the Ministry of the Interior using proper discretion and without revealing the matter elsewhere; they must explain the situation succinctly, but in sufficient detail to enable the offence to be identified.

Article 9. — As soon as the Minister of the Interior receives, through the above or any other channel information regarding an offence coming under Sections (B) and (C) of Article 1 of this Decree, he shall take the necessary steps to verify the facts and shall instruct a special agent to collect all necessary evidence.

If sufficient evidence of an offence brought to the notice of the Ministry of the Interior is not forthcoming the Department shall order the proceedings to be stayed and shall file the records. If convicted, however the offender may be expelled, subject to the following regulations.

Article 10. — The Minister of the Interior shall officially notify the foreigner of the order for his expulsion, and shall fix a time-limit of from three to thirty days within which he must leave the country unless, owing to considerations of public order, it is thought desirable that he should be detained until the moment of his departure.

Article 11. — Upon receiving notice of expulsion, the foreigner may secure the assistance of counsel formulating his case and adducing the evidence on which he proposes to rely; but the expulsion order shall in no case be suspended unless the Minister of the Interior thinks fit to await the conclusion of the production of evidence.

Article 12. — All judgments given in the course of these proceedings are final and without appeal, but any expulsion order may be suspended or revoked for good and sufficient reasons.

Article 13. — All expulsion orders and orders for the suspension or revocation thereof shall be supported by reasons, legalised by the signature of the President of the Republic, countersigned by the Minister of the Interior, and published in the *Official Gazette*. Execution shall in no case be stayed pending appeal.

Article 14. — The Minister of the Interior shall be responsible for the execution of the provisions of this Decree, and has authority to take such steps as he may think necessary for that purpose.

Havana, July 27th, 1925.

CZECHOSLOVAKIA.

The Government of Czechoslovakia has adhered to the Agreement of 1904 and to the Convention of 1910 for the Suppression of White Slave Traffic and has signed and ratified the Convention of 1921.

A reply to the questionnaire issued to Governments by the Special Body of Experts in 1924 was received from the Government of Czechoslovakia and has been carefully studied. Interviews were held with officials in Prague who deal with Police, Health and Immigration matters. In addition, the investigator spent considerable time with underworld characters and visited clandestine brothels and other places where such characters congregated. About 35 street prostitutes and two *souteneurs* were interviewed; 10 *cabarets*, 15 apartments, hotels and lodging-houses where prostitution was practised clandestinely were visited.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Czechoslovakia abolished its system of regulation of prostitution in 1923 (see Appendix I). At that time there were eight licensed houses in Prague. These resorts were closed, and, according to the National Police, the owners have entirely discontinued business.

The law abolishing the licensed brothels laid the responsibility of enforcing the few existing laws against prostitution on the municipal authorities. At the time this investigation was made, owing to the lack of any Municipal Police, the National Police had to continue without legal authority and with a diminished staff to attempt to cope with the situation. The prostitutes said that, since the closing of the houses, the Police have allowed them to do as they pleased.

The Chief of Police had no reliable statistics as to prostitutes operating in Prague, other than certain figures which he had gathered from time to time for his own use. He said that in 1923 there were about 2,500 prostitutes in the city, whereas in 1924 there were 4,208. In Appendix III will be found statistics of prostitutes registered in Prague from 1911 to 1918. These statistics are taken from a pamphlet of Dr. H. Pelc forwarded by the Czechoslovak Government. If the ratio of one registered prostitute to every five clandestine prostitutes is applied to Prague there were in 1918 3,300 prostitutes of all categories.

Along the streets, in *cafés* and *cabarets*, the investigator met a considerable number of young Czech girls practising prostitution. An Austrian prostitute (114-G) said: "Everything here is on the streets and in barrooms. I used to be in a house here. When they closed them all up, I had to get out the same as the other girls did. I get better men, but it's hard work. I walk for eight hours a day. I don't make much—100, some days 200, and many days 50 kronen. It's not good here. There are some chicks as young as 16 years out here every night. They make good money."

The same prostitute took the investigator to a place frequented by *souteneurs*. Seated at tables there were about twelve men whom 114-G said were "all boys" (*souteneurs*). She said: "This is one of the places where you can always find boys. They come here every day. It's a good place for your girl to come to at night. They dance here and good customers for prostitutes come in. If you want, I'll show your friend around".

Extracts from the Penal Code for offences of procuring and traffic are set out in Appendix II.

INCOMING TRAFFIC.

There were about 54 foreign prostitutes out of 2,500 in Prague in 1923, and 72 out of 4,208 in 1924, as far as the Police could estimate, and all were over 21 years old. They were mostly Germans, Hungarians and Austrians, and many of them were using Czechoslovakia as a country of transit. The girl 114-G told the investigator that there were foreign women practising prostitution in Prague:—"Some are Germans and Austrians, they were here when Austria had this country. There are plenty of Russians too. This is a city where you find plenty of different nationalities".

All the foreign prostitutes met by the investigator were over 21 years of age and admitted being in the country for at least five years.

It was evident from the investigation, however, that little incoming traffic existed in Prague, although it is probable that during the tourist season more girls are brought to Carlsbad and Marienbad for purposes of prostitution.

OUTGOING TRAFFIC.

The passport officers stated that the utmost care is exercised in the issuing of passports to minors leaving the country. The parent or guardians of the applicant must

appear before a magistrate and give the applicant permission to travel. The reasons for the contemplated journey must be stated and the name and address of persons to whom the applicant is destined to go must also be given. Marriage of a minor did not exempt him or her from these requirements. Consuls in countries of destination were also sometimes requested to investigate the characters of persons to whom the applicants were going.

A minor is not permitted to travel overseas alone, and, unless a responsible person is available, the minor is entrusted to the care of the captain of the vessel.

Consuls may not extend the validity of citizens' passports to include other countries without first informing the Ministry of the Interior and receiving permission to do so. All these measures are in force with regard to minors travelling first, second and third class.

All applicants for passports are examined by the Bureau of Social Welfare, a Branch of the Municipal Police.

The *souteneurs* contended that the Passport Regulations are so severe and so rigidly enforced that it is nearly impossible to take a Czechoslovak minor out of the country without first marrying her. One *souteneur* said that a few other Czechoslovak *souteneurs* who had exploited women in foreign countries had returned to Prague and had departed with girls secured there, but that they were only able to get passports for these girls by marrying them. A prostitute was of the same opinion: "Passports are very hard for a young girl to get. You see, what a girl has to have, if she is under age, is her parents' permission. That is sometimes hard to get. I know a girl who had a good chance to go to Egypt with a boy but she couldn't get a passport. He tried every way but it would not do. He even sent letters showing that he had a job waiting for her in Alexandria. He even went to the Consul in Egypt and got him to say that the person was reliable, but she couldn't get the pass because her parents said 'No'. She was 19 years old: not a kid by any means. He got a business man in Egypt to go to the Consul." He continued: "If a boy could get a blotter (counterfeit passport), it would be easy to get out, but I never heard of any here."

A *souteneur* informed the investigator that, occasionally, Czechoslovak *souteneurs* who had been away from Prague for a long time returned to the city and usually took prostitutes back to South America with them. He admitted that this was not being done on any large scale. He said: "They never return empty-handed. The young girls here are glad to go. You will never find such willing girls in any place. They usually marry the girls and then have no trouble. One of the boys was already married but his wife was in Rio. On his passport he was marked as single. What he did was to have the girl (this new wife) take a separate passport. He told me when he bought the tickets for Rio that he bought one for his new wife for another place a little farther away. You see, he has a wife in Rio and he was afraid that they might know it when he landed. The idea was, you see, that his new wife's name would not appear upon the list of passengers landing. He was taking this girl for another boy in Rio. She was about twenty years old and had been a business girl in Prague."

An emigration officer reported three cases of traffic which had been stopped:

"Three girls, all minors, came here to get their passports for Buenos Aires. They were accompanied by a woman who was to act as guardian. I suspected them because all three were to go to their aunt in Buenos Aires and the woman who acted as guardian lived at the southern end of the Republic. As I did not like the look of the whole business, I refused to deliver passports to them until an investigation had been made. This was done through the Argentine Consul and we learned that the supposed aunt managed an hotel of ill-repute in Buenos Aires. We found letters also which stated that the girls were to declare that they were going to their aunt and advising them exactly what to do. The girls were sent home and the other woman proceeded to Buenos Aires."

The following is an interesting case showing co-operation in the detection of the traffic. On April 4th, 1925, the Czechoslovak Legation at Sofia asked its Government to try to locate one X.... (644-X), a Czechoslovak subject who lives in Sofia, where he is married to a Rulgarian woman. He is said to have answered advertisements which appeared in a Vienna paper. These advertisements were inserted by a 30-year-old woman who desired a situation as a housekeeper. In 644-X's letter, which is in the possession of the Viennese Police, he told the woman that he intended to arrive in Vienna shortly and that in addition to needing a housekeeper he needed a wife and would marry her.

The Viennese Police also received letters from two other girls to whom he had written and offered employment in Cairo. He gave his address as Poste Restante, Sofia, and in this way his home address was ascertained. His wife was interviewed, and she stated that he was manager of a travel bureau in Cairo, and that he was also a commissionaire and was away from home for long intervals. She believed that at the present time he was working in Czechoslovakia trying to get Hebrews to form groups to journey to Palestine.

He was traced to Trebisov in Slovakia, where he was residing at an hotel near the railway station. He was arrested and charged with bigamy for lack of other evidence.

The statistics of prostitutes inscribed in Italy show an increase in the number of Czech women. In 20 months ending December 31st, 1924, there were 43 Czechs inscribed, and in the twelve months' period ending December 31st, 1923, there were 58 on the register.

On the whole, however, the outgoing traffic appears to be small, and a hopeful feature of the situation lies in the co-operation which is taking place between Czechoslovakia and other Governments.

APPENDIX I.

LAW OF JULY 11TH, 1922, ON THE SUPPRESSION OF VENEREAL DISEASES.

Chapter II. PROSTITUTION.

Section 13. Abolition of Police Regulation. — All Police measures and all other administrative measures relating to the control of prostitution are abolished.

Section 14. — All licensed houses are hereby closed. It is forbidden, under pain of prosecution in conformity with the provisions of the Criminal Law on procuring, to open or keep a disorderly house.

Section 15. Homes for Prostitutes. — The public authorities (Section 20) will endeavour, in so far as may be found necessary, to establish institutions with a view to providing temporary homes for prostitutes, and to afford them the opportunity of reform.

Section 16. Supervision of Juveniles addicted to Immoral Practices. — Persons of either sex under eighteen years of age who are addicted to immoral practices shall be placed under special supervision by the public authorities. If necessary, appropriate measures in conformity with the provisions of the existing laws shall be taken with a view to inducing such persons to reform.

The foregoing provision shall be enforced by Decree pending the final promulgation of the Law concerning the protection of children.

Government Decree of October 9th, 1923, in execution of the Law of July 11th, 1922 (No. 241 of the Collection of Laws and Decrees).

Section 13, paragraph 1. — The Police and communal authorities shall furnish to the competent department (Section 23 of the Law) all necessary information contained in the records relative to the control of prostitution, or shall permit the said department to examine the said records, if required, for the purpose of the application of the law.

Section 17. Co-operation of the Communal Authorities and the Police. — The communal authorities and the Police shall notify to the competent department (Section 23 of the Law) any cases occurring in their district, of which they have official cognisance and which may require — under the provisions of the present Law — action on the part of the said department or of the courts.

APPENDIX II.

ANNEX : COLLECTION OF LAWS AND REGULATIONS RELATING TO THE TRAFFIC IN WOMEN AND CHILDREN IN FORCE IN CZECHOSLOVAKIA.

REGULATIONS IN FORCE.

- I. In Bohemia, Moravia and Silesia (paragraphs 96, 132, 133 and 512-515 of the Austrian Criminal Code of May 27th, 1852, *Legal Gazette* No. 117).

AUSTRIAN CRIMINAL CODE OF MAY 27th, 1852.

Paragraph 513. — The following shall be held guilty of a breach of the present law :

(a) Any person being a procurer who provides a regular domicile or accommodation of any kind for prostitutes for the exercise of their illicit profession.

(b) Any person who procures such persons for the purposes of gain.

(c) Any person who aids or abets any transaction of this nature in any way whatsoever.

Paragraph 514. — Any person having undergone punishment for procuring shall, in the case of a second offence, be expelled from his or her place of residence or, in the case of an alien, from all the countries represented in the Reichsrat.

Paragraph 515. — Any person keeping an inn or hotel who promotes immoral conduct for gain otherwise than in the cases mentioned in paragraph 509 shall also be held guilty of a breach of the law....

- II. In Slovakia and Sub-Carpathian Russia (paragraphs 247, 321 of the Hungarian Criminal Code, Act No. V of 1878, and paragraphs 43-47 of Act No. XXXVI of 1908).

ACT NO. V OF 1878, HUNGARIAN CRIMINAL CODE.

Section XXII. — Offences against the liberty of the individual committed by private persons.

Paragraph 321. — Any person who seizes the person of a woman, takes her away or detains her by force, threats or false pretences with a view to immoral conduct or marriage, shall be sentenced to imprisonment in a penal institution for a period not exceeding five years.

HUNGARIAN ACT NO. XXXVI OF 1908.

Paragraph 43. — Any person who deliberately and for personal gain entices or seeks to entice, on behalf of another person, with a view to cohabitation without marriage or to immoral conduct, a woman of known moral character who has not completed her twentieth year shall be held guilty of the offence of procuring. Criminal proceedings can only be taken at the instance of the injured party. In this case the proceedings cannot be stayed.

Paragraph 44. — Any person who, for the purposes specified in the preceding Article, knowingly aids or abets in inducing or suffering a woman of known moral character to enter a disorderly house or other similar house shall be held guilty of the offence of procuring. Attempts to commit the same offence shall also be liable to punishment.

Procuring shall be held to be a criminal offence in cases in which the injured person has not completed her twentieth year.

Any person who, upon any grounds whatever, detains a woman in a disorderly house or any similar house against her will shall also be held guilty of the criminal offence of procuring.

Paragraph 45. — Procuring will be held to be a criminal offence, regardless of the age or previous conduct of the injured party, in cases in which the offender:

- (1) Employs false pretences, violence or threats;
- (2) Causes a person of his or her family to commit immoral conduct (Criminal Code, paragraph 78) or commits a similar offence in regard to a woman entrusted to his or her care for education or training, or placed under his supervision or orders;
- (3) Takes a woman away or causes her to be taken away to a foreign country.

Paragraph 46. — Every offence of procuring shall be punished with imprisonment not exceeding two years, and, in the case of a criminal offence, with penal servitude (*réclusion*) not exceeding three years.

Should the procurer commit the offence for gain, he or she shall be liable, in addition to imprisonment, to a fine of from 100 to 2,000 crowns and, in the case of a criminal offence, to a fine of from 400 to 4,000 crowns.

Any person who takes a woman away or causes her to be taken away to a foreign country with the intention of placing her in a disorderly or other similar house shall be punished with imprisonment in a penal institution for a period not exceeding five years. He or she shall further be sentenced to a fine of from 1,000 to 5,000 crowns. Any person who practises procuring as a means of livelihood or commits a second offence within a period of ten years from the expiration of his or her last period of punishment shall be imprisoned for from five to ten years in a penal institution and shall be sentenced to a fine of from 2,000 to 8,000 crowns.

Article 2, paragraphs 4, 5 and 6. — Minors who are Czechoslovak nationals and who leave Czechoslovakia unaccompanied by their father must obtain, before emigrating, authorisation from the authorities appointed for the protection of minors.

The foregoing provision does not apply to minors over 18 years of age who leave Czechoslovakia for another European country; nevertheless, the authorities appointed for the protection of minors may prohibit such person from emigrating in cases where the health or moral character of the minor might be endangered by reason of the circumstances and, in particular, by reason of the occupation to be practised by him or her abroad.

Women who are under age and youths under 16 shall not be permitted to emigrate unaccompanied by their father or mother unless they are accompanied to the place of destination by persons over 24 years of age on whom complete reliance can be placed.

Paragraph 34. — *Protection of Adolescents.* — Whoever shall entice away to a foreign country for purposes of work in return for wages a person who has not completed his eighteenth year without the consent of the authorities appointed as guardians or placed in custody of the said person, or shall for the same purpose take away such person to a foreign country, shall be sentenced to from one to six months' rigorous imprisonment.

Paragraph 35. — *Traffic in Women.* — 1. Any person who engages a person of the female sex or takes her away to a foreign country with the intention of causing her to commit immoral acts on behalf of other persons shall be held guilty of an offence and shall be liable to rigorous imprisonment for from six months to three years. Attempts to commit the said offence shall also be punished.

2. Any person who engages a person of the female sex or who takes her away to a foreign country with the intention of causing her to practise prostitution or to commit immoral acts as a means of livelihood, or who, with the object mentioned in sub-paragraph 1, entices such person abroad by false representations as to the true nature of her engagement abroad, or who knowingly makes statements to her in support of such false representations, shall be held to be guilty of a criminal offence and shall be sentenced to penal servitude (*réclusion*) for a period of from one to five years.

3. A person guilty of one of the offences mentioned in the preceding sub-paragraphs shall be condemned to rigorous penal servitude (*réclusion de rigueur*) for a period of from five to ten years, if the said offence was committed against a person of known moral character or if he or she has already been punished for a criminal offence under the preceding paragraph, or, finally, if he or she should engage in these practices as a means of livelihood.

4. Any person who aids or abets another person in offences relating to the traffic in women shall be sentenced — unless he or she has committed offences liable to severer penalties — to rigorous imprisonment for from six months to three years.

All persons sentenced in respect of the traffic in women may also be sentenced, in addition to imprisonment, to a fine not exceeding 100,000 Czechoslovak crowns.

The penal provisions contained in this paragraph shall also apply to aliens who commit offences in respect of the traffic in women outside Czechoslovakia; such aliens shall either be punished by the national courts or extradited.

DECREE OF THE CZECHOSLOVAK GOVERNMENT OF JUNE 8TH, 1922,

in Execution of the Law of February 15th, 1912 (No. 71 of the Collection of Laws and Decrees) relative to Emigration.

Restrictions upon Free Emigration.

Section 2, paragraph 1. — Proof that a female minor or a minor of the male sex under 16 years of age is to be accompanied to her or his destination by a person over 24 years of age upon whom complete reliance can be placed (Section 2, paragraph 6) must be furnished by an official document. The passport department will enter on the minor's passport the name of the person accompanying her or him and the number of her or his ticket. The said document shall be signed by the authorised official of the passport department and sealed with the official seal.

APPENDIX III.

REGULATION OF PROSTITUTION IN PRAGUE FROM 1911 TO 1918.

Number of Prostitutes,

<i>Year</i>	<i>In licensed houses</i>	<i>Free</i>	<i>Total</i>
1911	180	288	468
1912	181	318	499
1913	189	331	520
1914	159	368	527
1915	189	377	566
1916	187	396	583
1917	210	377	587
1918	225	327	552

EGYPT

During the enquiry in Egypt visits were paid to Alexandria, Cairo and Port Said. On presenting credentials at the Ministry of Foreign Affairs, Cairo, introductions were granted to the Ministry of the Interior and, through that department, conferences were arranged with the Police, immigration and passport officials of all three cities visited.

Conferences were held with the Consuls of the United States, France, Italy and Greece.

The official reply of the Egyptian Government to the questionnaire issued by the Special Body of Experts contains valuable information and has been closely studied in compiling the present report.

Consultations took place with the officers of voluntary organisations dealing with this problem in the three cities.

During the course of the investigation at least 250 licensed houses and one-room resorts, 50 clandestine houses, 25 hotels, 50 *cafés* and 10 *cabarets*, all of which were frequented by prostitutes, were visited and the owners, *madames*, *souteneurs* and inmates were talked with. Numerous prostitutes engaged in street soliciting were also spoken to. The acquaintance was cultivated and the confidence secured of some 30 *souteneurs* of different nationalities. The information secured from these underworld sources was checked and verified as far as possible from official records.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Before considering internal conditions in Egypt which have a bearing on traffic in women, it is well to call to mind briefly the character of the local administration and the system under which the law is enforced.

In 1914, a few months after the outbreak of the war, Turkish sovereignty was thrown off and a British Protectorate was established in Egypt. Since the war, a measure of self-government has been granted to the country, and its development is in a transitional stage. At the present time, British officials are to be found in many public departments working for the Egyptian Government. Certain limitations on the power of self-government have been retained. The most important of these, from the point of view of this enquiry, is the continuation of the capitulations, whereby the nationals of certain countries have the right to be tried in their Consular Courts. In cases where these nationals are associated with Egyptians, the case is tried by a mixed tribunal. Both the official reply of the Egyptian Government to the 1924 questionnaire issued by the Special Body of Experts, and the annual reports of the Chief of Police of Alexandria from 1920-1923 inclusive, draw attention to the difficulty of controlling prostitution or brothels or traffic in women, where the nationals of the capitulatory Powers are concerned. The necessity of notifying the consul before raiding a clandestine brothel kept by a national of any of these Powers results in the fact that, during the course of the transmission of notice, information may reach the ears of the owner of the brothel. Again as regards prostitutes, the Government states that "the supervision of women of foreign nationality who are clandestinely engaged in prostitution is impossible, on account of the system of capitulations existing in the country." With regard to the traffickers themselves, some of whom are wealthy and disguise their nefarious trade under cover of a legitimate business, it becomes difficult to establish guilt in a Consular Court designed for the protection of nationals, and very hard to secure a deportation for this class of crime.

The investigation in Egypt revealed the widest variation in the type of co-operation furnished to the Police by the foreign Consuls. The Consuls of some countries were prompt and effective in penalising and deporting their nationals who had been proved by the Police to be *souteneurs* or traffickers. The Consuls of other countries appeared to be indifferent or even opposed to the activities of the police in such cases. It was suggested that a lack of co-operation on the part of some Consuls might be due to the policies of their home Governments, who were not eager to re-admit undesirable men and women or to bear the expense of their repatriation on any considerable scale.

Egypt has a regulation system with segregated districts of vice in the principal towns, but, as elsewhere, only a minority of women submit to live in these and the more prosperous houses are clandestine ones. The Egyptian Government's remarks on the licensed houses are as follows:

"(a) *Licensed Houses*. These houses are inhabited by prostitutes who have been carrying on their profession for a long time and have come from a great number of places. These women can be divided into two classes:

"(1) Women employed by the keepers of the houses, who retain the whole of their earnings and provide them, in return, with lodging, food and clothing. It sometimes occurs, when women are transferred from one house to another, that keepers, who are natives of the country, claim to have made payments on their behalf for sums due to their former employers — the object being to make the women stay as long as possible.

"(2) Women who retain the earnings of their trade and only pay the keepers of the licensed houses for their board and lodging. Generally, women of this class have male friends to whom they give the whole or part of their earnings.

"It should be noted that there is no systematic sale of women to the keepers of licensed houses in Alexandria. The procurers or male friends of the prostitutes have either entered the country in company with them or have made their acquaintance on the spot; their sole object is to make profits for themselves out of the women.

"(b) *Clandestine Houses.* These houses are frequented — either with or without their husbands' consent — by married women whose incomes are insufficient for their luxurious tastes, by girls who are exploited by unprincipled parents, and by young women who have fallen victims to procurers and continue in their mode of life. Women connected with procurers also frequent these houses, and also women who have been previously registered, but who, for some reason, have succeeded in eluding the supervision of the Bureau of Public Morals."

In Table A are set out statistics of the licensed houses, and of the clandestine brothels raided, in Alexandria between 1920 and 1923. It will be observed, as regards licensed houses, that the number of new licences granted has increased from 76 in 1920 to 93 in 1923 and that the number of licensed houses has, in the same period, increased from 512 to 670. The number of clandestine brothels raided has varied between 72 in 1920 and 49 in 1923. The total number of licensed prostitutes in Alexandria has decreased by about 300 between 1920 and 1924 (see Table B).

The regulations forbid girls under 21 becoming inmates of these licensed houses or being registered when under 18 years of age, but a good many evade these restrictions by the use of false documents. A considerable number of others, mainly Greeks, Syrians and Jews, classed as "locals", give false information as to their ages and are thus able to be registered and to enter licensed houses. By "locals" is meant non-Egyptian persons who have no papers showing their nationalities or ages, and who are therefore classified for convenience as "locals" under the category of the country of their probable origin.

Many cases of girls practising prostitution were discovered by the investigator to be under 21. A *souteneur* 72 P introduced the investigator to a Syrian prostitute 100 G, 17 years of age. 72-P said that seven years ago he had had intercourse with her in Beyrout. The girl admitted being in Cairo three years.

A Greek prostitute, aged 19, acts as a barmaid in a café at 385-X. She had been in Cairo one year.

A Polish prostitute, aged 19 years, was found operating upon the street in Alexandria and also in 36-M's (clandestine house of prostitution).

Throughout Alexandria, Cairo and Port Said there were numerous similar cases. Many girls spoken to appeared under 21 years of age, but when questioned gave their ages as much older. The *souteneurs* explained that the prostitutes had been coached into adding a few years to their ages as their documents always bore from six to nine additional years.

Attention is paid by the Government to the seriousness of the corruption of minor girls (see provisions of the Penal Code, Appendix I). The Egyptian Government notes that "when girls apply to domestic service agents for employment, attempts are sometimes made to procure them for prostitution." The annual report of the Police of Alexandria contains statistics of the placing of servants by licensed registry offices; and statistics are also given in the report of the number of girls of minor age rescued from vice and traffickers (see Table C).

In every such case there is a record of the action which the Police have taken in disposing of the girl.

The authorities proceed against *souteneurs* under Egyptian law by denouncing them to their Consuls, and under the Vagabondage law. In some cases they are deported. Table C gives statistics of *souteneurs* denounced or deported or otherwise dealt with in Alexandria. From personal observation in that city, it appeared that there were very many more of these parasites than the Police were able to get hold of. The capitulation system was again held to cause difficulty in dealing with *souteneurs* of foreign nationality.

INCOMING TRAFFIC.

The official reply of the Egyptian Government states that there is no traffic in women to Alexandria, such as is practised in Europe and elsewhere, and that there is no organised body carrying on the work of traffic, although individual cases come to light from time to time. The Government reply further states: "It is alleged that, in spite of the precautions taken by the authorities, a certain number of women do succeed in entering the country at the instigation of their procurers or of the keepers of licensed houses".

As regards the Province of the Canal, the official reply takes a more positive line as to the existence of the traffic and indicates that it is practised clandestinely owing to the complicity of sailors:

"There is a continual movement of French women into Egypt for the purpose of prostitution; they enter by the steamers of the —; they travel as stowaways, without passports or identification papers, with the assistance of the sailors, and it is believed that they hide in the coal-bunkers. The

captains of these vessels state that they cannot put a stop to this traffic, as they are unable to search the bunkers on account of the aggressive attitude and dangerous character of the coal-trimmers who are, for the most part, men of the type of bandits. Only last week, five women were arrested at Port Said when endeavouring to land from vessels coming from Marseilles. Evidence exists that there is an organisation for obtaining these women; on one occasion, a local procurer and on another occasion the keeper of a licensed house at Cairo went to meet them in order to help them to land. These women generally go on shore at Alexandria, which is the first port of call, and where it is easier to land than at Port Said, since, in the former port, the vessels stay longer and are berthed alongside the quay, whereas at Port Said they are moored to buoys in the middle of the Canal.”¹

The investigation into traffic in Egypt supports fully this official statement on the Province of the Canal.

Egypt was found to be a country of large demand for women and girls of all nationalities for prostitution, especially for the tourist season during the winter months. The majority of these women and girls were prostitutes before coming to Egypt, though some were not. They were generally brought in through the port of Alexandria, though a few also landed at Port Said and others went on to Beyrout and returned overland to Egypt.

Some account of the number of foreign prostitutes in Egypt will give an estimate of the extent of the incoming traffic and, in this connection, note should be made of the admissions of many foreign prostitutes that they had entered Egypt within the last year or two.

In Cairo, the list of foreign registered prostitutes furnished by the Police in 1924 showed 341 women and girls, of whom four were known by the Police to be under 21 years of age. Of the four minors, two were French, one was Greek, and one was Syrian. Of the 341, there were 113 French, 78 Greeks, 72 Italians, 29 Russians, 13 Syrians, 10 Roumanians, 8 Spanish, 7 Maltese, 3 Belgians, 2 Austrians, 2 Turkish, 2 Polish, 1 Brazilian and 1 Bulgarian.

Figures over a five-year period were obtained in Alexandria, i.e., 1920-1924 inclusive. These statistics are set out in full in Table B. It should be observed that, although the total number of registered prostitutes has fallen from 1,670 in 1920 to 1,356 in 1924, yet the number of *foreign* prostitutes has varied very little. Indeed, the percentage of foreign prostitutes has increased from 36 per cent. in 1920 to 41 per cent. of the total in 1924. As regards nationalities, the numbers registered in the five years were, in order of numerical importance, 705 Italians, 620 French and 608 Greek (local). This does not apparently mean different women registered in five years, as the licence to practise is renewed each year and only a proportion, varying from one-third to a half, are new registrations each year. It should be noticed that the number of Italians and Greeks has decreased since 1920. The number of French tends to increase, with the exception of the year 1923, in which there was a marked fall in the figures.

In Port Said the figures showed 115 foreign prostitutes registered in 1923, of whom 71 left and 44 remained, and 129 foreigners registered in 1924, of whom 67 left and 62 remained. In 1925, up to May 9th, 86 foreigners were registered, of whom 10 left and 76 remained on the books. Prostitutes are required to re-register each year, so that the number 86 represented all the foreign prostitutes, old and new, who were licensed on May 9th, 1925. Of the 86 foreign prostitutes *en carte* in May 1925, 19 were French, 18 Greek (local), 16 Italian, 9 Greek, 6 Syrian (local), 2 Austrian, 2 Russian, 2 Jewish (local), 1 local (nationality unknown), and 1 French local.

Only one girl among the 86 appeared to be under 21. She was a girl whose passport showed her to be 23, but who admitted, when approached in the company of a local *souteneur*, that she was 19 years of age and had been in a house of prostitution two years. The Chief of Police was suspicious of this girl's age but said that he had no proof.

The following information on the presence of girls of minor age was obtained from the underworld. In order to prove to the investigator that young girls are continually being brought into Cairo, a *souteneur* 32-P referred the investigator to an Egyptian *souteneur* 81-P, who also operates in a gambling house. 32-P said: "He brings from France every year at least eight young girls. He sells them to the *madames*. Ask him yourself; he will tell you. He sometimes gets as much as fifty pounds. Boys (*souteneurs*) buy them too. Egypt is the place where you can do anything. That is why you will find boys here from all over the world. The girls have their ages changed when they want to work in a house, because girls under 21 cannot be registered".

The investigator questioned a *souteneur* (76-P) about persons clandestinely entering Egypt, who stated: "They (girls) come in all the time. We brought in 18 foreign girls at the beginning of the season. They were brought in for the boys (*souteneurs*). Mind you, not girls of 22 and 25 but girls, minors, 18 and 19 years old."

The investigator met, in a house of prostitution, a foreign prostitute 98-G. This prostitute admitted that she was only 18 years of age and claimed to have been in Cairo two years.

¹ It appears from information furnished by the Government that, since 1925, the traffic in women and children has almost completely ceased. The police have not reported, either in the port or in the town proper, any case of such traffic, which was formerly carried on on a large scale. This is due to the vigilant supervision exercised, conjointly with the Police, by the Society for the Protection of Necessitous Girls and Women. Women and young girls who come to Egypt in order to become prostitutes land at Alexandria.

In the house of prostitution at 429-X, the investigator met a Turkish prostitute who gave her age as 20 and mentioned that she had been in Cairo two years.

Another prostitute named 96-G was found operating at a house of prostitution at 423-X. She gave her age as 18 years. Two prostitutes, whose names were not obtained were found soliciting upon the streets of Alexandria. They gave their ages as 18 and 19 years.

There is a strict system of inspection of passengers coming into Egypt but, as stated in the official reply, means are found to evade the inspection and girls are smuggled into the country.

Statistics of girls under age stopped on debarkation at Alexandria show a steady rise between 1920 and 1923, from 62 to 474 respectively. This rise is mainly accounted for by a large influx of Greeks in 1922 and 1923, who were probably refugees (see Table C).

In underworld sources it is admitted that immigration officers, particularly at Alexandria, have refused admittance to persons whom they suspected as coming to Egypt for purposes of prostitution, but it was alleged that less difficulty arose when the girl travelled first class.

The system of licensed houses and inscription of foreign prostitutes in Cairo and Alexandria was found to be related to traffic. There was a constant demand for new women. The operators of these houses were paying from 50 to 100 Egyptian pounds apiece to procure foreign women and girls. The prosperous condition of the country, the high rate of exchange, and the expenditure on vice by many residents and visiting foreigners were found to be important factors in favouring this traffic and in creating a demand for prostitutes.

The methods in use to bring in women and girls, where any difficulty is anticipated, are false documents, marriage and smuggling.

These false or altered documents are obtained mainly for minors in places such as Marseilles, Constantinople, Naples and Athens.

It was also brought to the investigator's attention that *souteneurs* in Cairo have been able to secure Egyptian passports for the women or girls whom they wish to bring in from foreign lands. In such cases the documents are sent to the girl before she leaves home.

A *souteneur*, 32-P, said: "Boys are always bringing girls in. Of course there are many ways. They bring them as wives, send letters showing that they will take care of them, and a big bunch get false papers." This same *souteneur* then went on to advise the investigator that, if he wished to bring in a 17-year-old girl, it would be necessary to procure a passport on false information. He said: "I can get you one very easily. You give me the pictures of your girl and her description; that is all I need".

A short while later another *souteneur* was questioned about the securing of false documents. He said: "I'll get your girl an Egyptian passport. You see I know the clerks in the passport office because I used to be a Government employe. After we got the passport we will get a visa. After that is finished we will send the passport to her. It will cost you from £15 to £20. Don't you know that a big part of the business girls (prostitutes) who are really foreign have Egyptian passports? With money you can do anything. The head of the passport office is O-31. It is not men like him that we get to. It is the clerks. They only make from £6 to £10 a month". 32-P said, "I'll make your girl a pass just like this." He then showed the investigator a *laissez passer* and said: "Here is a pass I made for a girl to go to Buenos Aires, but after I got it all fixed up she changed her mind. You see, here is an application. I take one of these from the passport office and go to my friend. He is what we call the X 305-X¹, and it is his business to know everything in his district. His secretary is a friend of mine, and any certificates or papers which I need I get from him. I take my witnesses and I swear that you live in my house and say for how long I have known you. You put your name, your father's name, your mother's and the place where you were born. All that on the application and you sign it. It is a *laissez passer*. It is good for one year. You can go anywhere and come back whenever you want. I'll have it made out *aller et retour*. Every boy (*souteneur*) has one just for that purpose. The girls all have them too. You see most of the boys and girls (*souteneurs* and prostitutes) come here by a crook way. They smuggle in from Constantinople. Take 75-P for instance. He has a Roumanian pass. I am getting him a *laissez passer* so that he can go to London on Wednesday. I made more than 75 passes for girls and boys (prostitutes and *souteneurs*) last year. Remember, I can get you Egyptian, Roumanian and even Greek passes. No boy is any good — he don't know his business — unless he has at least two different passes."

The chief Police and passport officials were not aware that this *laissez passer* procedure was possible to the extent that the *souteneurs* claimed to use it.

The marriage method was also applied to minor girls by *souteneurs*, who thus obtained control over girls who would otherwise be protected by the emigration laws of the various countries bordering on the Mediterranean.

A case illustrating this method is given in the 1923 report of the Alexandria City Police as follows: "A married minor lodged a complaint against her husband, whom she accused of trying to make her lead an immoral life, so that he could live on her earnings. The case ended in the man being proceeded against for assault."

The smuggling of women and girls, *souteneurs* and traffickers into Alexandria from ships was found to be extensively practised by certain members of the crews of some of the steamship lines, in conjunction with a group of *souteneurs* and their agents resident in

¹ A person duly recognised by the passport authorities in the case of minority populations.

Alexandria and Cairo. The officers of certain ships are believed to be aware of the practice, but it seems that it is difficult for them to put a stop to it unless they take strong measures to do so. The Chief of Police and other authorities admitted the existence of smuggling in from ships, but were ignorant of the extent of the practice.

Through underworld acquaintances the investigator learned how smuggling was accomplished. A *souteneur* in Cairo (75-P) said: "There is a man in Alexandria (76-P). He can arrange to have a girl brought to Alexandria, for instance, from Marseilles without a passport. Traffic is all that he does. Go over to Alexandria: explain it to him and he will bring the girl to Alexandria, and when she arrives you pay him. He'll give you the name of the boat and when she sails. There are two such boats. They sail twice a month. He will also give you the name and address of the two men on the boat. He will wire them and then they will expect the girl. You write your girl to go to these men and they will take her aboard. When the boat gets here they will take her off and you and 76-P can meet her."

Another *souteneur* (32-P) said: "Nothing can be safer than smuggling. There are two boats which come in every week or so. Everybody is fixed."

After securing introductions, the investigator proceeded to Alexandria, where he was introduced to *souteneurs* and to their accomplices aboard the boats. One *souteneur* (76-P) said: "These boats never come in without somebody. I have seen as many as eight to ten come in at one time. Before Saturday we can do nothing. When the boat arrives I will see my men. Then we must see the Police. You see the boat is guarded by the Police. We must get the Police to agree to let the girls off. The last trip two girls came in. They let them off but they might say now that we had better wait until the second trip."

The investigator was introduced to a proprietor of a store (416-X) who kept the *souteneurs* informed as to the methods of smuggling in girls. He acted as a "stake holder" with whom the *souteneurs* deposited money sufficient to guarantee delivery of the girls by the seamen and payment by the *souteneurs* to the seamen.

At a later date another *souteneur* introduced the investigator to two seamen. They were met by appointment at 406-X. A *souteneur*, 89-P, who had formerly been a steward on a liner greeted the seamen. The seamen immediately asked if the boys (*souteneurs*) had anything for them to do. 89-P then informed them about the investigator's supposed girl in Marseilles. The seamen agreed to smuggle her abroad disguised as a man for £E.16.

They further went on to state that this same sort of traffic in prostitutes both above and under 21 years of age took place between Egypt and Marseilles and Stamboul (Constantinople) and Italy and Greece.

In Turkey and Roumania the investigators learned of traffickers who took women and girls from those countries to Egypt. Among these cases was that of a notorious trafficker (32-T). Shortly before the investigator's visit to Constantinople this man passed through that city *en route* to Egypt with two girls, one of whom was less than 18 years of age.

The Director of Investigations was present at the inspection of the steamship — from Marseilles and saw two stowaways dressed as seamen caught. During 1924, there were 186 stowaways from different ports caught by the Port Police, thus showing the extent to which this method of entering Alexandria is used. Some persons book to a more distant port and leave the boat at Alexandria, ostensibly as visitors, but do not return. In order to check this practice, the Port Police have adopted the method of collecting the passports of transients. In order to evade this measure, *souteneurs* are said to forfeit their passports on occasion and get new ones in Cairo.

A foreign prostitute (102-G), aged 19¹/₂ years, who had been in Egypt, according to a *souteneur*, for two years, had been smuggled into the country. She was an inmate in 37-M's house.

Two important cases taken from the 1923 report of the Police Department of Alexandria are as follows:

"An Italian minor was arrested by this office and handed over to the Italian Consulate for proceedings to be taken against the man and woman who had smuggled her into the country and were living on her immoral earnings . . . The woman was sentenced to 15 months' imprisonment . . . and the man to two years and ten months' imprisonment."

"A Roumanian stoker who had smuggled a woman into the country for immoral purposes was arrested and handed over to the Roumanian Consulate and subsequently expelled."

Another similar case is set out in the Italian report.

There is only one society in Alexandria, namely, the International Society for the Suppression of the Traffic in Women. Unlike other associations for the protection of young girls coming alone to Egypt with a view to taking up a profession, this society has no special premises for housing prostitutes. So long as the penalty inflicted upon keepers of clandestine brothels remains as small as it actually is, it cannot be hoped that the number of minors given over to clandestine prostitution will decrease.

The following particulars of a case investigated by the Cairo Branch of the International Society for the Suppression of Traffic in Women and Children illustrate the methods and the inhumanity of these traffickers:

"A *souteneur* A. D. met a girl N.P. in a dance hall. She was a *modiste* and became his mistress. He promised to open a shop for her in Egypt.

"At the end of July 1924, N. P. was taken to a Mediterranean port to live in a *maison de rendez-vous*, and a month later A. D. moved her to his mother's house, which was a *café*.

"On August 22nd, A. D. and three other men came to fetch her. One of these men, J., was an assistant steward on board a liner. While N. P. was being smuggled on board, another sailor kept guard. She was hidden in the ship near the wine cellar and remained there during the crossing and while in the harbour at Alexandria. Just as the boat was leaving, A. D., who had travelled in the same ship, came and gave her a permit to land as a visitor. She was directed to go to an address which was a clandestine brothel. On refusing to prostitute herself she was ill-treated. A. D. lived at the same address. N. P. was next transferred to a clandestine brothel at Cairo and later to A. D.'s own house in Cairo. The girl was constantly ill-treated because she would not take to the life easily. Several women 'worked' for A. D. in these houses and they were always kept short of money."

OUTGOING TRAFFIC.

The Government report states that they know of no outgoing traffic. From a conversation already reported, evidence was discovered of at least one *souteneur* who had prepared to leave the country with a prostitute for Buenos Aires.

Again, the investigator heard some account of cases of outgoing traffic which consisted of the shipments of girls by way of Egypt to Bombay, by a *souteneur* who was introduced to the investigator as 75-P. He was a Roumanian and his woman operates a house of prostitution in Bombay. Speaking of 75-P, another *souteneur* (72-P) said: "He is always sending girls to Bombay. He gets many Egyptian passports for the girls. He has been in business for thirty years and he can tell you everything."

An interview later with 75-P himself convinced the investigator that he does send to Bombay prostitutes and women over 21 years of age and also minor girls who, upon arrival in Bombay, are forced to prostitute themselves. Other *souteneurs* gave similar information as to these activities of 75-P. It is of interest to note that, in reporting on traffic in women to the Advisory Committee, the Government of India mentions that cases of traffic in women from Egypt have been detected at Bombay.

From all sources of information and in spite of active measures taken by the Government, it is evident that important channels of traffic exist for the transport of women destined for Egypt and coming chiefly from Greece, France and Italy. It is even more serious that many of these cases are girls under 21. It cannot be doubted that the demand of the licensed houses, the comparative freedom of the *souteneur* in their practices and the difficulties of legal administration create a situation which prevent a successful suppression of the traffic.

Table A.

STATISTICS ON HOUSES OF PROSTITUTION IN ALEXANDRIA¹

	Licensed Houses		Clandestine Brothels				Cases pending
	New licences	Approximate number in existence on December 31st	Number raided	Negative result	Brothels closed		
					By Police order	By judicial sentence	
1920	76	512	72	47	22	3	—
					25		
1921	54	558	55	25	20	8	2
					28		
1922	76	617	44	12	24	2	6
					26		
1923	93	670	49	12	19	3	15
					22		

¹ Taken from the Annual Report of City Police, Alexandria.

Table B.

STATISTICS AND NATIONALITY OF LICENSED PROSTITUTES IN ALEXANDRIA¹ (1920 1924).

Nationality	1920	1921	1922	1923	1924
Austrian	1	—	—	2	—
Czechoslovak	—	—	—	34	—
French	116	122	136	98	148
Greek	—	2	5	53	5
Greek (local) ²	183	151	127	50	97
Israelites (local) ²	15	—	5	3	—
Italian	178	150	138	129	110
Maltese	18	12	12	13	10
Roumanian	14	11	4	12	27
Russian	21	28	25	18	31
Serbian	—	—	—	64	—
Spanish	1	9	7	5	8
Syrian	—	59	64	61	86
Syrian (local) ²	59	—	—	—	—
Turkish	—	—	34	35	30
Miscellaneous ²	2	1	1	2	6
Total aliens	608	545	558	579	558
Moslems (local)	1,062	936	912	846	798
Grand Total	1,670	1,481	1,470	1,425⁴	1,356
Percentage of Aliens	36	36	37	40	41

¹ Taken from the Annual Reports of the Alexandria City Police.

² By "locals" is meant non-Egyptian persons without papers showing age or nationality, who are classified with some indication of probable origin.

³ Composed of one only of the following nationalities in any year: Belgian, Bulgarian, American, Armenian and Polish. The details for 1924 are not yet available.

⁴ Total as quoted officially is 1,470, which may be a clerical error.

Table C.

STATISTICS RELATING TO TRAFFIC IN WOMEN¹ IN ALEXANDRIA.

Nationality	GIRLS OF MINOR AGE ²								SOUTENEURS ³										
	Rescued from vice and traffickers				Stopped on debarkation ⁴				1920		1921		1922			1923			
	1920	1921	1922	1923	1920	1921	1922	1923	Denounced	Deported	Denounced	Deported	Denounced	Deported	Proceedings under Vagabondage Law	Denounced	Handed to Consulate	Expelled	Miscellaneous
Armenians					3	4	18	37											
Austrians	1							3											
Bulgarians								1											
Cretans			2					1											
Cypriots	1				2	7	1	1											
Czechoslovaks								1											
French	1	1			2	1	1	4	3	2	1	1	1	2		1		2	
Germans					1														
Greeks	1	1	5	2	26	71	240	350	2	1	2								
Greeks (local) ⁵	7	7	2					8			1			1					1
Israelites		2		1		4	4	8											
Israelites (local) ⁵	2		1																
Italians	1	1	1			16	10	33	3		1	1	1	4		3	1	1	1
Maltese									2		1								
Moslems (local) ⁵	38	23	19	36					1		1								2
Persians						2													
Roumanians					1														
Russians					2														
Serbians								1										1	
Syrians		2		1		35	13	33			1								
Syrians (local) ⁵	6				25														
Turkish				1				1											
Yugoslavs							1												
Totals	53	37	30	41	62⁶	140	288	474⁷	11	3	8	2	3	7	1	4	5	3⁷	4

¹ Compiled from Annual Reports by Chief of Police, 1920-1923.

² The 1924 figures, not incorporated in this table, show a total of 56 girls rescued from vice, etc., and 1,052 stopped on debarkation.

³ The 1924 figures, not incorporated in this table, show 10 souteneurs expelled, of whom four were Italian and five French.

⁴ The official reports give particulars of the disposal of all girls stopped on debarkation, which is generally the handing-over of them to parents, relatives or to religious or philanthropic organisations.

⁵ Under this heading are included cases of souteneurs against whom proceedings have been taken, two under the Vagabondage Law and one for assault; and one case filed by the Parquet.

⁶ By "locals" is meant non-Egyptian persons without papers showing age or nationality, who are classified with some indication of probable origin.

⁷ These totals differ from those in the Official Report, errors possibly due to clerical slip.

APPENDIX I.

EXTRACTS FROM THE PENAL CODE.

Article 230. — Rape shall be punished with penal servitude for life or for a definite shorter period. If the offender is a relative in the ascending line of the person upon whom the crime has been committed, if he is among those entrusted with the education or supervision of, or with authority over, the victim, or if he is the paid servant of such person or the paid servant of the persons referred to above, the penalty shall be penal servitude for life.

Article 231. — Anyone committing or attempting to commit an offence against decency, accompanied by violence or threats, shall be punished with penal servitude for from three to seven years.

If the offence is committed upon the person of a child under 14, or if it is committed by one of the persons referred to in the second paragraph of Article 230, the penalty shall be penal servitude for the maximum term, excluding penal servitude for life.

If the case is one in which both the above conditions are present, the penalty shall be penal servitude for life.

Article 232. — Anyone committing an offence against decency, without violence or threats, upon the person of a child under 14 shall be punished with imprisonment.

If the offence is committed upon the person of a child under 7, or if it is committed by one of the persons mentioned in the second paragraph of Article 230, the penalty shall be a term of penal servitude, but not for life.

Article 233. — Anyone committing an offence against morals by habitually causing, encouraging or facilitating the debauching or corruption of young persons under 18 shall be punished with imprisonment.

Article 234. — If the debauching or corruption of young persons has been caused, encouraged or facilitated by one of the persons mentioned in the second paragraph of Article 230, the penalty shall be detention for from three to seven years.

FRANCE.

France has signed and ratified the Agreement of 1904 and the Convention of 1910 and has adhered to the Convention of 1921 for the Suppression of Traffic in Women and Children.

The investigators, in studying the international traffic in France, utilised all the available data and made particularly prolonged and detailed investigations, in the course of which various towns and ports were visited.

The Commission has given careful attention to the reply of the French Government to the questionnaire sent out by the Special Body of Experts in 1924. Through the Ministry of Foreign Affairs, conferences were arranged with Police, Health and Migration officials in the cities visited. Private organisations and social workers have also been consulted and their reports studied.

South American traffickers having numerous relations with the underworld in France provided an investigator with letters of recommendation and also supplied him with special facilities for penetrating into these circles and for meeting *souteneurs*, prostitutes and traffickers in Paris and other towns. The investigator had conversations with these people and received from them more numerous confidences than anywhere else. These conversations have been alluded to in the reports concerning several other countries.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

The licensing of houses of prostitution and the registration and medical examination of prostitutes is regulated by the various municipalities. All local regulations are submitted to the Ministry of the Interior before coming into force, which has thus power to present observations on them. It is said that the examination by the Ministry of the Interior and the decisions of the Courts assure a certain standard of uniformity in the various municipal regulations.

Extracts are given in Appendix I of the Paris regulations for *maisons de tolérance* which show that inmates must be women of French nationality who have attained their majority. The regulations of Nancy, 1926, have been compared with those of Paris and show no fundamental differences. As, however, they are more explicit as to the inscription of women under age, certain extracts from them are given in Appendix II.

During 1923, there were 4,355 prostitutes "in circulation" in Paris. During the last five years the number has steadily decreased, as the following figures show :

1919	5,317
1920	5,295
1921	5,165
1922	4,813
1923	4,355

The number of licensed houses of prostitution in Paris, including 30 *maisons de tolérance* and about 205 *maisons de rendez-vous*, has remained practically constant, at about 235 since 1920, and so has the number of their inmates, at about 2,100.

Again, large groups of prostitutes who seek customers in *cafés*, *cabarets* and music-halls do so with the knowledge of the Police, but they act with such precautions that the police can take no action. (There is, however, a Law of October 1st, 1917, forbidding the proprietors of such places to receive habitually such women on their premises.) The number of unregistered prostitutes in Paris is estimated by those best qualified to say at not less than 25,000.

Women under 21 may not enter licensed houses. The regulations of Nancy, 1926, distinguish between voluntary and compulsory registration, and permit any girl over 18 or a girl emancipated by marriage to inscribe herself voluntarily if she is practising prostitution. Whether such girls are inscribed voluntarily, or compulsorily after arrest for soliciting, it is prescribed that before registration the husband, father, mother or guardian shall be invited to intervene.

Girls known to be under 18 years of age are not registered, but when found practising prostitution they are dealt with under Articles 270 and 271 of the Penal Code as amended by the Law of March 24th, 1921, under which they are usually brought before the Juvenile Court, which takes measures to reform them.

The Police of Paris have discovered many such girls, as is shown by the records of arrests of minors for practising prostitution clandestinely. In the files of the 2nd Division of the Prefecture of Police the following table of arrests illustrates the large number of such cases occurring, but it also shows a decrease, particularly in the number of the younger girls arrested for this offence.

	1919	1920	1921	1922	1923
Girls under 16	38	28	25	20	17
Girls 16 to 18	288	209	208	115	82
Girls 18 to 21	2,123	1,449	1,132	823	906
Totals	<u>2,449</u>	<u>1,686</u>	<u>1,365</u>	<u>958</u>	<u>1,005</u>

From two considerations stated below, one of a general character concerning the influence of *souteneurs* on the development of prostitution and the other of a local character concerning the presence of such individuals in France, the investigators have concluded that in France there is recruiting of women and girls for prostitution.

(a) In every country *souteneurs* are, to a considerable extent, responsible for the creation of new prostitutes out of young girls who are living away from home and from supervision, and are therefore more easily seduced by them and then lead to agree to prostitute themselves.

They are therefore easily persuaded by *souteneurs* to enter into partnership in which the men furnish companionship and protection and the girls the cash on which to live.

The investigator reports significant remarks made to him in small cafés and bars by *souteneurs* such as 179-X, 180-X and 181-X, who frequent them, since they know that they will find such girls there.

A conversation with a *souteneur* in Paris illustrates the way in which these young girls are procured for prostitution. 46-P said: "There's some fine girls in these places. That's where I got mine . . . The girls that come here are not wise. They usually work. Some have sweethearts . . . They aren't prostitutes, they (have sex relations) for love . . . This kid I got now is only 19 and she never took a cent for it . . . Most of them are away from home. They come to Paris from the small cities. They don't make much, and if you give them clothes and get them to like you they go out and bring in good money . . . These kids need somebody. They fool around with these fellows that come in here and never get a franc. My girl was that way too . . . She ain't a Parisian. She came from the north of France . . . You ought to see her embroider! She has a regular trade, but it don't pay."¹

(b) There are in France many French and foreign *souteneurs*, and the police has often found it difficult to check their activities, since in many cases its action is limited by Article 4 of the Law of May 27th, 1885, as amended by the Law of December 27th, 1916. This article reads as follows (see also Appendix V):

"Any person who habitually, with the intention of sharing in the profits, aids, assists or protects another person soliciting the public as a prostitute shall be deemed to be a *souteneur*."

Indeed, if interpreted in a narrow sense, this legal text will be found to be rarely applicable, since it requires the co-existence of three factors: (1) aiding, abetting or protecting; (2) this aiding, abetting or protecting must be habitual; (3) the intention of sharing in the profits.

According to the police, while it is comparatively easy to establish that an individual derives profit from prostitution, it is much more difficult to prove that he aids, abets or protects public soliciting and does so habitually.

But in order to facilitate repression, the judicial authorities show a tendency to interpret this text in the widest fashion, particularly as regards the condition of acting habitually, which it considers to be fulfilled when an individual has encouraged soliciting in any way as often as twice.²

(c) In addition, Article 334 of the Penal Code provides for and severely punishes the enticing of girls under age and even in certain cases that of women over 21 years of age (see Appendix V). With reference to this article of the law, the Government inserts in its reply to the questionnaire that, "owing to the heavy penalties, traffickers rarely attempt to obtain girls under age". It further states that "the men and women who recruit women for purposes of prostitution address themselves mainly to girls or women who are of age and are already vicious or idle, or are clandestine prostitutes or prostitutes in the power of others and who are almost always consenting parties".

The bars and cafés and cabarets visited, and the conversations entered into with *souteneurs* in these places, would suggest, however, that means are found to evade the law and that procurement of girls under 21 is no rare occurrence in Paris.

Mention should be made of the Law of December 20th, 1922 (see Appendix VI), in which the powers of the Court are strengthened as regards sentencing traffickers for attempts and for preparatory acts which lead up to the commission of the full offence. With the help of this law and its more liberal interpretation by the Courts, the police are now able to track down *souteneurs* and prostitutes. Drastic action is necessary, inasmuch as too much leniency towards *souteneurs* and prostitutes, owing to difficulties in applying the laws, must result in recruitment of others, and when, as will be shown later, the large migration of both classes is considered, the diffusion of such characters in all countries must give impetus and fresh facilities to the international traffic in women.

¹ This example is characteristic of the methods used by *souteneurs* the whole world over.

² The result of this interpretation is said by the Police to be reflected in an increase in the number of arrests and convictions of *souteneurs* at least in Paris.

INCOMING TRAFFIC.

Comparatively little traffic into France from other countries of alien women and girls for purposes of prostitution was discovered.

The French official reply states: "The police have no information to show that women from other European countries who are proceeding to American countries for purposes of prostitution make a practice of passing through French territory. It is true that if their passports and other papers are in order and there is nothing in general to show that they are prostitutes, such women are not very likely to attract the attention of the police".

This perhaps throws light upon the statement of the Argentine Government in its official reply that the majority of women come via Marseilles from Poland, Russia and France.

(a) Analysis of statistics of foreign prostitutes in France.

The official figures of alien prostitutes of all categories registered in France at the end of 1924 showed a total of 583, distributed as shown in the following table :

	Marseilles	Paris	All France outside Paris	All France
Americans	—	7	3	10
Belgians	1	73	73	146
English	—	6	1	7
Germans	1	4	5	9
Italians	57	24	199	223
Luxemburgers	—	9	10	19
Polish	—	7	41	48
Russians	2	6	9	15
Spanish	3	4	37	41
Swiss	1	9	15	24
Turkish	2	3	10	13
Other nations	5	13	15	28
Totals	72	165	418	583

In Paris from 1919-23 foreign prostitutes between 18 and 21 years of age constituted 36, 29, 10, 12 and 25 per cent respectively of all foreign prostitutes registered during those years. In Marseilles, the average percentage of minor foreign prostitutes has been 11 per cent for the last six years of all foreign prostitutes.

The new inscriptions of prostitutes, both French and foreign, in Paris showed a steady decrease between 1919 and 1923, viz., 1,316 in 1919, 1,084 in 1920, 760 in 1921, 667 in 1922 and 628 in 1923. The new inscriptions of foreign prostitutes had, however, with slight variations, remained fairly constant, viz., 33 in 1919, 38 in 1920, 21 in 1921, 16 in 1922 and 31 in 1923. The number of new inscriptions of foreign prostitutes, therefore, remained two less at the end of the period than at the beginning.

In Paris, 1924, the percentage of registered prostitutes "in circulation" who were aliens was a little under 4 per cent. In Marseilles, alien prostitutes constituted about 12 per cent. of all the registered prostitutes. The percentage of aliens was stated by the Police to be between 2 and 3 per cent in Bordeaux and Lyons, while in other places visited the percentages varied between these extremes. It is probable, then, that for all France the proportion of aliens among registered prostitutes may be taken to be about 5 per cent.

It should be noted that from May 1925 the admission of foreign women into licensed houses has been prohibited, which may have resulted in a reduction in the number of foreign women operating. On the other hand, it is probable that a certain number of foreign women displaced from licensed houses will have continued to practise their profession outside.

To sum up the situation in the light of the data available, we get the following results :
To take the 1924 figures, there were :

1. 583 alien registered prostitutes. If, as suggested, they constitute 5 per cent of all registered prostitutes, there are approximately 12,000 registered prostitutes in France;

2. Various authorities (Flexner and Chiefs of Police consulted) consider that to arrive at the number of clandestine prostitutes in any country a conservative estimate is yielded if the number of registered prostitutes are multiplied by six. On this basis we arrive at the figure of 72,000 unregistered prostitutes for the whole of France, of whom some 3,600 would be aliens.

(b) *Immigration restrictions.*

There is no specific regulation or law in France which states that alien prostitutes are to be excluded from entering the country, or that they are to be deported as such. There is, however, a Decree of September 9th, 1925 (see Appendix III), which obliges every foreigner coming to France, who is staying more than two months, to apply for an identity card which is only issued after enquiry, and which can be either refused or withdrawn from undesirable foreigners. A member of the underworld, 4-T, in Paris, told the investigator that certain members of his group were able to forge *cartes d'identités* and give them to alien prostitutes who desired to remain in Paris.

As regards entry into the country, France has reciprocal arrangements with Belgium and Luxemburg eliminating the necessity for obtaining passports. All that is required is a card of identity with photograph. France has also reciprocal arrangements with 26 other countries eliminating the requirement of a visa. Among these countries are Brazil, Canada, Cuba, Spain, Great Britain, Italy, Mexico, Holland, Switzerland, Japan, Czechoslovakia and Uruguay. The full list of these countries is given in Appendix IV. It will thus be seen that the nationals of all countries bordering on France, except Germany, may enter France with little or no difficulty. It was not difficult to discover cases of foreign prostitutes practising in the various cities visited, but on the whole, and except in Marseilles, they constitute an insignificant proportion of the total of all prostitutes. The explanation of this fact given by the underworld is that other women find it more difficult to compete with French prostitutes who are more attractive.

As distinguished from the interpretation of the word "traffic" by the body of experts as comprising all operations, whether national or international, connected with commercialised prostitution, the French Government interprets it in the narrow sense of the 1910 Convention. This explains why the official French reply emphasises the smallness of the traffic, and shows nevertheless that the authorities are acquainted with the methods of traffickers and are aware that Frenchwomen emigrate in order to engage in prostitution.

Enquiries in different countries have shown evidence that, in many countries in which statistics of prostitution are available, French prostitutes exist, and that in certain of these countries the percentage is high.

Prostitutes undoubtedly constitute a considerable proportion of the contingent of French emigrants, if account is taken of the fact that, according to the French reply to the 1924 questionnaire of the experts, there are very few French emigrants abroad.

It should be remembered that some of the localities in which the investigations were conducted are more or less those to which French prostitutes prefer to emigrate. The official reply, 1924, summarises the position as follows:

"1. Persons engaged in this traffic give themselves out as being managers or keepers of hotels, or so-called 'family' boarding-houses abroad; and they live in good style. In reality, they have no profession at all, and keep in close touch with procurers in every country. They generally have plenty of ready money. Those who have been identified, and who have in some cases a police record, do not do the actual recruiting themselves; they offer liberal remuneration to intermediaries, who assert that they are tradesmen, agents for underlinen, scent, jewellery and toilet articles, and whose duty it is to see that women who agree to leave their countries — sometimes with the promise of marriage — arrive at their destination. Other women, either friends or mistresses of the procurers or their associates, are also employed in this branch of the work.

"The age of procurers and their agents ranges from 25 to 45 years.

"2. According to information collected in France, women voluntarily going abroad for purposes of prostitution generally proceed to the following countries: Cuba, Mexico, Panama, Brazil, Uruguay, the Argentine Republic and Spain.

"These women usually travel alone and quite freely and possess the necessary passports and papers. It may be mentioned that several such have been turned back on arrival by the authorities, on the ground that they are undesirable characters.

"Women who know what they are about and consent to go to America for purposes of prostitution make for Spain first of all, going either to Barcelona or to Santander, where it is easier for them to embark for their port of destination.

"So far as is known, there is no regular stream of such persons and no embarking in batches either accompanied or unaccompanied.

"For some years now it has been observed that, by reason of the strict watch kept in all ports, persons known as 'international' procurers and keepers of disorderly houses abroad very rarely pass through the French ports."

A supplementary reply from the French Government was received in November 1926. As regards outgoing traffic, this reply states that very few cases are discovered:

"The traffic in women in France is at the present time almost negligible; the control exercised by the services responsible for the issue of passports to women or young girls travelling alone, the surveillance by special police agents over the

embarkation of such persons at French ports, have placed great difficulties in the way of this traffic, and offences are becoming rarer and rarer.

"In 1925, out of 77 arrests or prosecutions by the General Security Services for contraventions of Article 334 of the Penal Code and for offences against morals (incitement to immorality, practice of the trade of *souteneur*, etc.), only six arrests were made in connection with international traffic in women and children; during the same year Police Headquarters had to deal with three cases only and made only five arrests. Finally, since the beginning of the current year the Security Department has altogether dealt with about 15 cases, and no case has been notified to Police Headquarters."

The following cases illustrate traffic discovered by the authorities.

(a) On August 10th, 1925, the police officials prevented a French minor, 18 years old, coming from Nîmes, from embarking at Marseilles for Tunis. She was travelling on a false *Livret de famille*, as the wife of the trafficker who brought her on board ship. The man disappeared when the girl was questioned. She looked much younger than the age figuring on her papers. She could not state the date of her marriage. The names of her parents and the place of birth did not correspond with those of the real wife of the trafficker. When the truth came to light, she confessed that the man was sending her to a brothel in Tunis.

(b) On the same date, two other French girls (suspected of being prostitutes) were prevented from sailing for Brazil because they could not prove how they got their second-class passages paid. Finally, they confessed that they were clandestine prostitutes and that they were joining the men who had paid their travelling expenses.

(c) An official at Strasburg reported the case of a minor girl (115-G) who had disappeared from St. Etienne and who was traced to a cheap hotel at Strasburg, where she was living with a *souteneur* (113-P.). She admitted that she and a girl friend, 22 years of age, had been brought from St. Etienne by two *souteneurs*, who had picked them up in a cabaret. One *souteneur* fled, but the other was arrested, and upon him was found the address of a house of prostitution, letters containing words of double meanings, and a schedule of steamer departures from Antwerp to Rio de Janeiro. From underworld sources it was learned that this *souteneur* was French and had come back to France from Rio. A Strasburg *souteneur* (110-P) said: "He and the other boy were taking the girls to South America when they got picked up . . . He escaped to Paris".

Reference should also be made to the systematic interchange of inmates of licensed houses between Paris and Algiers and Tunis to meet seasonal demands. The cost of the journey and the arrangements as to documents, etc., are made by a trafficker in Marseilles (see reports on Tunis, Algiers and Egypt).

(a) *Extent of the Traffic.*

The enquiries in the underworld in Paris showed a frequent coming and going of *souteneurs* on the lookout for women and girls who could profitably be taken abroad for purposes of prostitution. Most frequently they secure women who are already prostitutes and who are of full age and consenting parties, but they also occasionally obtain minors and inexperienced women. In Paris and also in Marseilles men of various nationalities were met with. They are in contact with traffickers in many other countries, such as Poland, Egypt and the Argentine, and they act as intermediaries and agents to assist and facilitate this international traffic. Letters of introduction to men engaged in the traffic in other countries have been written by them, and copies have been secured. They are active in securing false documents, as will be seen. It remains to be shown how great is the volume of the traffic which is taking place, its direction and some of the methods by which it is carried on.

In *Buenos Aires*, Argentine, both before and since the war, the French registered prostitutes have generally exceeded in number those of every other foreign nationality. In the last three years for which figures were available (1921-23) there were 58, 99 and 102 French prostitutes newly inscribed each year respectively. These numbers exceeded the newly inscribed Argentine women in these years (*i.e.* 21, 88, 96); they exceeded the total of all women coming from all the other countries of the American continent (*i.e.* 13, 14, 8); and they exceeded the number of women coming from any other country in Europe. The French total in these three years was 259 and the next largest total from any other country was 155 from Italy.

In *Montevideo*, Uruguay, during the eleven years since 1912, there were 403 French prostitutes registered, as compared with 131 Argentinians, 68 Spanish and 44 Italians. During the last two years, the French had exceeded all foreign nations and the numbers were increasing rapidly.

In *Havana*, Cuba, at the end of 1924, the authorities estimated that there were 600 women practising prostitution, of which 67 per cent. were aliens. Of this 67 per cent, 206, or 44 per cent, were French; 154, or 33 per cent, Spanish; and 32, or 7 per cent, were Italian.

In *Rio de Janeiro*, prostitutes are not inscribed, and therefore there are no official figures, but a comparison of lists taken from the records of the Department of Public Health (Division of Venereal Disease Prophylaxis) and those of the various police districts showed (after excluding mulatto and negro prostitutes) that there were 696 alien prostitutes out of 1,167. Of this 696, 158 were Russians, 148 French, 144 Polish, 69 Portuguese, 39 Italians, 24 Spanish, 24 Austrians, 16 English and 11 Roumanians.

In *Alexandria*, Egypt, the three foreign countries having the highest number of registered prostitutes during the five years ended January 1st, 1925, were Italy 705, France 620, and Syria 329. Every year during this period the number of French prostitutes increased, except in 1923, until it exceeded the Italians in 1924 by 148 to 110 respectively.

In *Italy*, the French prostitutes are 211 in number, which is less than the number of Austrian prostitutes but in excess of that of the prostitutes of other nationalities.

In *Portugal*, in 1924, out of 878 foreign prostitutes, 552 were Spanish, 299 were French and the remaining 27 came from four other nations. It should also be observed that 40 per cent of all registered prostitutes (which includes the French) are under 20 years of age.

It should, moreover, be pointed out that these countries are those in which most French prostitutes are to be found.

Information regarding the migration of French prostitutes was obtained on many occasions from *souteneurs*. The following is an example: 44-P, the owner of a house in Paris, stated that scarcely a boat departs, particularly for South America, that does not have at least three *souteneurs* and their women on board. He mentioned that the recent sailings of the X-(791-X) and also the X-(792-X) had on board seven Parisian *souteneurs* and prostitutes bound for Montevideo and Buenos Aires and that he knew them personally.

He said: "They keep on going to South America, as if they expected to find gold in the streets there. Out of my house alone I lost 15 girls in four months; they left me with their boys for South America. They won't stay here any more. It must be as good as they say, because they don't come back. Everything I hear about it is the boat."¹

All this information should be sufficient to indicate the widespread and large migration of French women to other countries for purposes of prostitution. It was learned in France, and in the countries in which French prostitutes were found, that these women were almost always assisted financially to migrate by persons who exploited them after arrival.

It is even more serious to find it estimated that at least 10 per cent. of migrating French prostitutes were under 21 years of age at the time of leaving their country, and that many did not fully realise, and that a few did not know, what they were going to. According to general information received and to statistics of various countries, this figure may be regarded rather below the truth as far as prostitutes under 21 years of age are concerned.

(b) *Methods of Traffickers.*

Young girls and inexperienced women are said to leave for overseas via Spain, and this suggestion is borne out by the Government reply. Their exploiters know that the inspection of French girls leaving Spanish ports is not so severe as in France.

According to the Civil Code, a woman who is neither separated nor divorced (Article 214) or a minor (Articles 372 and 373) cannot obtain a passport without the express permission of the head of the family. The authorities issuing passports have had their attention frequently drawn to the need for taking special care to verify the reasons and satisfy themselves as to the legitimate purpose of the trip, such as for work or marriage, etc., for which women and girls travelling alone are leaving France.

The underworld sometimes succeeds by various methods in outwitting the law and administrative measures.

The method generally used in France as elsewhere in cases where the girls are under 21 and their *souteneurs* are not too well known is the marriage method, since marriage emancipates the woman from control. The danger of contracts for work abroad which are not safeguarded is illustrated by the case of a prostitute met with in Havre. At the age of 20 she joined a theatrical troupe and toured in Europe and in North Africa. The manager left them in Cairo, and the troupe, composed of 15 minor girls, took to prostitution to live. She herself saved enough to return to France, but stated that five of the girls remained in Egypt and continued a life of prostitution.

Another method of leaving the country is the securing of false birth certificates for minors and the issuing of passports showing them to be over age. For example, a trafficker, 4-T, met in Paris, said: "I can fix up papers for the boys, passports, any kind you want, visas, and marriage, birth and identity certificates". He showed English, Brazilian and Polish passports. 25-P admitted that 4-T had made him a Brazilian passport. "Boys travelling with their girls need these things".

It would be desirable that the police should endeavour to check this method of communicating with the authorities having charge of birth records at the alleged place of

¹ Allowances must be made for exaggeration in statements of this kind by *souteneurs*, though at the same time they serve to show the manner in which prostitutes are attracted towards certain overseas countries.

birth of the girl before granting the passport. It is said that they have done so in some cases where their suspicions were aroused.

The case of E.L.M., however, is an exception. The girl secured a passport at Nice in 1924 which gave her age as 22 when she was in reality only 17. The striking point about this case was that she did not present a birth certificate or any documents at the passport office, but had as a witness to her age a fairly well-known *souteneur*.

The altering of existing passports by the change of the age and the picture of the girl also occurs. An individual (subsequently arrested by the Paris Police) who made a business of altering such passports and securing false birth certificates for anybody, including girls, was met by the investigator in Paris in 1924. The police of Marseilles stated in January 1925 that they had recently arrested a group of Italians engaged in a similar business.

The investigator met and talked with a 20-year-old French girl in Barcelona in October 1924, who was a witness against several men at that time (see report on Spain). Both the French and Spanish Police knew these men to be engaged in debauching minors, managing houses of prostitution and believed them to be members of a group of international traffickers. This girl had a false passport showing her to be 28, and she told the investigator that it was secured for her in Marseilles. Among the personal effects of these men were found a number of women's photographs, of the size used for passports, and various passports and cards of identity, together with correspondence with members of the underworld in Cuba.

Young French girls were being smuggled into Alexandria from Marseilles by the crews of certain boats. This practice was known to the police, who are making great efforts to stop it. It was openly boasted of by certain underworld characters in both Marseilles and Alexandria with whom the investigator became well acquainted. It is believed that much stricter measures are now in force in France with regard to the presence of stowaways on board ship.

It has been suggested that some of the French prostitutes found outside France may not be French but may be merely French-speaking people of other nationalities. Allowing for the fact that occasionally a woman claims French nationality falsely or uses a passport false as to her nationality, such exceptional cases make little difference to the position as regards outgoing traffic from France which the enquiry has established by official statistics in many countries, by evidence in France itself and by the statements of the underworld.

APPENDIX I.

EXTRACT FROM THE DECREE CONCERNING THE LICENSED HOUSES.

Prefecture of Police,
Department 2,
Fourth Office.

Paris, March 23rd, 1926.

Article 1. — Licensed houses may only be kept by women.

Any woman proposing to keep a licensed house must address a request to the Prefecture of Police.

Article 2. — If the request is conceded, the proprietress must also prove that she is the owner of the premises or is in possession of a registered lease. She must in no case act as "cover" for another person; she must manage the house on her own behalf and only manage one house.

In case of change of proprietorship, the new proprietress must, in addition to the lease, produce a registered act of sale.

Article 3. — Authorisation can only be granted subject to the following conditions:

1. No large number or any distinctive sign calculated to attract the attention of passers-by may be placed in front of the house.

5. Only women who have attained their majority and who are of French nationality may be admitted as inmates; they must never be allowed to solicit at the door, from the windows or in the public thoroughfare or frequent neighbouring cabarets: no woman must be compelled to remain against her will on any pretext whatsoever; for instance, a pretext of debts, such debts not being recognised by the Administration. Inmates must not be forced or urged to drink.

6. No sub-managers must be employed unless they have been brought in person to the Fourth Office of the Second Department. Special prophylaxis.

7. No minor of either sex shall be employed as a member of the staff. No minor, even if he or she happens to be the child of the proprietress, may remain or be received on the premises, even fortuitously.

10. No gambling or any grossly immoral behaviour such as voyism, pederastic displays, etc., shall be permitted.

11. No women may be received as clients.

13. The departure of any women entered in the books must also be registered at the same Office within 24 hours.

Article 5. — The inmates of licensed houses shall be inspected every week by a medical officer of the Health Dispensary, who shall immediately notify the Fourth Office of the Second Department of any cases of venereal disease which he may have observed during his visit. In addition, he shall invite the proprietress to conduct the patient to the dispensary without delay.

The health register shall, after each visit, be signed by the responsible medical officer.

APPENDIX II.
CITY OF NANCY.

EXTRACTS FROM THE DECREE CONSTITUTING A GENERAL REGULATION
FOR THE PUBLIC MORALS. POLICE.

In view of the Decree¹ dated May 25th, 1925, of the Prefect of Meurthe-et-Moselle, concerning prostitutes of foreign nationality who are forbidden to enter licensed houses (*maisons de rendez-vous*):

Article 4. — Every prostitute shall, either automatically or voluntarily, be entered in the registers kept by the Police for this purpose.

Voluntary registration shall be the result of the admission into a licensed house of any woman or girl who has attained her majority, or a spontaneous declaration made by any woman or girl who is over 18 years of age, or has been emancipated by marriage, when she engages in prostitution.

Automatic registration is the registration of any woman or girl who solicits in the public thoroughfare or in public establishments or engages in prostitution in private premises.

As regards minors under 18 years of age, who may on no account be entered in the *Public Morals Police Registers*, Articles 270 and 271 of the Penal Code, as modified by the Law of March 24th, 1921, and the provisions of the Law of April 11th, 1908, shall apply.

Article 12. — As regards married women and minors between 18 and 21 years of age, voluntary or automatic entry in the registers shall only be made after the husband, father, mother or tutor, if his or her address is known or obtainable, has been invited to take action and if, within one month, such person has not employed the means at his or her disposal.

APPENDIX III.

DECREE OF SEPTEMBER 9TH, 1925.

Article 1. — Any foreigner over 15 years of age who proposes to reside in France for more than two months shall be bound, within 48 hours of his or her arrival, to demand an identity card.

Article 4. — The identity card is equivalent to a permission of sojourn. It may be withdrawn from holders who cease to afford the necessary guarantees. Should the card be refused or withdrawn, the foreigner must leave French territory within six days.

APPENDIX IV.

COUNTRIES FOR WHICH NO PASSPORT IS REQUIRED.

(From M. Hennequin.)

Belgium, August 1921.
Luxemburg, August 1921.

These countries only require an identity form, with photograph.

COUNTRIES FOR WHICH NO VISA IS REQUIRED.

Australia	20. IV. 22	Mexico	15. VIII. 22
Brasil	1. VIII. 22	Netherlands	1. XII. 21
Canada	1. VI. 22	Newfoundland	1. VI. 22
Czechoslovakia	1. XI. 22	Nicaragua	15. I. 22
Cuba	15. I. 22	Norway	10. I. 22
Denmark	15. IX. 22	Paraguay (visa never required)	
Dominican Republic	15. I. 22	Salvador	15. I. 22
Ecuador	15. I. 22	Siam	15. I. 22
Great Britain	25. VII. 21	South Africa	1. VI. 22
Honduras	15. I. 22	Spain	15. VI. 22
Japan	1. X. 24	Sweden	20. X. 22
Italy	15. I. 22	Switzerland	1. III. 22
Liechtenstein	15. XI. 22	Uruguay	15. I. 22

APPENDIX V.

EXTRACTS FROM PENAL CODE

270. — Vagrants or persons of no occupation are persons who have no fixed abode or means of subsistence and who habitually exercise no trade or profession.

(As amended by Law of March 24th, 1921). — Vagrants include persons under eighteen years of age who, having without legitimate cause left the houses of their parents or guardians or the places where they were established by those to whose authority they were subject or entrusted, are found wandering or living in lodgings and not regularly engaged in any profession, or deriving their livelihood from prostitution or prohibited trades.

¹ This decree has been issued by all prefects.

271 (as supplemented by Law of March 24th, 1921). — Vagrants under eighteen years of age shall be prosecuted and tried in the manner prescribed by the Law of July 22nd, 1912.

Vagrants over thirteen and under sixteen years of age may not be sentenced to imprisonment; but after being declared by judgment to be guilty of vagrancy, they shall, according to circumstances, be restored to their relatives or entrusted to a charitable institution or private person, or be sent to a reformatory or preventive school or to a penitentiary or correctional colony, there to be brought up and detained until they attain the age of twenty-one years, unless, before attaining that age, they are accepted for regular engagement in the army or navy.

Where the court orders that the minor shall be restored to his relatives or entrusted to another person or to a charitable institution, it may further decide that until he attains the age of twenty-one years he shall be given freedom under supervision, in accordance with the provisions of Articles 20 to 24 of the Law of July 22nd, 1912.

334 (as amended and supplemented by Laws of April 3rd, 1903, and December 20th, 1922). — Sentence of imprisonment for a term of from six months to three years and a fine of from fifty francs (50 fr.) to five thousand (5,000 fr.) shall be passed upon:

1. Any person who shall offend against morality by habitually urging, aiding or abetting the seduction or corruption of young persons of either sex under the age of 21 years;
2. Any person who, to gratify another's passions, shall, even with her consent, engage, induce, or entice a woman or girl under age with a view to her seduction;
3. Any person who, to gratify another's passions, shall, by deceit or by violence, threats, abuse of authority, or any other means of constraint, engage, induce or entice a woman or girl of full age with a view to her seduction;
4. Any person who, even on the ground of indebtedness, shall by the same means detain an unwilling person, even if of full age, in a house of ill fame, or constrain such person to engage in prostitution.

If the person urging, aiding or abetting any of the above offences is the father, mother, guardian, or any of the other persons enumerated in Article 333, the term of imprisonment shall be from three to five years. These sentences shall be pronounced even where the various acts constituting the offence took place in different countries.

Attempts to commit these offences shall be punishable with the same penalties.

Law of May 27th, 1885 (as amended by Law of December 27th, 1916). — 4. Shall be punished. . . .

Any person who habitually, with the intention of sharing in the profits, aids, assists or protects another person soliciting the public as a prostitute, shall be deemed to be a *souteneur*.

Any person convicted of being a *souteneur* shall be sentenced to imprisonment for a term of from three months to two years and a fine of from one hundred francs to one thousand francs (100 fr. to 1,000 fr.) with local expulsion (*interdiction de séjour*) for from five to ten years.

The term of imprisonment may be increased to five years and shall not be less than two years:

1. If the *souteneur* has aided, abetted or protected the prostitution of minors;
2. If he has employed means of constraint to bring about prostitution;
3. If he was in possession of any weapon, visible or concealed.

APPENDIX VI.

LAW OF DECEMBER 20TH, 1922.

On account of the very numerous precautions taken, with a view to avoiding any possible proceedings against them, by individuals who habitually engage in the traffic in women and children, it has become difficult for officers of the judicial Police to collect sufficient evidence in the case of the offences referred to in Article 334, and, consequently, to institute proceedings with any hope of bringing the authors into the criminal courts.

A legislative provision, to the effect that attempts to commit these offences will, in future, afford ground for prosecution, will make it possible to limit the recrudescence of the traffic, which at present goes unpunished, shows a tendency to spread and is to be observed all over the country.

This measure will make it possible to afford more effective protection to girls or women who are inveigled into prostitution by artifices other than those now specified in the Penal Code, and will increase the certainty of apprehending notorious traffickers, and their "go-betweens", "trackers" and "conveyers" of women.

The preparatory acts constituting a commencement of the commission of the offence, which the suppression of attempts would make it lawful to seek out and pursue, shall be the following:

- (a) The seeking-out and soliciting, by traffickers or their agents, of women or girls who may be conducted abroad with a view to their corruption;
- (b) The supplying of money to enable these women or girls to proceed to their destination;
- (c) The payment of travelling expenses for the same purpose, or the delivery of railway tickets or coupons for travel by sea;
- (d) Accompanying women during the voyage, at the port of embarkation as well as on the vessel;
- (e) The purchase of trousseaux, underwear, clothes, etc.
- (f) The payment of hotel expenses and subsistence allowance when travelling;
- (g) Action with a view to obtaining passports.

Moreover, the criminal record of habitual traffickers and their co-habitation with their victims before the voyage may be put forward as presumptive evidence in the criminal courts.

It should be pointed out that an International Conference for the Suppression of the Traffic in Women and Children, which met at Geneva from June 30th to July 4th, 1921, under the auspices of the League of Nations, adopted, on the proposal of the French delegation, the following resolution:

"The Conference recommends that the Council of the League of Nations should request Governments to provide in their legislation for the punishment not only of the offences specified in Articles 1 and 2 of the Convention of May 4th, 1910, but also of any attempt to commit such offences, and, within legal limits, of *actes préparatoires*".

DRAFT LAW.

The President of the French Republic decrees :

Article 1. — Article 334 of the Penal Code shall be completed as follows :

“The following shall be punished with a term of imprisonment varying from six months to three years and a fine varying from fifty francs (50 fr.) to five thousand francs (5,000 fr.):

“1. Any person committing an offence against public morals by habitually urging, encouraging or aiding young people of either sex under the age of twenty-one to commit acts of indecency ;

“2. Any person who, to satisfy the passions of another, may have engaged, induced or misled, even with her consent, a woman or girl under age to commit acts of indecency ;

“3. Any person who, to satisfy the passions of another, has, by fraud or by violence, menace, abuse of authority or any other means of constraint, engaged, induced or misled a woman or girl over age to commit acts of indecency ;

“4. Any person who may by the same means have retained against her will, even on the score of debts contracted, any person even over age in a disorderly house or have compelled this person to engage in prostitution.

“If the above offences have been urged, encouraged or aided by the father, mother, guardian or other persons referred to in Article 333, the penalty shall be imprisonment for a period of from three to five years.

“These sentences shall be imposed even when the various acts which form the evidence of guilt have been consummated in different countries.

“An attempt to commit these offences shall be punished with like penalties.”

Article 2. — Article 335 of the Penal Code, paragraphs 1 and 2, shall be modified as follows :

“Persons guilty of one of the offences or an attempt to commit one of the offences referred to in the preceding Article shall be prohibited from exercising tutorship or guardianship or participating in family councils, namely, the individuals to whom paragraphs 1, 2, 3 and 4 of this Article apply, for a period of not less than two years and not more than five years, and those referred to in the following paragraphs for a period of not less than ten years and not more than twenty years.

“If the offence or attempt has been committed by the father or mother, the offender shall, in addition, be deprived of the rights and prerogatives conferred on him or her over the person and property of the child by Chapter IX, Volume I, of the Civil Code regarding paternal powers.”

France — Addendum No 1.

ALGERIA

The Prefect of Algiers was notified of the enquiry by the French Foreign Office. The Prefect extended every facility for the enquiry and put the investigator in contact with the Police, immigration and other officials in possession of the information required.

The investigator also cultivated the acquaintance of some ten or more *souleneurs* and owners of houses and of other resorts of prostitution and also interviewed the various inmates and frequenters of such places.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

There are licensed houses, sixteen of which were visited, and there is inscription and medical examination of prostitutes in Algiers. In addition to these 16 houses, a large number of unlicensed one-room huts are in open use in the Arab section.

There are, according to the officials, approximately 200 registered prostitutes in the licensed resorts in Algiers, and about 580 registered prostitutes who are permitted to practice prostitution in other public places. The officials state that of the 580 registered prostitutes, 41 were foreigners, mainly Spanish and Italian. The remainder were of French nationality; for the most part of native origin. They estimated that at least 500 more women and girls engage in clandestine prostitution.

No girl who admits being under 21 years of age is allowed to be an inmate of a licensed resort. However, from underworld sources it was learned that, in some of the licensed resorts, there are girls under 21 years. Proof of this was found on personal investigation, in a house of prostitution conducted by a *madame* known as 34-M. Here a minor Polish prostitute, 80-G, was found. The *madame* said: “She is Polish, only came here a month ago, from Paris. You see she is young. She has 24 on her passport. That girl has worked for us in Paris for over a year.” The investigator later had the opportunity of questioning 80-G. She stated that she was 19 and that she had been an inmate in a house at 155 X in Paris and was brought to Algiers by 34-M, who advanced her the cost of her journey.

She admitted practising prostitution since she was 15 years old in Warsaw, Poland. She said: "I left home when I was 17 and I had no passport. In Paris I got one through a friend".

In yet another house, the *madame* made the following statement: "I have a French girl who is not 20 yet. She has papers that she got in Marseilles which show her to be 28 years old".

In order to bring about the registration of these minor girls, the *madames*, *souteneurs* and other persons financially interested, arrange matters so that the birth certificates or passports of the girls show their ages to be from 25 years upwards. Subsequently, in scanning the list of registered prostitutes furnished by the Police Department, these prostitutes were readily identified therein.

A *souteneur*, 64-P, corroborated the statements made by the *madame* that she was able to arrange for the inscription of minors, and stated: "She, 34-M, always fixes up the papers". Another *souteneur*, 65-P, said: "What you want to do is to get another passport or have your girl have her age raised on it. Give it to me. I'll fix it for you. I can always make it so that you won't be able to tell it. I have fixed plenty of birth certificates for friends in Marseilles. You see, anybody can get a birth certificate, but it is hard to get a passport for a girl under 21. She is what they call a minor, and the French Government don't want to give passes to minors unless they are married. There are plenty of passports floating around, but the best way is for the girl to get her birth certificate and then have it fixed up. If you have it that way, you can get her a passport without all that other monkey business and nobody can stop her."

The officials state that they have never had any reason to believe or assume that the passports of foreigners or the birth certificates were false or forged in whole or in part.

Owing to the fact that there are a great number of local minor girls practising prostitution, the officials admit that it is necessary to register girls as young as 14 years in order to have them under medical control. Minor girls between the ages of 14 and 16 years are issued "green" cards, upon which are kept records of their visits to the doctors of the Venereal Disease Clinic. This green card signifies that the girl of this young age is not considered a professional prostitute. However, if she continues to practise prostitution, the green card is recalled and she is given a "red" card, which places her in the same category as the professional prostitute above the age of 21 years.

There are no foreign girls in possession of green cards. The officials state that, if a foreign girl under 21 years was found to be practising prostitution, they would be compelled to issue to her the card which corresponds to her prostitudinal status.

A number of unregistered prostitutes under 21 were found practising prostitution in Algiers. Among those met in the *cabarets* were six French prostitutes between the ages of 17 and 19. These girls stated that, as long as they remained indoors, they were not interfered with by the Police. The investigator found women soliciting quite openly on the streets in the business section of the European quarter and along the streets of the Arab quarter as early as 11 o'clock in the morning and until late at night.

OUTGOING TRAFFIC.

Some evidence was found of outgoing traffic from Algiers, although the officials state that, during the last 20 years, there has not been a single case of traffic detected by them or brought to their attention. They have a list of about 100 men whom they have good reasons to believe are *souteneurs*.

As long as a *souteneur* does not have his picture in the "Police Archives" he can secure a passport without difficulty. The position is the same with regard to prostitutes. When a prostitute desires to leave the country, the only requirement by the Government officials is that she shall first secure the permission of the Police Department.

Underworld informants state that a prostitute may leave without this permission, inasmuch as the emigration officials have no way of identifying a prostitute when she is leaving except for the evidence which may be furnished by two Police officers who claim to know by sight all the prostitutes who are registered. The same restrictions exist as to the issue of passports to minors in Algiers as in France, but these restrictions are evaded in the same way, namely, by false birth certificates or by *souteneurs* marrying the minors.

The following are two examples of outgoing traffic:

(1) A *souteneur* in Algiers discussed with the investigator the possibility of recruiting native girls for purposes of prostitution. He said, "There are a bunch of good-looking girls in this town, but they take a long time to get. These Arab girls would do good in another place, but it takes an Arab to shine up to them. A couple of boys (*souteneurs*) went to Paris not long ago with two small kids, but I don't know how they made out. The young kids who were born here are crazy about seeing Paris. You can see any of them along the streets. The girls took their certificates along. When they go to a place where they need a passport, my friends know where to get

them fixed up. Take my advice. It's only a fool who would travel with a girl who is under 21, especially in our business."

(2) Another case which a *souteneur* (64-P) mentioned to the investigator was that of a Jewish girl who had been procured in Constantine. He said: "I am telling you it's a good place to get a girl. You can pick them off the streets. They are glad to go. I know a boy who went to Constantine and got himself a beauty. Only 17 years old — a Jewish girl. He brought her here and put her in the game. She at first raised hell, but he took her to Paris. She is there now and they both are getting along fine."

INCOMING TRAFFIC.

The city of Algiers during the winter season (December to February inclusive) is much frequented by foreign tourists. It is regarded by the underworld characters as a "place of demand" for the services of additional prostitutes during this temporary influx of visitors. The owners and operators of resorts of prostitution in Algiers arrange to have sufficient numbers of prostitutes to meet the increased demand.

It was definitely established that some of these resorts in Algiers are operated in conjunction with similar resorts in Paris.

For example, the *madame* of a house of prostitution in Algiers stated that inmates from Parisian houses were sent to Algiers at the seasons of the year when Algiers is frequented by tourists. She said, "We have a house — 155-X — in Paris also. Maybe you know where it is. My partner is there now. I got three girls from her last week. We advance the money (transportation expenses), but either she or her *souteneur* must give us security." The prostitutes are required to pay their own expenses to and from the resorts. But if they have not sufficient funds, the owner of the licensed house will purchase the necessary tickets for the prostitute, who must, of course, repay the sums advanced. Only two or three steamers come to Algiers from foreign ports each month. The Port Officer stated that fully 90 per cent of the passenger traffic comes from Marseilles and that, inasmuch as Marseilles is a French port, the immigration officers conduct no investigation or examination of the passengers' documents, because their papers have been examined at Marseilles.

According to the Police list of registered prostitutes, there were 41 foreign girls in the licensed houses. Among the free registered prostitutes and among those practising clandestinely a much larger number can be traced.

When a foreign girl under 21 years is registered, nothing more than a brief history is asked for by the Police. The same practice prevails with regard to a foreign girl who seeks entry to the country. A hasty and superficial examination is made if she arrives on board a foreign vessel. If it occurs to the Examining Officer that a woman or girl may be coming to Algiers for purposes of prostitution, he usually informs the Police, and when it is learned that she has definitely decided to become a prostitute, all that is done is to see that she registers with the Police.

Instances have already been given of a young French and a young Polish girl met with in houses of prostitution in Algiers. Two other cases illustrate the presence of young foreign girls in Algeria for purposes of prostitution.

The investigator made the acquaintance of a Spanish girl named 81-G. This girl gave her age as 20. She admitted that she came to Algiers from Marseilles about three months prior to the time the investigator met her, and that she had practised prostitution in Marseilles and also in Barcelona.

The investigator also met an Italian prostitute named 82-G. She stated that she also came to Algiers from Marseilles and gave her age as 18, and that she had accompanied her people from Naples to Marseilles, where she resided for a period of five years before coming to Algiers.

On November 19th, 1926, the French Foreign Office replied to a letter of the President of the Body of Experts, dated August 11th, 1926, *inter alia*, as follows:

"A circular from the Minister of the Interior, dated May 13th, 1925, has ordered the Prefects to issue orders forbidding public prostitutes of foreign nationality to enter licensed houses.

"Since this measure has been in force, the number of these foreign women has decreased considerably, especially in Algeria, where a fairly large number of Spaniards gained their living by prostitution."

Algiers may be said to be a centre for seasonal incoming traffic in women and girls for purposes of prostitution.

France — Addendum No. 2.

TUNIS

Tunis adhered to the Agreement of 1904 and to the Convention of 1910 for the suppression of the White Slave Traffic.

As Tunis is a Protectorate of France, the Governor-General was notified of the enquiry by the French authorities. He gave every assistance to the investigator and arranged interviews with the officials having experience on this subject.

In addition to the information secured from official sources, visits were paid to six licensed brothels, to some 75 one-room huts, occupied by inscribed prostitutes, to six *cabarets*, and to ten hotels, and the acquaintance of some four or five local *souteneurs* was cultivated. By this means, a knowledge was gained of the opinions of the underworld characters, as regards traffic in women in Tunis.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Tunis has a population of approximately 300,000 people, consisting of about 160,000 Arabs, 40,000 Italians, 30,000 French, 10,000 Maltese, and 60,000 Jews. During certain seasons wealthy tourists and visitors crowd into the country.

Prostitution is State-regulated and there is a system of licensed houses.

The official figures show a total of 115 European prostitutes inscribed. Ninety-seven of these were French, 14 Italian, 2 Belgian, 1 Swiss and 1 Maltese (see Appendix). The officials stated that there were more women and girls, both foreign and native, practising prostitution clandestinely than are registered. It was reported that the Police were busy getting clandestine prostitutes to register.

It was estimated, as a result of the enquiry, that there are at least 500 or more clandestine prostitutes who live privately in hotels and lodging-houses where they entertain their customers. They secure their trade in the *cafés* and restaurants.

In three *cabarets* visited, many clandestine prostitutes were met. They were over 21 years of age, with the exception of five or six, who admitted being 18 to 21, and who were French subjects.

Prostitutes are inscribed at 18 years of age, but are not permitted to practise in licensed houses until they reach 21 years of age. Birth certificates must be shown before inscription, but the officials have detected cases in which false or forged certificates have been submitted.

Investigations in the underworld disclosed that girls under 21 manage to enter licensed houses by means of fraudulent passports or birth certificates.

In a house known as 33-X, the assistant *madame*, a Parisian woman who speaks good English, was asked if she would take in an 18-year-old Spanish girl. She said :

"I have ten girls now, but if she looks good, I can take her in, even if she is only 18 years old. The law says '21', but it does not matter. Just leave it to me. We work this way ; the girl must pay in advance room and pension. My rates are from 25 to 50 francs a day. Then, of course, there is light, heat and laundry. The man pays her whatever she can get. He must pay me five or ten francs for the use of the room. The drink money is all mine. If the girl is a good one, she can make big money here. She can always have one day a week off, but never take Saturday nor Sunday or Feast days, except when she is sick. If she does not . . . (practise perversion) I do not want her. She must pay 10 francs a week to be medically examined.

"I have plenty of birth certificates to use ; all I do is to put her down as French ; if I get young ones, that is what I do. I have French, Dutch, Belgians, Italians, and I could use a Spanish girl very well. Will the girl take the money or does her boy take it ? The boys usually get it, but it doesn't matter to me".

There are in Tunis innumerable one-room houses in which individual prostitutes practise. These prostitutes are registered with the Police and are allowed to pursue their business quite openly. It was chiefly in this type of brothel that prostitutes of 18 years of age were found.

Commercial prostitution in Tunis concentrates in four or five different districts ; these districts are situated in the old section of the city. The women in these sections live in small one- and two-room houses and solicit passers-by. The houses are very much like 'cribs', but harbour from two to five prostitutes, ranging in age from 16 to 30 years. The women can be seen from the street in brilliantly lighted rooms, sitting in native costumes awaiting their Arab trade. The prostitutes never open the doors unless commanded to do so by prospective customers. They confine their activities solely to Arabs, and will not trade with Europeans, or any other white races.

An Arab prostitute caught trading with a European is not only liable to be attacked by an Arab who sees her, but the man is also said to be in danger of rough treatment.

Being introduced as a Turk, the investigator went from house to house. In one of the houses, 331-X, a 17-year-old Turkish girl was met with, who admitted coming to Tunis from Italy. She stated that her parents brought her three years ago, and that she turns over to her people all the money she earns.

In another section of the city, a great many cribs with Arab prostitutes of a cheaper variety were found. These places were visited, but all the persons in them were found to be Arabs.

In other districts Italian and native Jewish prostitutes are found. One district has five large licensed resorts.

These houses attract the better-class *clientèle*. The houses harbour from two to fifteen inmates each, and although the majority of the inmates are French, many other nationalities are represented.

In going from house to house two Italian girls under 21 years of age were found.

The officials say they have photographs and finger-prints of between 40 and 60 *souteneurs*. In 1923, they arrested a number of them, mainly Italians, but some French. They were young men between 20 and 30 years of age. According to a Decree of 1893, there is power to deport foreign *souteneurs* and some were deported in 1923. As regards the *souteneurs* now in Tunis, none are suspected of bringing victims into Tunis, or of taking women or girls from the city, or of forcing their prostitutes to lead a life of prostitution.

INCOMING TRAFFIC.

The officials state that, as far as they know, there is no traffic in women to or from Tunis. It was considered to be too small a place for any organised traffic to exist.

It is said that entry into Tunis is not difficult. Passengers on board steamers coming from French ports are not inspected, since it is presumed they have already satisfied the requirements of the French authorities. Passengers on board steamers coming from other countries are subjected to a rapid examination on board ship.

From official sources it was learned that there are very few foreign prostitutes inscribed. The foreign group consists mainly of Italians the majority of whom were said to have settled in Tunis and to have gradually drifted into a life of prostitution.

The number of European foreign prostitutes registered in Tunis is given officially as 18 (see Appendix) out of a total of 115 inscribed women. Investigation in the underworld revealed the fact that, though there is no great incoming traffic in foreign women, there is a regular and organised seasonal traffic in French prostitutes.

The licensed resorts are operated by persons of French nationality, and the majority of the inmates are also French. Several of these places are operated in conjunction with similar brothels in Paris and Marseilles, and the inmates are often sent to Tunis from the branch houses in France.

These arrangements were described in more detail by several prostitutes and *madames*. For example, in a licensed house known as 333-X, a sort of assistant *madame*, a French girl by the name of 38-G, made the following remarks as to her position in Tunis: "I have worked in Paris for this *Patronne* and I have to go wherever she sends me. All of us girls are under a contract in a way. This *madame* has two houses in Paris and she needed me here. Just like 334-X (another house on the same street); she too has a house in Marseilles and she always exchanges her girls." There is a man in Marseilles also who supplies all these houses with girls. He gets a commission for doing it. All we do is to let him know and he gets them." When asked: "Are they green girls?" she replied: "No . . . but I know boys (*souteneurs*) who did get green girls from him. When a girl comes she can agree to stay three months or six months. As the *madame* pays all expenses, the girl can't leave until she finishes her contract. After that time she can leave and the *Patronne* will pay her way back. A girl is not allowed out of the house except once a week, and then one of us goes with her. The *madame* buys everything for us and we pay her." Again the man was heard of in visiting 35-M's house on 342-X, where an inmate, 86-G, was met. She admitted having been sent to this house by 23-T in Marseilles. She said that the cost of the voyage was paid for by the *madame*. She further stated that she was only 20 years of age and was a native of Toulon. Asked how she got registered, she replied: "35-M took care of that. She has a friend in the Police who will do anything for her."

Another source of incoming traffic was traced to Sicily. A former *souteneur*, 37-B, pointed out several Italian *souteneurs* and said: "Two years ago I knew fellows like these who used to go over to Sicily and buy girls regularly. You see they are so poor over there that people are glad to get rid of any of their girls". When asked whether the boys were still doing this, 37-B replied: "They may be, but I don't hear of it. The police made difficulties for a while, but all died down". Continuing, 37-B said: "After these Italians get their girls in here they take them over to Marseilles."

Among the prostitutes met with were several Italians, married to *souteneurs*. One such Italian prostitute, occupying a crib at 328-X, gave her name as 83-G. She admitted being only 18 years of age, and stated that she had been in Tunis about six months, coming here with her husband from Messina, Italy. When questioned about her husband, she stated that he and she reside together and that she turns over to him all her earnings.

A particularly bad case met with was that of an Italian prostitute, 85-G, from Sicily, about 20 years of age, living at 341-X. 37-B, speaking of this girl and of her *souteneur*, said: "He is a bad egg! That girl of his, 85-G, he brought her from Italy. She thought she was going to get married. He rents a room for her to practise prostitution in and the girl

herself says he beats her and takes every cent away. She's afraid to appeal to the Police. He'd stick her. The way he works, I don't like."

The existence of licensed houses, and of a definite seasonal demand for an increase in the number of their inmates, cannot but result in an encouragement of traffic in prostitution into the country.

On November 19th, 1926, the French Government replied to a letter from the Chairman of the Special Body of Experts dated August 11th, 1926, as follows: "A circular from the Minister of the Interior dated May 13th, 1925, has ordered the Prefects to issue orders forbidding public prostitutes of foreign nationality to enter licensed houses. Since this measure has been in force, the number of these foreign women has decreased considerably, especially in Algeria, where a fairly large number of Spaniards gained their living by prostitution".

OUTGOING TRAFFIC.

In theory it should be difficult for *souteneurs* or prostitutes to leave Tunis for purposes of traffic in women, as the authorities state that *souteneurs* and prostitutes are denied passports. But the officials admit that these characters can go to other French cities and secure passports there, as no cards of identification or permits to leave Tunis are required.

The officials in Tunis state that, when they know that a *souteneur* or registered prostitute is leaving for Marseilles, to which destination they can go without a passport, they telegraph information of their departure to Marseilles. Except for the coming and going of prostitutes between licensed houses in Paris and houses in Tunis, no definite evidence of outgoing traffic was discovered.

APPENDIX.

NUMBER OF EUROPEAN (INSCRIBED) PROSTITUTES IN TUNIS.

Situation	French Women	Foreign Women				Total
		Belgians	Swiss	Italians	Maltese	
In houses	33	2	1	—	—	36
In the town	15	—	—	4	1	20
In the reserved quarters	49	—	—	10	—	59
	97	2	1	14	1	115

GERMANY.

Germany has signed and ratified the Agreement of 1904 and the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children. A reply to the questionnaire issued by the Special Body of Experts in 1924 has been received from the German Government and has been carefully studied, together with the annual reports to the Advisory Commission. Interviews have been held with officials of the Police, Health and Immigration Services in Germany and with voluntary societies engaged in welfare work. In addition, contact was established with the underworld of prostitutes, *souteneurs* and traffickers.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

There are no licensed houses of prostitution in Berlin, but there is a segregated district containing licensed houses in Altona on the outskirts of Hamburg. In both cities prostitutes are registered and medically inspected. It is true that there are no licensed resorts in Berlin, but in many States there are large numbers of disorderly flats. In each flat from two to four inmates reside. The lessee of the flat is in reality the *madame*. She gets 50 per cent of the girls' earnings, but is seldom seen about the premises. In all these flats the inmates are dressed in street clothes. Some sit at the windows and try to attract the attention of passers-by, while others depend upon an established clientele or upon customers brought to them by touts. These places usually operate until dark, opening for business at 11 a.m. The reason for closing is said to be due to the fact that after dark "plain-clothes" men are most active. The inmates in these flats are not registered with the Police.

At Altona the segregated district is known as Peter and Marian Strasses. It is an L shaped section with iron gates at the two entrances. According to the regulations it may remain open from 6 p.m. until 7 a.m. and is to be closed during the day. It was found, however, that entrance into the houses can be gained at any time during the day or night.

In this district there are about 50 houses. In the doorway of each house a prostitute may be seen. As prospective customers pass, the prostitutes call to them and try to encourage them to enter. Each house has on an average four or five inmates. The houses are very cleanly kept. No foreign prostitutes are registered. All the prostitutes spoken to in the houses appeared to be over 25 years of age.

There are streets in the old section of Hamburg where house after house, with two and three girls in each, is a house of prostitution. The girls sit at windows and in the doorways and are very importunate.

At the time of the investigation there were some 6,000 registered prostitutes in Berlin and one experienced official estimated that there were about 12,000 clandestine prostitutes in the city. Hamburg had 2,200 registered and it was said that, of those arrested annually for offences in connection with prostitution, some two-thirds were found to be unregistered. The extracts of the Penal Code and the measures¹ taken against the traffic are given in Appendices I, II and III.

Girls under 21 may in special cases be registered in Germany if they persist in prostitution in spite of Court and parental discipline. Those who are caught practising prostitution are liable to be sent to reformatory institutions. The investigator found a large number of young girls practising prostitution clandestinely, as the following extracts from reports will show :

"101-P said: 'These places that I am going to take you to are all private places. The girls ain't registered. Each house has from two to four girls. Some are only 16 years old. You can't come here at night. They close at dark. The police don't let them run. It's against the law. In the day time the detectives ain't out.'"

The principal rendezvous of these young girls was found to be a café (619-X) to which the investigator was taken by a *souteneur* 102-P. The place was full of young prostitutes; many of them appeared to be between 16 and 17 years old. They are unregistered and make this place their nightly hang-out for the purpose of securing trade which they take to cheap hotels and rooms in the vicinity. When asked: "Do these kids manage to work without boys?", 102-P, replied: "They all have them".

¹ Subsequent information has been received to the effect that two draft bills are under consideration which concern Article 3 of the Convention of 1921. One draft bill deals with the offence of traffic in women and children by amendment of the Penal Code. The other draft bill deals with the supervision of the contracts of women going abroad as entertainers. In addition, the Law on the Combating of Venereal Diseases, February 18th, 1927, Article 16, has amended Article 180 of the Penal Code by the following provision:

"Procuring shall, in particular, include the conducting of a brothel or of a business akin to that of a brothel" (see Appendix III).

In a certain quarter of old Hamburg there is a district containing many "bier stubes". In these places prostitutes congregate. Seamen and labourers of all types also gather here. Many of the prostitutes seen and spoken to in these places were girls as young as 15 and 16 years' old.

In 619-X in Berlin, the *souteneur* 102-P pointed out young girls and said they could be induced for money to pose for indecent photographs. In proof of his statement, he pointed out a girl in the room and afterwards showed the investigator an indecent photograph of her.

The introduction to the world of *souteneurs* and of vendors of obscene literature and pictures came through the approaches of a *souteneur*, 101-P, who acted as a tout or guide whose office it was to find the customer. An account of the meeting with this character and of the subsequent introduction to his associates is given in the words of the investigator's report, as follows :

"After speaking with many street prostitutes, I loitered about on the corner of — Streets, Berlin, where I was approached by a young man who suggested that I should accompany him to a house where perversion and naked dances take place. I made the necessary excuses and tried to secure the address of the place. He said: 'These dances start at one in the morning and every night take place in a different house because of the Police. Here is my name and address.' He then wrote his name on a sheet of paper (101-P).

"Through 101-P, I was introduced to another *souteneur* (102-P), a notorious character about the cheaper cabarets on 624-X, who makes it his business to procure prostitutes for foreigners and also to offer obscene photographs for sale.

"As regards obscene pictures, 102-P said: 'It's not so easy here. The "plain-clothes" Police are always looking for that stuff. They are being made here. There is also a lot made in Frankfort-on-Maine. Plates are hard to get. I'll see the fellow tomorrow and let you know. He won't sell to me direct or anybody else except one man; that man sells to another and then I get them.' He then called over another man and introduced me, saying: 'This is the fellow who supplies me. He is going to see the real guy to-morrow.'

"Later at 619-X, the *souteneur* 102-P said: 'I can show you a list of people that I have posted pictures to. . . . You know, here in Berlin every prostitute buys them too. When they get customers they show them and it helps them with hard eggs. English and American tourists fall for that stuff and the girls get a large price. I supply most of the girls.'

"A month later I [the investigator] wrote and made an appointment to see 102-P about the indecent photographs with a view to trying to meet the man who actually took the negatives. The meeting was successfully arranged. 102-P said: 'The man who makes the plates will sell you a complete set or four or five sets if you want as many as that'. I asked: 'How many in a set?' He answered: '25. To-night he will be here.' I asked: 'Is this fellow in business or does he just make pictures?' 102-P said: 'He is in on everything. He sells cocaine to the girls; he poses for those pictures. He has two women of his own on the streets. His partner is an engineer, an amateur photographer; 104-P gets the people to pose, his partner takes the pictures and makes the positives. 104-P supplies everybody around here with the pictures. He is willing to sell some of the plates. They are good.'

"About 4.30 a.m. 104-P appeared. He said: 'I'll see my partner at 7 o'clock.' I agreed to meet 104-P at my hotel.

"About 3 p.m. 102-P appeared at the hotel and an hour later 104-P came. He had with him two packages which I later saw contained 100 plates, which comprised four complete sets. These plates contained pictures of every conceivable form of sex perversion.

"I left them with the understanding that either I or my partner would return in two weeks or so to purchase the plates."

This matter has been dealt with in some detail here because, though not in itself traffic in women, it is a side-line with the *souteneur* and prostitute.

INCOMING TRAFFIC

The German Government states in its reply that "Germany is not at present a country of destination for the victims of the traffickers, but only a country of transit". There is no registration of foreign women as prostitutes in Germany, and when such women are arrested by the police they are expelled. Eight such women were deported from Berlin in 1924 (2 Poles, 4 Czechs, 1 North-American, and 1 Lithuanian). The same year 21 procurers of women and girls were deported.

101-P took the investigator to various sections of the city of Berlin where the different foreign elements live, and introduced Polish, Italian, Swedish and Czech prostitutes; all met with were girls who had been in Germany for many years.

The investigator met a Hungarian prostitute, 19 years of age. She operated in a flat at 597-X which was conducted by 17-DH. The girl said that she had been in Germany

for about a year, and stated that she came there from a small town in Hungary, not far from Budapest.

The investigator was also taken to a flat at 598-X, wherein resided a prostitute. This place was operated by 41-M. The prostitute gave her age as 21 years and stated that she had been in Germany about nine months. She admitted being born in Lodz, and stated that before coming to Germany she practised prostitution in Vienna.

A few cases of incoming traffic from Poland are reported. Some of the girls were married before they came to Germany, for example: a girl made the acquaintance of a man M....F.... in Lodz and became engaged to him. The man went to Germany late in 1924 without a passport. For 50 dollars the man's father smuggled the girl (and three other girls and a young man) across the border. She went by train to Kempa and from there she was brought by a Pole across the border through the fields at midnight and then by carriage to Breslau. She met M....F.... in a large town in Germany, went to a Rabbi's house, and the Rabbi's wife, in the absence of her husband, was persuaded to perform certain rites of Jewish ritual and then said to them: "Now you are married." She lived with her husband for three days. He then beat her and threw her out, saying that she was not his wife but that she could still live with him if she would go on the streets and bring money to him. She refused and complained to the Chairman of the Committee for the Protection of Galician Jews. This seems to be a case which will result in punishment and deportation¹.

OUTGOING TRAFFIC.

The German Government reply to the 1924 questionnaire states:

"Generally speaking, there is no difference between the traffic before and after the World War. In almost all cases the girls are induced to go abroad by means of contracts with foreign employers; at first they have regular work, but subsequently their morals are undermined and they are forced into vice. The trafficker cannot be punished in accordance with German Law as it can only be proved in exceptional cases that it was his intention to obtain the women for purposes of prostitution. In the opinion of the German Central Police Office for Combating the International Traffic in Women and Children, the territory to which German women are being sent is the Balkans."

The German Central Authority explained that the law which is ineffective against traffic is the Emigration Law of June 9th, 1897, of which the clause in question, No. 48, runs as follows:

"Whoever induces a female by deceit to go to foreign countries, intending to profit by her prostitution, and conceals this intention from her, shall be punished with imprisonment up to five years. The same punishment shall be applied to any person, who, knowing of the intention of the deceiver, helps with the emigration."

The difficulty would appear to be in proving the intention and the fact that it was hidden from the victim.

A law was passed on October 4th, 1923, requiring that all agencies providing employment abroad must be licensed and carefully supervised by the authorities.

Another Law of February 14th, 1924, provides further protection to girls under 18 leaving the country, and requires the consent of the Juvenile Court as well as of their parents before they leave. Several cases of outgoing traffic show how urgently the protection of law is required for women and girl artistes.

For example, a troupe of 10 or 15 minor girls was taken by a German woman to a *cabaret* at Athens to dance and sing. Seven of the girls were sent back in a pitiable condition and have testified that they were paid very little wages, told to encourage men to drink, and that the manageress brought men to the house at night where the girls lived with her, and had immoral relations with them, and said to the girls: "This is how it is done". The manageress of this troupe has been arrested in Germany and released on account of ill-health. She was a former prostitute and will be tried when she recovers.

In another case, a light opera troupe went bankrupt in Buenos Aires with the following results as regards four of the girls:

- A. Committed suicide because infected with venereal disease.
- B. Attempted to commit suicide because in straitened circumstances.
- C. Disappeared.
- D. Found a lover to take care of her.

¹ This case illustrates the way in which ignorant or weak-minded girls may be tricked into a bogus marriage. Similar cases relating to girls of different faiths have been brought to the notice of the investigator. In this particular case, the information was obtained from an official source, and there is no reason to doubt the truth of the story, though the girl may have been deceived as to the person who professed to perform the ceremony.

All the girls were Germans or Austrians."

While the investigator was in Hamburg in 1925, two women said that they had just received letters from their daughters who had gone out to South America with 29 other German girls in a travelling circus three months before. They were dancers under a contract of 130 pesos a month. They wrote and said that they only received 90 pesos of their wages, and that now that the contract was about to expire the manager stated that he would only give them 30 pesos a month and, if that was not enough, they could go on the streets. The two girls wrote to their mothers that they would rather kill themselves than become prostitutes. A wire was sent by the authorities to the German Consul to send all girls under 21 back to Germany.

Both the Police and the *souteneurs* commented on the ease with which young girls and their parents agree to these trips with travelling troupes. 102-P said: "All these kids are wild about the stage, the movies, cabarets, anything that makes them think they are artistes. They are the kind that fall easy". The German Central Authority said: "One notice in the newspaper by the manager of an 'Artiste Troupe' brings more girls than he can use. Most girls lose their commonsense when they have an opportunity to join a stage, film, cabaret or ladies' boxing troupe, and the parents think only that the daughter may become a 'star' and so give their permission." The results of some of these trips are depicted above.

Girls under 21 years of age require their parents' consent before a passport is issued to them, but the underworld consider that on the whole passports to leave Germany are easily obtained. 102-P said: "Those birds [traffickers] go to any place where they can get a nice girl. There are boys here whose girls were shipped off. In Hamburg they have houses. The girls in the houses in Hamburg very often go to South America and also into Italy."

The investigator asked: "But isn't it hard to get a passport for a girl under 21?" He said: "No, the girls always get their parents' consent. These girls in Berlin are all from the country. Very few are local. Once they are away from home, the old man and old lady are glad to consent to the girl leaving the country so long as they get a few marks in the mail each month."

In Hamburg an effort was made to trace 27-T, a trafficker spoken of by girls in Vienna and in Budapest, but though his haunts were discovered and his friends interviewed, it was found that he had returned to Buenos Aires.¹

In Hamburg, 103-P spoke of the exportation of women to Italy (of which mention is also made in the report on Italy): "They like German girls there. Two Italian boys were around and offered to pay the way of a bunch of business girls (prostitutes) to go there. They tell me that every little while they change their girls." The investigator asked: "Whereabouts in Italy do they want the girls?" He replied: "All over. They go from city to city. They start in Trieste and go south. One fellow I met — he took back six girls with him and paid their way. Two were in houses; the others were around the cafés. It's only for three months." He was asked: "Do you think they will come back?" He said: "Why not? I wanted my girl to go, but she said 'No'".

Some idea of the number of German prostitutes in other countries can be gained from the various reports. In Italy during the 20 months ending March 1924 there were 46 German women registered, and 54 in the 12 months ending December 31st, 1925. Switzerland deported 127 German prostitutes in three years ending 1925, of whom 97 were deported in 1923. In Mexico City there were 29 German women registered as prostitutes and many others practising clandestinely. The outgoing traffic is not large but it certainly takes place.

As regards traffic in transit through Germany, special care is taken of emigrants at the ports and special hostels provided separately for either sex.

APPENDIX I.

DECREE CONCERNING THE EXECUTION OF THE ORDER OF JUNE 4TH, 1924, REGARDING PASSPORTS

(*Reichsgesetzblatt* I, page 613.)

Section 13. — Passports may only be issued to female minors, with the exception of married women, upon the application or with the consent of their legal representative.

Before issuing passports to girls under eighteen years of age who wish to emigrate, the authorities appointed in Germany to make out passports must also apply for authorisation to the Court of Wards, where required under the terms of Section 9 of the Order of February 14th, 1924, for suppressing the abuses observed in connection with emigration (*Reichsgesetzblatt* I, page 107).

Section 52. — II. Passport visas will be refused:

¹ See Austrian and Hungarian reports.

(c) If minors who are German nationals have failed to obtain the consent of their legal representative to leave the country :

(d) In the case of girls under eighteen years of age and if the conditions prescribed in Section 9 of the Order of February 14th, 1924, for suppressing the abuses observed in connection with emigration (*Reichsgesetzblatt I*, page 107) are not entirely fulfilled....

The authorities appointed to issue passports and grant visas shall further comply with the following rules :
Before granting passports or visas to female minors of German nationality who intend to take part in a theatrical or other artistic tour abroad, the competent authorities shall consider the expediency, or otherwise, of raising objections to the proposed tour, either on account of the character of the manager or of the nature or prospects of the undertaking....

In cases where a female minor desires to leave the country unaccompanied by an adult member of her family (except in the case of a theatrical or other artistic tour) the competent authorities shall consult the Emigration Office of the Reich ; if the said female minor has obtained the post in question through an employment agency, the Head Office for the campaign against the traffic in women, attached to the Police Headquarters in Berlin, must be consulted.

If the authorities see cause to raise objections, they must advise the minor in question, or her legal representative, to abandon the proposed tour. If, in spite of this advice, the interested parties insist upon obtaining a passport, the latter can only be refused under Section 1, paragraph 2, of the Passport Law of October 12th, 1867 (*Bundesgesetzblatt*, page 33), if such refusal is allowable under the general Passport Regulations. Where necessary, the competent authority will oppose the departure from Germany of the person in question and will submit the question to the Court of Wards or to the Young Persons Welfare Office.

APPENDIX II.

Ministry of Public Works.
II C. p. 541.

Berlin, April 25th, 1922.

To the Royal Railway Directorates.

I have recently been informed that the assistance of the officials of the State Railways Administration is essential for the enforcement of the Police measures intended to combat the traffic in women ; in this connection I call your attention to the Order of June 7th, 1907, II C, page 1030. Personnel in charge of trains are particularly recommended to assist, by keeping watch during the journey, in detecting persons engaged in the traffic in women. It is generally known that traffickers separate from their victims in the railway stations, where there is special organised control, and only approach them again after the train has started, that is to say, when they believe that all danger is past and that further precautions are unnecessary. Even in cases where the girls in question travel alone for the whole of their journey in Germany, train inspectors will frequently be able to recognise victims of the traffic if they will take the trouble to co-operate in the campaign against the traffic. The Royal Railway Directorates are requested to issue to the officials concerned fresh orders based on the decree mentioned above. It would be particularly advantageous if the problem of the traffic could be explained from time to time to personnel on duty on the main lines used by emigrants ; the said officials should be recommended forthwith to notify to the competent authorities any circumstances which may come to their attention. In order to stimulate the zeal of these officials, a money reward should be offered in cases where, by keeping watch, they assist in leading to the detection of traffickers or at least in rescuing their victims. These rewards may be defrayed, if necessary, from the funds of the Internal Administration with the authorisation of the Head of the Staff Branch.

By order :
(Signed) . . .

APPENDIX III.

EXTRACTS FROM THE GERMAN PENAL CODE

Article 174 (1). — A guardian who commits with his ward, a person who commits with his adopted or foster child, a clergyman, tutor or teacher who commits with a scholar or pupil being a minor under his charge an indecent act, shall be liable to penal internment not exceeding five years.

Article 176 (3). — Anyone who commits an indecent act, or induces to the commission or sufferance of an indecent act, upon a person under the age of 14 years, shall be liable to penal internment not exceeding ten years. If there are extenuating circumstances, the punishment is confinement of not less than six months.

Article 180. — Anyone who makes a practice of assisting or for his own benefit assists immorality by acting as an intermediary or providing opportunity therefore shall be guilty of procurement and liable to confinement of not less than one month, and in addition to a fine of from one hundred and fifty to six thousand marks, loss of civic rights and police supervision.

If there are extenuating circumstances, the confinement may be reduced to one day.

Amendments taken from the Law on the Combating of Venereal Diseases, February 18th, 1927 (Article 16) :

Procuring shall, in particular, include the conducting of a brothel or of a business akin to that of a brothel. Anyone who provides accommodation for a person over 18 years of age shall only be punished under paragraph 1, if the person to whom accommodation is granted is exploited for immoral purposes or is enticed or encouraged to practice immorality.

Article 181 a. — A male person who lives either in whole or in part upon the earnings of a prostitute or who regularly or for self-interest provides accommodation for a prostitute for the purposes of her immoral trade or who otherwise assists a prostitute (pimp), shall be liable to confinement of not less than one month.

If he is the husband of such prostitute, or if he has compelled her by force or threats to carry on prostitution, he shall be liable to confinement of not less than one year.

In addition to confinement, sentence of loss of civic rights, admissibility of police supervision and assignment to the local police with the effect described in Section 362, paragraphs 3 and 4, may be imposed.

Article 182. — Anyone who induces to an act of carnal intercourse a virgin under the age of sixteen shall be liable to confinement not exceeding one year.
Prosecution is only on complaint of a parent or guardian of the person seduced.

Article 235. — Anyone who by artifice, threats or force takes away a minor from his parent, guardian or custodian shall be liable to confinement.

If there are extenuating circumstances, the punishment may be a fine up to three thousand marks.

If the offence is committed with the object of employing the minor for begging or profitable or immoral purposes or business, the punishment shall be penal internment not exceeding ten years.

Article 236. — Anyone who by artifice, threats or force carries off a female against her will for immoral purposes shall be liable to penal internment not exceeding ten years. If the offence is committed for the purpose of marriage, the punishment shall be confinement.

Proceedings take place only on complaint.

Article 237. — Anyone who carries off an unmarried female minor, with her consent but against the will of her parent, guardian or custodian, for immoral purposes or marriage, shall be liable to confinement.

Proceedings take place only on complaint.

Article 238. — If the offender marries the female so abducted, there shall be no proceedings unless and until the marriage has been declared null and void.

Article 361. — The following shall be liable on conviction to detention :

(6) Anyone who publicly encourages immorality or offers his services for the purpose in a manner contrary to public morals or decency or in some otherwise objectionable way.

Amendment taken from the Law on the Combating of Venereal Diseases, February 18th, 1927 (Article 16) :

(6a) Anyone who customarily and for purposes of gain seeks to practice immorality in the neighbourhood of churches, schools or other premises attended by children or young persons, or in a house occupied by children or young persons between 3 and 18 years of age, or in a commune with less than 15,000 inhabitants for which the supreme State authorities have issued a Decree for the protection of youth or the defence of public decency.

GREAT BRITAIN

Great Britain has signed and ratified the Agreement of 1904 and the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

A reply has been received to the questionnaire issued by the Special Body of Experts and has been studied, together with the annual reports from the British Government to the Advisory Commission.

Interviews were held in England with Government officials and with the Police and immigration officials in different towns. Interviews were also held with members of voluntary societies interested in social welfare. Contact was established with prostitutes and *souteneurs* so that a knowledge of the working of the underworld might be obtained.

The report deals with conditions observed at a few centres in England. There was no evidence to suggest that a study in Scotland, Wales or Ireland would yield different results. The only British Dominion studied in connection with this enquiry has been Canada.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

There is no system of licensed houses or registration of prostitutes in England. At one time there was a carefully planned system of State regulation, which was applied to a number of military or naval towns, but it was finally abandoned in 1886¹.

It was found impossible to form any reliable estimate of the number of women engaged in prostitution or as to the number of those so engaged who are foreigners. As the reply from the British Government states: "There is no official registration of prostitutes in the country and a foreign woman who engages in prostitution does not come within the cognisance of the authorities unless and until she commits an offence against the law, such as disorderly behaviour or soliciting to the annoyance of the inhabitants or passers-by". Some light may be thrown on this question by the number of persons proceeded against in the Courts for offences in connection with prostitution (see Table A). It will be seen that the number of persons proceeded against in 1914 for such offences in England and Wales was 9,853. In 1916 it fell to 5,570 and in 1923 it fell to 2,410. These figures suggest a marked reduction in recent years in the general volume of prostitution, but too great reliance must not be placed on such figures, as the reduction may be due partly to variations in police activity. The number of foreign prostitutes is said to be much smaller than it used to be before 1914, because the war greatly restricted the facilities for entry, and since the war much greater supervision has been exercised over the admission and residence of undesirable aliens.

The law in England (see Appendix I) on the subject of sexual offences was framed over forty years ago at a time when an organised traffic in English girls to Continental brothels had been discovered. The Criminal Law Amendment Act, 1885, as amended by later Acts, deals effectively with such offences as procurement, living on immoral earnings and brothel-keeping. The statistics of prosecutions (see Table B) again show a marked reduction in such offences. For instance, in 1914 the number of persons proceeded against for procurement was 43. In 1923 the number was six. In 1914 no less than 371 persons were proceeded against for living on the earnings of prostitutes. In 1923 the number was 145. As regards brothel-keeping, the number of prosecutions in 1914 was 715 and in 1923 the number was 440.

London, like other great cities, is faced with the problem of prostitution. Prostitutes walk the streets, and in some of the streets, especially of the West End, their presence can be readily observed. They are not interfered with by the police so long as they behave themselves and do not solicit to the annoyance of pedestrians². Opinion varies on the question whether the number is less or greater in recent years. An experienced investigator who has visited London several times in the last 27 years states that prostitutes are certainly less in evidence than formerly and that their operations on the streets and in other places accessible to the public are definitely less flagrant and objectionable.

¹ For a full account of this system and its results, see Report of Advisory Committee on the Traffic in Women and Children, Fourth Session, Annex 4, Reply of the British Government to the Questionnaire on the subject of Licensed Houses.

² The law and its administration in regard to street offences has been the subject of considerable controversy, and recently a Committee has been appointed to investigate this question.

One of two comments made by members of the underworld may be quoted to illustrate their views on this question. 26-P said: "Things in London are tough. All the girls here are on the streets. Keep under cover or you are liable to get knocked off. The police aren't very fond of boys [*souteneurs*] here".

Enquiring about *souteneurs*, the investigator said: "The girls in most countries have boys. I can't understand why so many here are without them". 38-P said: "I tell you, here a girl can hardly make enough to keep herself. Take mine, for instance. If I didn't run a game I'd fall flat. All the boys here have a side graft. You have got to have it. Why, a girl walks the streets all night and comes back with only twenty bob [shillings]".

Liverpool was another of the towns visited. Though Liverpool is a city of 900,000 inhabitants, it has no recognised houses of prostitution. The prostitution which exists in that city appears to be centered on the streets and in the public bars. Up to 10 p.m., when the bars close, a visitor can enter certain of the public bars in the centre of the city and make the acquaintance of a prostitute. The prostitutes, whether on the street or in the bars, solicit in a fairly open manner and take their customers to their own homes, lodging-houses, and in some cases to small hotels.

Some of the women who practise prostitution in Liverpool are engaged in other work during the day and are not of the ordinary commercial type. There are also younger girls who frequent the bars or dance-halls, such as 42-X, where their acquaintance may be cultivated through dancing.

The investigators became acquainted with several *souteneurs* in London, who had been recommended to them by foreign *souteneurs* in other countries. These *souteneurs* frankly discussed the situation in England and admitted that the prostitutes were not making very much money.

INCOMING TRAFFIC AND THROUGH TRAFFIC.

The fact that entry into England must be made by boat or ship from foreign countries makes supervision of immigration easier than in many places. There is, however, a large volume of immigration *through* England, annually. The shipping companies have admirable arrangements at Atlantic Park, near Southampton, for the accommodation of transmigrants during their stay in England. Aliens are registered in Great Britain and, owing to unemployment, there are restrictions on aliens coming into the country. Aliens who enter the United Kingdom to take up employment are admitted on a permit issued by the Ministry of Labour, but a considerable proportion of the permits issued by that Department run only for a limited period, usually for a year or less, subject to renewal in special circumstances.

Extracts from the Aliens Order 1920 are set out in Appendix III.

Under this Order, immigration officers have wide powers, which include the exclusion of foreign prostitutes and *souteneurs*, if recognised. No statistics of such exclusions were obtainable.

There is no means of ascertaining how many foreign women are engaged in prostitution in London or other large towns. When a foreign prostitute is convicted of an offence, the Court which convicts her has discretion, in pursuance of the provisions of the Aliens Act, to recommend her deportation and, on receiving such a recommendation, the Secretary of State considers all the circumstances of the case and usually acts upon the recommendation and sends her back to her own country.

Of nine prostitutes deported in 1922, five were French and the rest were one each from Belgium, Lithuania, Russia and Poland. Of five deported in 1923, all were French.

In a letter from the British Foreign Office, dated September 30th, 1926, in response to one from the Chairman of the Special Body of Experts, the following information was supplied:

"There has, however, been a recrudescence of what is known as the 'marriage trick,' by which arrangements are made for a foreign prostitute to be married, either in England or abroad, to a British subject with the object of securing British nationality. In such cases the marriage is not usually consummated and the man, who is generally a worthless character, receives a sum of money up to ten pounds for his part in the proceedings, after which he disappears. The woman is then in a position to continue to exercise her profession without fear of deportation."

In Liverpool it was estimated that, out of 2,000 prostitutes, not more than eight were foreign women, and 95 per cent met with in London were British. Commenting on the nationality of the women in London, a *souteneur*, 26-P, said: "You'll find a few French, but they're far apart. All the girls here are English." As regards entering England, this *souteneur* said: "It's easy to get in".

It was also stated that the few foreign prostitutes and pimps who do come to England do not stay long because the only place where prostitutes can operate is on the streets, which yields a very small income.

The investigator frequented many bars, hotels and restaurants and found nearly every prostitute to be British. One foreign prostitute met with was a Roumanian. She stated

that she had been in London since 1918, and came here from Roumania. This girl is about 30 years of age, and when 38-P asked her if she wanted "to couple up with a good boy and go to a country where money could be made", she eagerly accepted the proposition.

The British Government reply states that "before 1912, however, cases occasionally came to the notice of the British authorities in which girls from foreign countries who had been procured for the service of brothels in other foreign countries were taken through the United Kingdom with other classes of transmigrants. Such cases were dealt with whenever they were discovered, but some difficulty was experienced in dealing with them from the fact that a warrant from a court had to be obtained before any person who was suspected of engaging in the traffic could be arrested. This defect was remedied by the Act of 1912, which gave power of arrest without a warrant in such cases, and this power proved an immediate and effective deterrent." Extracts from the Criminal Law Amendment Acts are given in Appendix I.

OUTGOING TRAFFIC.

The British reply states :

"At the present time there is no evidence of any traffic in women or children between Great Britain and any foreign country. As the outcome of a special enquiry in 1881, which showed that English girls were being systematically introduced into foreign brothels, the Criminal Law Amendment Act 1885 was passed. The Act was successful in destroying this traffic, and for many years there has been no evidence of any recruiting of women or girls in this country for prostitution abroad."

Enquiries in other countries bore out the fact that very few English women are practising prostitution abroad. They were met with in small numbers of one or two or three in Italy, Egypt and France, hardly at all in South America, but in larger numbers in the United States, where, however, they are grouped under "Great Britain and her Colonies", which makes classification difficult (see Table of Women arraigned charged with Offences against Morality in Women's Court, New York City, 1921-22, in U.S.A. Report).

The underworld spoke of a few *souteneurs* leaving and of many prostitutes who would be glad to leave. About a dozen such were met, as well as the Roumanian girl already referred to.

26-P said: "Two of the crowd went to Brazil last week. 31-P knows them. If I were leaving, I'd hit for Mexico or Egypt. Both are good. Things are so tough in England that they're glad to see anybody go. It's easy to get out and it's easy to get in."

38-P said: "There's no money here. The chaps that spend don't come out often enough. If you want a girl, you won't have any trouble getting one. There are plenty who would jump at the chance to go. I know of three or four who want to dig out where there is money, but they ain't got the money. They're business girls [prostitutes], of course." The investigator said: "I have travelled a bit and I don't run into many English boys or girls [*souteneurs* or prostitutes]". 38-P said: "I don't know why it is. They all stick pretty close to home. Take my brother, for instance; when he went to Buenos Aires everybody told him he was crazy. He had a girl here, and she wouldn't go with him."

It was the universal opinion of *souteneurs* and of owners of houses of prostitution in most of the countries visited that Englishwomen were too independent to make good prostitutes. They were especially condemned as "no good" in countries where perversion was required. This was cited by the members of the underworld in London as the real reason why English prostitutes do not migrate. Traffickers nowadays rarely take abroad girls who are entirely inexperienced in sex matters.

The Criminal Law Amendment Act 1885 appears to afford adequate protection for women and girls against exploitation. Among other provisions it is an offence to procure any woman or girl (including a prostitute) to enter a brothel either in Great Britain or abroad. It seems curious that Section 3(2), which deals with procurement by false pretences, does not also cover prostitutes.

Passports are not issued to known criminals and, in applying for a passport, the usual references are required.

Special restrictions are in force with regard to taking children and young persons out of the United Kingdom when this is contemplated for the purpose of making them sing, play, perform or be on exhibition for profit. They are subject to the granting of a licence by the Chief Magistrate after assuring himself that the conditions are in all respects satisfactory. Particulars of every licence and the conditions attached to it are sent to the British Consul of the town to which the young person is going, in order that adequate supervision may be secured. Extracts from this Act are given in Appendix II.

A good many young English girls go to Paris and other European towns as dancers and entertainers. An excellent hostel called The Cardew Hostel has been provided for them in Paris by voluntary effort. About forty girls are accommodated there and others who live in private lodgings take their meals in the hostel, etc. The charge is about £1 weekly. Many girls at this hostel said that they often found difficulty in obtaining respectable lodgings when on tour in other cities.

As regards adult or child emigrants within the Empire, there are special measures devised for their protection and welfare and for safeguarding their conditions of employment which have been drawn up between Great Britain and her Dominions.
Evidence of traffic on an organised scale was not found in Great Britain.

Table A.

NUMBER OF PERSONS PROCEEDED AGAINST FOR OFFENCES IN CONNECTION WITH PROSTITUTION OR BROTHEL-KEEPING IN THE YEARS 1914 TO 1923.

Year	Prostitution Persons proceeded against	Brothel-keeping Persons proceeded against		Total
		Summarily	Committed for Trial	
1914	9,853	712	3	715
1915	6,965	789	3	792
1916	5,570	773	2	775
1917	5,719	1,052	1	1,053
1918	5,342	768	5	773
1919	5,021	510	5	515
1920	5,800	369	1	370
1921	5,771	352	7	359
1922	5,067	385	10	395
1923	2,410	429	11	440
<i>Totals</i>	<i>57,518</i>	<i>6,139</i>	<i>48</i>	<i>6,187</i>

Table B.

CRIMES OF PROCURATION KNOWN TO POLICE AND NUMBER OF PERSONS PROCEEDED AGAINST FOR PROCURATION AND LIVING ON PROSTITUTES' EARNINGS IN THE YEARS 1914 TO 1923.

Year	Procuration		Living on prostitutes' earnings ¹ Persons proceeded against		Total
	Crimes known	Persons proceeded against	Summarily	Committed for Trial	
1914	43	43	358	13	371
1915	16	12	126	8	134
1916	23	20	101	3	104
1917	12	11	88	1	89
1918	5	6	57	—	57
1919	7	5	94	—	94
1920	8	10	130	1	131
1921	6	6	152	—	152
1922	11	10	178	—	178
1923	9	6	145	—	145
<i>Totals</i>	<i>140</i>	<i>129</i>	<i>1,429</i>	<i>26</i>	<i>1,455</i>

¹ Including male persons soliciting for immoral purposes.

APPENDIX I.

EXTRACTS FROM CRIMINAL LAWS

GREAT BRITAIN.

I. CRIMINAL LAW AMENDMENT ACT, 1885

(as amended by Acts of 1912 and 1922).

Part I. — Protection of Women and Girls.

Procuration.

2. Any person who procures or attempts to procure :

(1) Any girl or woman under 21 years of age, not being a common prostitute, or of known immoral character, to have unlawful carnal connexion, either within or without the Queen's dominions, with any other person or persons ; or

(2) Any woman or girl to become, either within or without the Queen's dominions, a common prostitute ; or

(3) Any woman or girl to leave the United Kingdom, with intent that she may become an inmate¹ of a brothel elsewhere ; or

(4) Any woman or girl to leave her usual place of abode in the United Kingdom (such place not being a brothel), with intent that she may, for the purposes of prostitution, become an inmate² of a brothel within or without the Queen's dominions, shall be guilty of a misdemeanour.

3. Any person who :

(1) By threats or intimidation procures or attempts to procure any woman or girl to have any unlawful carnal connexion, either within or without the Queen's dominions ; or

(2) By false pretences or false representations procures any woman or girl, not being a common prostitute or of known immoral character, to have any unlawful carnal connexion, either within or without the Queen's dominions ; or

(3) Applies, administers to, or causes to be taken by, any woman or girl any drug, matter, or thing, with intent to stupefy or overpower so as thereby to enable any person to have unlawful carnal connexion with such woman or girl ;

shall be guilty of a misdemeanour.

Provided that no person shall be convicted of an offence under Sections 2 and 3 upon the evidence of one witness only, unless such witness be corroborated in some material particular by evidence implicating the accused.

4. Any person who unlawfully and carnally knows any girl under the age of 13 years shall be guilty of felony.

Any person who attempts³ to have unlawful carnal knowledge of any girl under the age of 13 years shall be guilty of a misdemeanour.

5. Any person who :

(1) Unlawfully and carnally knows or attempts³ to have unlawful carnal knowledge of any girl being of or above the age of 13 years and under the age of 16 years, shall be guilty of a misdemeanour.

Provided also that no prosecution shall be commenced for an offence under Sub-Section One of this Section more than three months⁴ after the commission of the offence.

6. Any person who, being the owner or occupier of any premises, or having or acting or assisting in the management or control thereof, induces or knowingly suffers any girl of such age as is in this section mentioned to resort to or be in or upon such premises for the purpose of being unlawfully and carnally known by any man, whether such carnal knowledge is intended to be with any particular man or generally :

(1) Shall, if such girl is under the age of 13 years, be guilty of felony;

(2) If such girl is of or above the age of 13 and under the age of 16 years, shall be guilty of a misdemeanour.

7. Any person who with intent that any unmarried girl under the age of 18 years should be unlawfully and carnally known by any man, whether such carnal knowledge is intended to be with any particular man, or generally, takes or causes to be taken such girl out of the possession and against the will of her father or mother, or any other person having the lawful care or charge of her, shall be guilty of a misdemeanour.

Provided that it shall be a sufficient defence to any charge under this section if it shall be made to appear to the court or jury that the person so charged had reasonable cause to believe that the girl was of or above the age of 18 years.

8. Any person who detains any woman or girl against her will :

(1) In or upon premises with intent that she may be unlawfully and carnally known by any man, whether any particular man, or generally, or

(2) In any brothel,

shall be guilty of a misdemeanour.

¹ A constable may take into custody without a warrant any person whom he shall have good cause to suspect of having committed, or of attempting to commit, any offence against Section Two of the Criminal Law Amendment Act, 1885 (which relates to procuration and attempted procuration). (C.L.A. Act 1912.)

² In paragraphs (3) and (4) of Section Two of the Criminal Law Amendment Act, 1885, the words "or frequent" shall be inserted after the words "an inmate of" wherever those words occur. (C.L.A. Act 1912.)

³ It shall be no defence to a charge or indictment for an indecent assault on a child or young person under the age of 16 to prove that he or she consented to the act of indecency. (C.L.A. Act 1922.)

⁴ The limit of time mentioned shall be nine months after the commission of the offence. (C.L.A. Act 1922.)

Where a woman or girl is in or upon any premises for the purpose of having any unlawful carnal connexion, or is in any brothel, a person shall be deemed to detain such woman or girl in or upon such premises or in such brothel, if, with intent to compel or induce her to remain in or upon such premises or in such brothel; such person withholds from such woman or girl any wearing apparel or other property belonging to her, or, where wearing apparel has been lent or otherwise supplied to such woman or girl by or by the direction of such person, such person threatens such woman or girl with legal proceedings if she takes away with her the wearing apparel so lent or supplied.

No legal proceedings, whether civil or criminal, shall be taken against any such woman or girl for taking away or being found in possession of any such wearing apparel as was necessary to enable her to leave such premises or brothel.

Part II. — Suppression of Brothels.

13. Any person who :

- (1) Keeps or manages or acts or assists in the management of a brothel; or
- (2) Being the tenant, lessee, or occupier¹ of any premises, knowingly permits such premises or any part thereof to be used as a brothel or for the purposes of habitual prostitution; or
- (3) Being the lessor or landlord of any premises, or the agent of such lessor or landlord, lets the same or any part thereof with the knowledge that such premises or some part thereof are or is to be used as a brothel, or is wilfully a party to the continued use of such premises or any part thereof as a brothel,

shall on summary conviction be liable, etc.²

II. THE VAGRANCY ACT 1898.

1. Every male person who :

- (a) Knowingly lives wholly or in part on the earnings of prostitution; or
- (b) In any public place persistently solicits or importunes for immoral purposes;

shall be deemed a rogue and vagabond within the meaning of the Vagrancy Act 1824, and may be dealt with accordingly.

3. Where a male person is proved to live with or to be habitually in the company of a prostitute and has no visible means of subsistence³ he shall, unless he can satisfy the court to the contrary, be deemed to be knowingly living on the earnings of prostitution.

III. CHILDREN ACT 1908.

Special measures protecting young persons from offences are to be found in the Children Act 1908 (as amended by the Children Act 1910).

APPENDIX II.

EXTRACTS FROM CHILDREN (EMPLOYMENT ABROAD) ACT, 1913.

GREAT BRITAIN.

1. If any person causes or procures any child or young person⁴, or, having the custody, charge, or care of any child or young person, allows such child or young person to go out of the United Kingdom for the purpose of singing, playing, performing, or being exhibited for profit, that person shall, unless, in the case of a young person, such a licence as is hereinafter mentioned has been granted, be guilty of an offence against this Act.

2. (1) A Police magistrate may grant a licence in such form as the Secretary of State may prescribe, and subject to such restrictions and conditions as the Police magistrate thinks fit, for any young person to go out of the United Kingdom for the purpose of singing, playing, performing, or being exhibited for profit, but no such licence shall be granted unless the Police magistrate is satisfied :

- (a) That the application for the licence is made by or with the consent of the parent or guardian of the young person;
- (b) That the young person is going out of the United Kingdom in order to fulfil a particular engagement;
- (c) That the young person is fit for the purpose;
- (d) That proper provision has been made to secure the health, kind treatment, and adequate supervision of the young person whilst abroad and his return to the United Kingdom at the expiration or revocation of the licence;
- (e) That a copy of the contract of employment or other document, showing the terms and conditions of employment, drawn up in a language understood by the young person, has been furnished to the young person.

(2) A licence under this section shall not be granted for more than three months, but may be renewed by a Police magistrate from time to time for a like period, but no such renewal shall be granted unless the Police magistrate is satisfied, by a report of a British consular officer or other trustworthy person, that the conditions of the licence are being complied with.

¹ Amended by inserting after the word "occupier" the words "or person in charge". (C.L.A. Act 1912.)

² Penalties are set out in C.L.A. Acts, 1912 and 1922.

³ Substitute the words "or is proved to have exercised control, direction, or influence over the movements of a prostitute in such a manner as to show that he is aiding, abetting or compelling her prostitution with any other person, or generally" by virtue of Section 7 (1) of the Criminal Law Amendment Act 1912.

⁴ The Children Act 1908 defines a child as being under 14 years and a young person as being between 14 and 16 years of age.

(4) The Police magistrate to whom application is made for the grant or renewal of a licence under this section shall, unless he is satisfied that under the circumstances it is unnecessary, require the applicant to give such security, as he may think fit, for the observance of the restrictions and conditions contained in the licence.

(6) Where a licence is granted under this section, the Police magistrate shall send to the Secretary of State for transmission to the proper consular officer such particulars as the Secretary of State may by regulation prescribe, and every consular officer shall register the particulars so transmitted to him and perform such other duties in relation thereto as the Secretary of State may direct.

(7) A licence granted under this section may be revoked by the Police magistrate at any time if he is satisfied that any of the conditions on which the licence was granted are not being complied with.

4. For the purposes of this Act, the expression "Police magistrate" means the chief magistrate of the Metropolitan Police Courts.

APPENDIX III.

EXTRACTS FROM THE ALIENS ORDER 1920.

GREAT BRITAIN.

Part I. — ADMISSION OF ALIENS.

1. — (1) An alien coming from outside the United Kingdom shall not land in the United Kingdom except with the leave of an immigration officer.

(3) Leave shall not be given to an alien to land in the United Kingdom unless he complies with the following conditions, that is to say:

- (a) He is in a position to support himself and his dependants;
- (b) If desirous of entering the service of an employer in the United Kingdom he produces a permit in writing for his engagement issued to the employer by the Minister of Labour;
- (c) He is not a lunatic, idiot, or mentally deficient;
- (d) He is not the subject of a certificate given to the immigration officer by a medical inspector that for medical reasons it is undesirable that the alien should be permitted to land;
- (e) He has not been sentenced in a foreign country for any extradition crime within the meaning of the Extradition Acts, 1870 to 1906;
- (f) He is not the subject of a deportation order in force under the principal Act¹, or any Order in Council thereunder, or of an expulsion order under the Aliens Act, 1905;
- (g) He has not been prohibited from landing by the Secretary of State;
- (h) He fulfils such other requirements as may be prescribed by any general or special instructions of the Secretary of State.

8. — (1) There shall be provided and maintained under the directions of the Secretary of State a central register of aliens in which there shall be registered such particulars in such form as may be prescribed.

12. — (1) The Secretary of State may, if he thinks fit, in any of the cases mentioned in this Article, make an order (in this Order referred to as a deportation order) requiring an alien to leave and to remain thereafter out of the United Kingdom.

(2) An order made under this Article may be made subject to any condition which the Secretary of State may think proper.

(3) An alien with respect to whom a deportation order is made shall leave the United Kingdom in accordance with the order, and shall thereafter so long as the order is in force remain out of the United Kingdom.

(4) An alien with respect to whom a deportation order is made, or a certificate is given by a court with a view to the making of a deportation order, may be detained in such manner as may be directed by the Secretary of State, and may be placed on a ship about to leave the United Kingdom, and shall be deemed to be in legal custody whilst so detained, and until the ship finally leaves the United Kingdom.

(6) A deportation order may be made in any of the following cases:

(a) If any court certifies to the Secretary of State that the alien has been convicted either by that court, or by any inferior court from which the case of the alien has been referred for sentence or brought by way of appeal, of any of the offences specified in the Third Schedule² to this Order, and that the court recommends that a deportation order should be made in his case either in addition to or in lieu of sentence.

(b) (i) Has been sentenced in a foreign country for an extradition crime within the meaning of the Extradition Acts, 1870 to 1906; or

(c) If the Secretary of State deems it to be conducive to the public good to make a deportation order against the alien.

¹ "The principal Act" is defined as the Aliens Restriction Act 1914.

² Third Schedule.

OFFENCES IN RESPECT OF WHICH A COURT MAY RECOMMEND A DEPORTATION ORDER.

- Any offence for which the court has power to impose imprisonment without the option of a fine.
- Any offence under Section 44 or paragraph (11) of Section 54 of the Metropolitan Police Act 1839.
- Any offence under Section 28 of the Town Police Clauses Act 1847, as a common prostitute or night walker, importing passengers for the purposes of prostitution, and any similar offence under any Act, by-law, or regulation.
- Any offence as a prostitute under Section 72 of the Town Improvement (Ireland) Act 1854.
- Any offence under paragraph (22) or (23) of Section 381 of the Burgh Police (Scotland) Act 1892.

GREECE.

The Greek Government has signed and ratified the International Convention of 1921, but has not adhered to the Agreement of 1904 or the Convention of 1910 for the Suppression of the White Slave Traffic. A reply was received from the Greek Government to the questionnaire sent out by the Special Body of Experts in 1924, and has been carefully studied.

On presentation of credentials, introductions were furnished to the Governor-General of the Province of Salonica, to the Ministries of the Interior, of Justice and of Hygiene. Through these officials conferences were arranged with all appropriate officials.

Information was also obtained from many individuals and organisations, and visits were made to six of the refugee camps and also to hospitals, dispensaries, and other institutions.

In addition, the investigators visited some 60 houses of prostitution, with and without officials, in Athens and Salonica, and a number of *cabarets*, and other places where artistes, prostitutes and *souteneurs* congregate. In Piræus, the prostitution encampment known as "Vourla" was visited and the inmates, managers, Police officers and *concessionnaires* were interviewed.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Conditions which were far from normal developed after the war in Athens and in other towns in Greece.

For months a continual stream of Greek refugees poured into Greece from every part of Asiatic Turkey, until a million and a-quarter had arrived. Utterly destitute, these refugees, of whom the vast majority were women and children, found themselves in a terrible plight. The situation was further complicated by the fact that it was impossible to house them or to make adequate provision for them until refugee camps had been established in various parts of the country. In the meantime their indescribable distress and the sudden breaking of old ties and family bonds, combined with the immediate need to obtain the necessities of life, resulted in some of them becoming prostitutes. The *souteneurs* said that they did not regard the refugee camps, especially those occupied by Armenians, as good hunting-grounds for girls, but preferred the city of Athens itself.

Among the women thus returned were many Greek prostitutes from Turkey, some repatriated and others following the returning Greek armies from Smyrna. This sudden increase in the prostitute population created a serious problem, which was aggravated by the almost total lack of information concerning the ages and identities of the returning prostitutes.

Formerly the system of State regulation in Greece was severely administered by the Police. This system was in a transitional stage of re-organisation during the time of the present investigation.

On August 12th, 1922, Law No. 3032 was passed, which concerns measures for combating venereal disease and prostitution.

The basis of the law is described by the authorities as "regulated prostitution". But although the method is State regulation, such regulation is in an attenuated form and the law provides for its gradual replacement, in the distant future, by a system of abolition.

According to the existing law, the regulation of prostitution is entrusted to a Committee consisting of the highest administrative and public health officials in the country, its duties being :

- (a) To decide all cases of the registration of women as prostitutes ;
- (b) To decide when prostitutes cease to be such ;
- (c) To grant permission for the establishment of licensed houses or to decide on their suppression ;
- (d) To take steps to rehabilitate such women.

The purpose of the new Regulations and particularly of the setting up of a Committee is to eliminate the danger of arbitrary action in all prostitution matters, to ensure the personal freedom of prostitutes, and to prevent their exploitation. The decisions of the Committee are carried out by the Public Health Department as regards health measures, and by the Police under the direct control of the Committee as regards maintaining public decency and morals. It should be observed that the police force of Athens is held in the highest respect by prostitutes and *souteneurs* because "they won't take any money".

In the exercise of its right to suppress licensed houses, the Committee has since its creation felt itself able to suppress only five such houses because of the lack of proper asylums or industrial establishments in which prostitutes might be prepared for an honest life.

Information as regards the regulation of prostitutes in Greece can be obtained from the Summary of the Ordinances in Salonica (see Appendix I), to which further reference will be made in the section dealing with incoming traffic.

The age of inscription for prostitutes is 18, but, owing to the presence of many young refugee girls whose ages do not admit of proof, the authorities admit that girls under 18 are licensed, chiefly on the ground of protecting their health.

There are stated to be 58 licensed houses in Athens and one large prostitution encampment at Piræus. There are 1,103 registered prostitutes in Athens, of which 514 reside in the licensed houses — the remainder are free (Table B).

The houses in Athens are graded from those of superior type, where the prostitute acts in complete independence, to the lower-grade house in which the owner of the house gets a percentage on the prostitutes' earnings.

The licensed prostitution encampment at Piræus is known as Vourla. It is of the lowest type, surrounded by a high wall, and has only one entrance, which is guarded. The 96 women there are all Greeks and under strict Police control and may not change their residence nor leave the place after 9 p.m. without Police permission. In addition, the Police say there are 104 free registered prostitutes in Piræus.

These statistics, as usual, give only a partial view of the prostitution situation. In Greece, as in other countries which have the regulation system, only a small portion of the prostitutes are registered.

The procuring of inmates of minor age for licensed houses or for the profession of prostitution is severely punished by the Greek Law (see Extracts from Penal Code — Appendix II). A certain number of these offences occur yearly and are recorded in the Police returns. On April 14th, 1925, a particularly bad case was recorded in the Press of the violation of a 15-year-old girl, M. P., by her father before delivering her to a house of prostitution to which he had sold her for 6,000 drachmæ.

INCOMING TRAFFIC.

Reference has already been made to the influx of destitute women and girl refugees and to the incentive which such conditions may be to the activities of traffickers or of exploiters. No provision is made in the law for preventing women intended for the traffic from entering the country except that administrative measures would be taken if the purpose was known. Particulars of immigration conditions are set out in Appendix III.

There are not many foreign prostitutes in the licensed houses in Athens. Table B shows that, in the Old Book of registered prostitutes, prior to January 1926, there were 1,040 Greek prostitutes and only 58 foreign prostitutes.

It is a significant fact, however, that 17 or nearly one-third of these foreigners were under 21 years of age.

In Salonica there were 1,008 prostitutes registered during the last five years, of whom 43 per cent or 443 were aliens — mostly Hebrews and Mohammedans. Of these 443, 145 or one-third were between the ages of 18 and 21.

Some of the foreign women owners of houses of prostitution in Salonica stated that, before they became owners, they themselves had been victims of the traffic in houses in Constantinople.

The Director of the Ministry of Interior in Athens stated that instances occurred of foreign prostitutes coming to Greece and living with *souteneurs*. The Central Criminal Investigation Bureau keeps a list of persons who are known to be engaged in, or suspected of, trafficking, with a card index for each person showing photograph, anthropometric records, and finger-print records, etc. Statistics of these traffickers in Greece are set out in Table A.

Although there are no laws to prevent foreign prostitutes from entering the country, administrative measures have nevertheless been taken to place obstacles in the way of the entry of such women, and accordingly prostitutes come in under the guise of "artistes" or similar professions.

According to the authorities in Athens there were, at the time of the investigator's visit, 39 foreign women entertainers in three *cabarets*, and many more in other *cabarets* and *café concerts* who came or were brought in under contract from foreign countries, all of whom claimed to be over 21 years of age.

In Salonica the investigator found 28 out of 30 women entertainers in *cabarets* and *café concerts* to be foreigners, most of whom were brought in from foreign countries.

From interviews with these women it was learned that almost all of them were practising prostitution; that, after staying in Greece for a stated period, they would be sent to similar *cabarets* in another country by an agent who is usually the manager of the *cabaret* and who charges a fee for making the engagements. These women stated that they are compelled to practise prostitution because the money they receive as salaries and for commissions on drinks which they induce customers to buy is not sufficient to support them.

The Salonica Ordinance (Appendix I), Articles 12, 17, 18, 19 and 27, shows how completely the authorities accept and legislate on the assumption that women entertainers, not belonging to a Union, or who work in the lower-grade *cafés* and *cabarets*, are prostitutes. These entertainers are obliged to register and to submit to medical examination on pain o

losing their permit or, for a second offence, on pain of being confined to the lowest grade of licensed house. To such an extent is it assumed that the province of entertainer and of common prostitute is interchangeable, that the latter category may, with Police permission, carry on the profession of variety, *cabaret*, or *café* entertainer. Detailed information was obtained concerning five of the *cabarets* visited in Athens. Two of them employed nothing but foreign women, 14 and 10 women respectively. Fair salaries were paid at these *cabarets* and there was a commission on drinks consumed at the expense of the customers. In the other three *cabarets* visited, which were a lower class, the entertainers were chiefly of Greek nationality, their entire function being, to quote their own words, "We are here only to see that you fellows buy drinks". Some of the women in licensed houses admit that they first began a life of prostitution in one of these lower-class *cabarets*. It is important to note that in Athens all women entertainers must be periodically examined for venereal diseases.

The managers of these *cabarets* had agents in Paris, Marseilles, Belgrade, Zagreb, Bucarest, Budapest, Vienna and Berlin. The Greek managers interviewed admitted that the women entertainers work as prostitutes, but they contend that this matter does not concern the management, although they would wish that *cabaret* entertainers might get better reputations. Examples of two contracts of employment as *cabaret* entertainers which were obtained showed that one contract was somewhat suspiciously brief, and the other long and complicated, but neither disclosed any suggestion to the employee that they would have to submit to registration and to medical inspection in Greece as if they were prostitutes.

The director of one of the best of these *cabarets* told the investigator that several foreign girls had come from abroad to his *cabaret* ignorant of the requirement concerning the periodical examination for venereal disease. When they learned of this requirement they broke their contracts and became stranded in the country, far from home and friends.

It requires no emphasis to point out the extreme danger run by innocent or inexperienced women and girls who are engaged in foreign countries to act as entertainers in Greece. There is little to arouse suspicion in such an engagement but, as soon as they have entered into it, such women will find themselves branded as prostitutes by the authorities, working in close contact with those who are prostitutes, and in an atmosphere of complacent acquiescence to debauchery of every kind. In addition, the traffickers and exploiters of women have their paths made easy and a disguise ready to hand.

In Athens and in Salonica, foreign women entertainers were found who claimed that they came to Greece as entertainers, but not having sufficient funds to go elsewhere or to secure other engagements, they became inmates of houses of prostitution or *pensions des artistes* where they received customers for purposes of prostitution. In some instances these statements were substantiated by the officials.

The Authorities ordered the expulsion of a woman in 1924, with whom were eight or ten young girls, who had signed contracts to travel with her out of Germany. Full particulars of this bad case are to be found in the report on Germany.

Another instance of incoming traffic which was met with was that of a Mohammedan girl under 21 years of age who told the investigator in the presence of a Police officer that about six years ago she was brought from Monastir to Salonica by her husband and sold for 200 drachmæ to the owner of the house of prostitution where she was living.

OUTGOING TRAFFIC.

There are Regulations governing the emigration of Greek subjects which should reduce the danger of traffic. A summary of these Regulations is set out in Appendix III, which shows that women are subject to special protective measures in this connection.

The employment of entertainers, already described in the preceding section, is also a cover for outgoing traffic. The Greek Government has issued instructions that no passports be issued to Greek women and girls to leave the country unless guarantees are first obtained from theatrical and other employers at points of destination, visaed by the Greek consuls there.

Some of the managers of *cabarets* admit that they act as agents in signing up and forwarding "artistes" to *cabarets* in other cities and countries. They are in correspondence with similar agents in other countries, and also have various arrangements concerning the collection from the "artistes" of agency fees for their services.

The underworld characters consider that it is easy to leave Greece and that many boys and girls (*souteneurs* and prostitutes) are going every year, especially to Egypt. A *souteneur* said: "It's only the duds that stick around here". When asked if many were leaving, he said: "Not now, because the season is over, but at the beginning of the season they go plenty. All kinds, young, old, everybody who has the money leaves".

It is said that a prostitute, *souteneur* and even a girl of 18 years find no difficulty in securing a passport. A prostitute said: "Greece is quite different from all other places. They are crowded now and are glad to see us go". These characters consider that it is difficult to take girls of 16 out of the country, but one *souteneur* said: "If she has a good reason, that is all that is necessary. Of course a 16-year-old girl can't get a passport, but a girl around 18 has no trouble."

This method was further explained to the investigator while in Port Said. There he learned that Greek *souteneurs* or business-men wrote for young girls, offering them

employment as domestics. The *souteneurs* made prostitutes out of the girls, whereas some business-men made the girls their mistresses.

While in Constantinople the investigator learned that at least two men had left that city to go to Salonica to pick up women and girls to be taken to cities of the Levant for purposes of prostitution.

A prostitute in Athens, 91-G, informed the investigator that two of her girl friends, both of whom were prostitutes and not over 18 years of age, got passports and left Athens for Egypt. She said: "They went to Egypt; that is the real place to make money. I would have gone, but now it is too late in the season."

The evidence of this flow of Greeks into Egypt may be found in the large number of Greek registered prostitutes (and also in the minors assisted by the police) at Alexandria.

The officials in Greece are alive to the dangers of international traffic and they are grappling successfully with the difficult problem of a large and destitute influx of refugees. Cases of traffic in and out of Greece, however, were discovered and, as pointed out in the body of the report, a dangerous encouragement to international traffickers lies in the facility with which women entertainers are brought in and sent out of Greece.

Table A.

NUMBER OF TRAFFICKERS KNOWN TO THE POLICE.

Sex of Traffickers	Native from		Greeks from Foreign Lands	Number
	Mainland	Islands		
Men	37	15	2	54
Women	—	1	5	6
Total	37	16	7	60

Table B.

REGISTERED PROSTITUTES IN ATHENS.

(From Old Book¹ of General Police and Constabulary.)

Nationalities ²	Number of Prostitutes	Percentage of Nationality	Age groups		
			16-18	19-20	21 and over
1. Greeks	1,040	94.71	143	346	551
2. Armenians	5	—	—	—	5
3. Bulgarians	1	—	—	—	1
4. British	1	—	—	—	1
5. French	5	—	—	2	3
6. Germans	2	—	—	—	2
7. Italians	8	—	—	1	7
8. Jews ³	2	—	—	2	—
9. Roumanians	6	—	2	3	1
10. Russians	11	—	3	2	6
11. Serbians	5	—	1	—	4
12. Turks	12	—	1	—	11
	1,098				
Data missing	4				
Total	1,102		150	356	592
Percentage⁴ according to age of prostitutes :			3.66	32.42	53.91

¹ Since January 1926 the City Police for Public Morals and for the Control of Gambling have started a special book, bearing the names of the houses of prostitution and their inhabitants. According to this New Book, the total number of prostitutes amounts to 514. This, however, does not include all the registered prostitutes (the "free" ones) who can live in non-licensed houses, clandestinely kept by lawless keepers.

² According to nationality, irrespective of place of birth.

³ Though the Jews are not a nationality, they have differentiated racial characteristics, with high standards of morality, and for this reason they are separately classified.

⁴ Percentages are taken on the basis of full statistical data, i.e., in relation to 1,098 prostitutes and not to the total 1,102.

APPENDIX I.

SUMMARY OF SALONICA ORDINANCE RE PROSTITUTION. (April 1925).

Article 1. — No person under 40 may keep a house of prostitution.

Article 2. — All prostitutes in licensed houses must have health booklets.

Article 4. — Common prostitutes must be examined twice a week.

Article 5. — Prostitutes cannot change their residences without permission.

Article 6. — Age of consent is 15 for prostitution.

Article 7. — No woman inmate or employee under 18 allowed in licensed house.

Article 9. — Common prostitutes may not receive young men under 17 years.

Article 12. — Common prostitutes are divided into four categories :

- (1) Artistes belonging to recognised European Unions and working in variety theatres ;
- (2) Artistes working in *cabarets* and *cafés* and not members of special Unions ;
- (3) Women in licensed houses ;
- (4) Attached to "bars". (This means low-down drinking saloons.)

The first category is not subject to medical inspection, provided they behave decently and do not indulge in indecencies. The second category is subject to medical inspection in conformity with Circular 21967 of the Ministry of Interior, paragraph B, and the third and fourth categories are subject to medical inspection twice weekly.

Article 13. — Common prostitutes of the third and fourth category may not leave their houses and circulate in the city without written permission from the Police authorities of the quarter.

Article 17. — Artistes must have identity cards and permission to operate.

Article 18. — Prostitutes may be authorised to carry on as artistes.

Article 19. — *Café* Directors may not engage as artistes women without permits.

Article 27. — The second category of common prostitutes may lodge in any dwelling provided they communicate their address to the Police. Women of this category are subject to medical inspection twice a week and must come to the Police Medical Bureau.

APPENDIX II.

EXTRACTS FROM THE GREEK PENAL CODE CONCERNING OFFENCES AGAINST PUBLIC MORALS.

Article 273. — Forcible rape penalised in varying degrees.

Article 274. — Age of consent fixed at 15 years.

Article 275. — Specially heavy penalties provided for parents or persons in position of trust who connive at indecent acts.

Article 276. — Less severe penalties where victim is over 15 years.

Article 279. — Servants committing indecent acts with children of the household over 12 years of age penalised.

Article 279 a. — Man over 18 corrupting chaste girl by fraudulent means penalised.

Article 279 b. — Any person who, to satisfy the passions of others, induces a person under age to engage in prostitution or urges them to immorality, or aids or abets the prostitution and corruption of minors shall, as long as no other act has been committed involving a heavier sentence, be punished with imprisonment for from three months to three years.

The sentence shall be extended to imprisonment for from six months to five years if the offence was committed under one of the following circumstances :

- (1) Against a person not having attained 15 years of age ;
- (2) By fraudulent means ;
- (3) By relations (blood relations or relations by marriage) or adoptive parents, husband, trustee or other person on whom the minor depends for nourishment, education, surveillance or protection, even temporarily ;
- (4) Habitually or for purposes of gain.

Article 279 c. — Any person who commits one of the following offences, with intent to satisfy the passions of others, and provided there are no aggravating circumstances, shall be liable to imprisonment for from six months to three years :

- (1) The seduction, enticement or abduction of a woman or girl under age for immoral purposes, even with her consent.
- (2) The restraint of a minor or of a person of full age in a brothel, against her will, by the means referred to, even on the ground of debts incurred, or the act of compelling her to devote herself to prostitution.

The penalty shall be increased to five years if the offence is committed by one of the persons enumerated in sub-paragraph 3 of paragraph 2 of Article 279 b.

These penalties can be inflicted even if the various acts which go to make up the offences have been committed in different countries.

Article 37 of the Penal Code.

"In all cases in which nationals are placed under Police supervision foreigners shall be expelled from the country." As Law 172 provides for the Police supervision of all persons convicted of procuring, it follows that the Hellenic Government is able to expel foreign procurers and prostitutes when actually engaged in such dealings. It may be said that both in Athens and in the Piræus, in spite of very strict Police surveillance, no case of a foreigner engaged in procuration or in open prostitution has even been reported, thus making it necessary for us to resort to expulsion.

Article 680 of the Penal Law includes a special stipulation, namely, any person or persons maintaining a place of sojourn for immoral purposes, or assisting or taking part in the upkeep of the same by bringing in persons or the commission of acts shall be punished with not less than three days' imprisonment and with a fine of not less than 15 drachmæ, and, if the person or persons engage in such procedure as a profession, shall on the commission of a second offence be subjected to special Police supervision. Such a profession shall be regarded as a particularly serious offence in the case of hotel-keepers who habitually engage in procuring or knowingly allow others to engage therein.

APPENDIX III.

EMIGRATION AND IMMIGRATION.

(Particulars furnished through the Ministry of the Interior.)

(10) Decrees concerning the issue of passports to women under 20 years of age, and to children, are included in Law 2475 "concerning travelling and emigration" and in the Executory Decree of February 18th, 1921. According to Article 3 of the Law, "Children of both sexes under 16 years of age may only travel when accompanied by parents or elder brothers and sisters over age, or when they are going to rejoin abroad their parents who are definitely established abroad, or, in exceptional circumstances, at the discretion of the Minister of the Interior".

In the above instance and in general, whenever persons under 21 years of age are to travel, a request must be made by the father or the guardian who must also nominate the escort.

According to Article 4, "by a Decree issued at the instance of the Minister of the Interior, in accordance with a decision of the Council of Ministers, individuals of either sex, or of some particular age or of all ages, or of certain definite categories, may be forbidden to travel or emigrate from any part of Greece or to go to any particular country for a definite period or indefinitely, or the emigration of these persons may be made to depend on certain special circumstances".

According to Article 1 of the Decree of February 18th, 1921, "the emigration of male children under 16 years of age is forbidden, in general, in whatever class of the vessel or railway train they may be travelling.

"The date of birth shall be proved by submitting a certificate to the effect that the person in question has been entered in the register of male children, issued by the mayor or president of the community in which the child was born".

According to Article 2 of the Decree, "women and girls over 16 years of age may travel abroad if they are accompanied by husband, parents, brother (if of age), father's or mother's brother, son, son-in-law or other near relative, or if they are invited by any of these persons or by their fiancés, provided the latter are living in the country to which the women are proceeding, and undertake (in a declaration drawn up before the local authorities of their place of residence and certified by the local Greek Consul, or simply drawn up before our consular authorities) to afford them protection.

"A woman, if over age, may be allowed to proceed abroad in very exceptional circumstances, without a declaration by any parent, the decision lying with the Minister of the Interior".

No restrictions are placed on foreign prostitutes leaving the country.

HUNGARY.

Hungary is a party to the Agreement of 1904 and to the Convention of 1910 for the Suppression of the White Slave Traffic. The Central Authority appointed under the Agreement of 1904 is Section IX of the Royal Hungarian Ministry of the Interior, Central Office for the Suppression of Traffic in Women and the Trade in Obscene Publications (Hungarian Royal Central Police Office), Budapest.

An official reply was received from the Hungarian Government to the questionnaire issued by the Special Body of Experts in 1924, which was supplemented by conferences in Budapest with the Central Authority and with qualified officials. This information, together with annual reports submitted to the Advisory Committee, has furnished material with which to study matters relating to traffic. In addition, contact was established with members of the underworld, prostitutes and *souteneurs* both in Hungary and in other countries to obtain information as to their opinions and as to their activity.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

In Hungary the system of State regulation still exists, and public authorities regulate prostitution by orders issued in virtue of the legal powers granted to them. According to these orders, licensed houses are tolerated and, in certain large towns, private prostitutes also; the regulations regarding prostitution are, however, not the same everywhere.

The regulations for houses of prostitution provide that each house must be so situated as not to offend respectable neighbours, the windows must always be closed, and have translucent window-panes so as to ensure privacy. Each house can have only as many inmates as the house has rooms and no prostitute can be accepted as an inmate under 21 years of age. In certain streets in Budapest the investigators found numerous prostitutes old and young. They stood in the doorways of flat houses and solicited passers-by. In front of some houses situated in respectable neighbourhoods, as many as from ten to fifteen prostitutes were seen soliciting.

The prostitutes found soliciting on the street stated that the Police do not interfere with them as they assume that all are registered. This statement evidently refers to soliciting in permitted streets done in a decorous fashion, as the Police in Budapest report for the year 1925 3,105 sentences of imprisonment for more or less lengthy periods upon prostitutes who were guilty of unseemly behaviour in the street.

Some sixteen premises where prostitution was practised, including six licensed houses, were visited and in all of them the inmates were well over 21 years of age.

The *madames* complained of the poor business they were doing and of the competition with young girls on the street. At 539-X the *madame* said: "Things are terrible here! It's not only in this business but in all lines. We get very few tourists in town and my girls won't take men for less than 300,000 kronen. You see, that is a big price for local men. We have no trouble with the Police at all. We pay our licence and follow the rules they lay down, so we have nothing to do with them at all. A house like this has a hard time of it. We aren't allowed to call people in. We can't have men out sending us trade, and we've got to wait for our old trade to come around, or live in hopes that somebody will ask a chauffeur or cab-driver where a good brothel is. The women on the streets can do as they please and they have no overhead charges. We must follow the rules, and at the same time we have heavy obligations. Why, on the streets there are kids as young as fifteen taking men for 50,000 kronen. Is it any wonder we can't make any money?"

A *madame*, 40-M, complained of her girls being in debt to her owing to business being bad: "They need clothes and other things and sometimes, I should say most times, they have not enough for their room and board; so I have to give them a chance to work it off." I said: "Then if they want to leave they have to pay up?" She said: "Right, or they go out naked. I'll keep their clothes." As the practice of keeping prostitutes' clothing is forbidden to tenants of disorderly houses by Decree No. 120,835, XIII, 1923, of the Ministry of the Interior, and as the Police regulations do not allow prostitutes to borrow money from tenants, the statements of the *Madame* 40-M above quoted evidently refer to conditions not generally known to or tolerated by the Police.

A summary of the reports of the *Police des Mœurs* states that, owing to a dearth of houses, the Government commandeered much property in 1920, which reduced the number of brothels in the city of Budapest.

The same report states that there were 1,916 inscribed prostitutes in 1920, of whom 313 were newly inscribed, and 2,015 in 1921, of whom 202 were newly inscribed. It states that

43 per cent of those inscribed in 1920 had been domestic servants. The number of clandestine prostitutes is estimated to have fallen from over 3,000 in 1916 to just under 2,000 in 1919.

The investigator found many clandestine prostitutes soliciting on the streets, of whom a very large proportion were young girls under 21. In one district he met nine young Hungarian girls under 21, of whom three were between 16 and 18 years of age. All of these girls stated that they were not registered. Four admitted that they worked during the day, but prostituted themselves at night in order to live. One girl giving her name as X.... (107-G) said: "I only stay out until twelve o'clock because I must go to work at seven. I only come out three times a week." I said: "Can you make enough to keep you that way?" She answered: "I make a certain amount of money (equivalent to \$2 or \$3) when I am out".

It was freely said in the underworld that economic conditions were so bad that few girls had *souteneurs*. One *madame* said: "Their boys here are very few. It ain't like in — where they are always together. There's no money here, so there are no boys. The girls here ain't got sweethearts. Most of them haven't enough to take care of themselves with."

Extracts from the Hungarian Penal Code are set out in Appendix IV. The annual reports to the Advisory Committee give examples of cases of procuring which occur within the country, which suggests that there is a certain amount of national trafficking. These cases occur in connection with licensed houses.

H. E. induced a servant girl to believe that life in a licensed house was extremely pleasant, and he strongly urged her to enter a house of this kind. When the girl applied to the police of Esztergom to obtain a prostitute's identity card, the official pointed out to her the irreparable consequences of her resolution. The girl then confessed that she had acted on the suggestion of one of her acquaintances. Proceedings were instituted against the latter.

At Pecs, proceedings were instituted against A. J. S. for having delivered to prostitution for profit two girls under 20 years of age, and for having, four or five weeks previously, handed them over to the proprietor of a licensed house in Sarajevo. Proceedings, however, had to be discontinued owing to the difficulty of obtaining evidence.

At Turkeve, a charwoman, Sz. Zs., divorced, engaged in procuring, at Turkeve (county of Szolnok), delivered, for gain, 25 girls under 20 years of age for purposes of prostitution. As a result of information laid, the court at Szolnok sentenced this individual to three months' imprisonment (main penalty) and deprivation of her civil and political rights for five years (supplementary penalty).

The Police Commissioner of Budapest arrested the woman B., accused of enticing a Budapest girl under 20 years of age into a licensed house which she possessed in the commune of Ozd, and of having forged the girl's birth certificate. Proceedings are being taken against her for procuring and forging public documents.

INCOMING TRAFFIC.

No evidence of incoming traffic into Hungary was discovered. An occasional German, Austrian or Roumanian girl was found in the licensed houses, but very rarely.

With regard to the inscription of foreign women, the official reply of the Hungarian Government states:

"No foreign woman has been inscribed on the list of prostitutes since 1918 at Budapest, and in the rest of the country since 1923. But, in view of the fact that the Decree forbidding the engagement of foreign prostitutes has no retrospective effect, certain foreign prostitutes who were inscribed before the promulgation of the Decree still live in Hungary, and are naturally not liable to expulsion." The Decree abolishing inscription of foreign women is given in Appendix I.

During the last five years, 434 foreign women and girls have been deported. In 1922, 117; in 1923, 109; in 1924, 98; in 1925, 75; and this year to date, 30. There were various reasons for deportation. Among the deportees were 31 prostitutes up to September 1926.

OUTGOING TRAFFIC.

The Central Authorities state that they have no evidence of international traffic out of the country. There has been a steady exchange of communications with the Central Authorities of some of the countries bordering on Hungary with regard to traffic, but in most cases the co-operation has not resulted in the capture of the trafficker. It is, however, excellent that this exchange of communications takes place and it is possible that, if co-operation is still further strengthened and communication expedited, better results may occur.

In Appendix II are set out regulations governing the conditions under which Hungarian subjects may take up contracts of work abroad. The Government supervises the agencies finding work abroad for women and girls, all of which are in Budapest.

In Appendix III is the Decree governing the issue of passports to women and girls, which was issued to protect them from entering into immoral lives in foreign countries.

In accordance with this Decree, requests for passports for certain countries in Europe and South America coming from women between the ages of 12 and 40 are only to be acceded to if, after all other conditions have been fulfilled, the persons concerned can prove by a certificate issued through the Hungarian diplomatic or consular representative or a foreign representative in charge of Hungarian interests, the good standing of the enterprise where they wish to obtain employment, the nature of the services which they will have to render, the fact that the payment of their salary is assured, and the good character of the person or company employing them.

With regard to prostitutes obtaining passports to leave, one *madame* said: "She can get a passport without any trouble, but she can't get the money to go. That is the main thing."

In its reply to the Special Body of Experts, the Hungarian Government gives particulars of the emigration of women for work in neighbouring countries, as follows:

"A certain number of young women leave Hungary for Roumania and the Kingdom of the Serbs, Croats and Slovenes as artistes or servants. From the part of Hungary bordering on Austria, many young women proceed to the latter country to take up work as domestic servants. Young women who take up engagements as artistes are more or less likely to be drawn into prostitution by the proprietors of places of amusement. The fact that in Austria and the Kingdom of the Serbs, Croats and Slovenes — where the regulation of prostitution has apparently ceased to exist — women artistes coming from abroad are required to undergo a medical examination from the point of view of venereal disease corroborates this supposition."

This passage is particularly significant as regards the dangers run by women artistes. The following cases reported by the Central Authority — though they are not yet completed — illustrate that international co-operation is essential in dealing with this class of trafficker.

"We received information to the effect that a woman, W.A., music-hall artist, proposed to take to Italy a troupe consisting of young dancing-girls of from 16 to 17 years of age. We applied to the Italian Central Authorities — Public Morals Police — (letter No. 688/925) to ascertain whether the establishments in Italy had a bad reputation, but have not yet received a reply.

"The Szeged police informed us in its letter No. 112/925 that, during a search in the house of a woman, M.J., who had been convicted on several occasions for procuring, they had found the card and address of a Trieste woman named Sz. M. The matter was brought to the notice of the Italian special police in letter No. 49/925, who replied (letter 10900/10967) that Sz. M. was not engaged in traffic in women at Trieste and that a woman who travelled with her engaged prostitutes in Italy on her own account."

The underworld report that, owing to poverty, many girls would be willing to leave the country, but that neither they nor the few *voutencurs* who remained could find the money for the journey. One *madame* said: "How far can any Hungarian go with the money? I know where money can be made, too. There's plenty of places, but how many million kronen does it take to get there! Tell me what girl can pay for a trip even to Paris? There's plenty of girls in the city who are looking to get away."

One young clandestine prostitute, 107-G, said that she had been approached by an unknown man who offered to pay her travelling expenses to Hamburg. He agreed to place her in a house of prostitution there, and assured her that she could earn large sums of money in that city. The conversation with this girl was as follows:

"I have a friend who went to Vienna, and she writes me to come. It's a much larger city. Everybody makes more money there. There are no houses in Vienna. She is on the streets. She only goes out in the afternoon." I said: "Do many leave Budapest for Vienna?" She said: "Oh! yes. It's much better there. I'd go too, but my mother won't let me. I met a man and he wanted to go to a place at Hamburg where I could make good money. I met him on the street. He gave me nice money too." I said: "Does this man own a house in Hamburg?" She said: "I don't know. I only met him twice."

The description of this *vouteneur* or trafficker coincided with that of a trafficker, later learned to be 27-T, who had been known to operate in Vienna, where he procured women and later shipped them as a theatrical troupe from Hamburg to Buenos Aires (see reports on Austria and Germany).

Some Hungarian girls practising prostitution have been found in countries near Hungary (see, in particular, Tables A, B and C in report on Italy) and in countries also as far afield as South America, but the extent of outgoing traffic appears to be small.

APPENDIX I.

DECREE No. 12,368/1923
IX OF THE MINISTRY OF THE INTERIOR,
PROHIBITING THE EXERCISE OF PROSTITUTION BY FOREIGNERS.

To all comitats and urban municipalities, to all District Chiefs of the Royal Hungarian National Police, and to the Chief of Police of the City of Budapest.

The Traffic in Women and Children Committee of the League of Nations has passed a recommendation urging that the different States should prohibit the admission and registration of foreign prostitutes.

Concurring in the principle upon which this decision of the League Committee is based, I have agreed to its adoption.

Accordingly, I hereby order that, in the interests of the efficiency of the campaign against the traffic in women and children and of the suppression of that traffic, foreign prostitutes shall not be admitted, that is to say, that the competent Police Authorities shall refuse licences or certificates to such persons.

I therefore instruct the competent Police Authorities to require persons applying for licences or certificates to give due proof that they are of Hungarian nationality, and to refuse licences and certificates in all cases in which satisfactory proof is not forthcoming. In case of doubt, a certificate of nationality issued by the Royal Minister for the Interior shall be required as evidence of Hungarian nationality.

Budapest, March 17th, 1923.

APPENDIX II.

According to Decree 482/1903, paragraph 23, Budapest, "A Hungarian subject may only contract for employment abroad with the approval of the competent Police Authorities, when the latter have satisfied themselves that the conditions given under paragraph 24 have been fulfilled, whereupon they issue a certificate. They also prescribe the form and procedure of notification."

The text of paragraph 24 is as follows:

"In the case of notifications provided for in paragraph 23, employment abroad may only be contracted for upon the following conditions:

"(a) If the person seeking employment has secured a written contract concerning his or her salary, this contract must be submitted to the competent authority.

"(b) If the passport of the person seeking employment is in order for the country in which he or she wishes to contract for employment, and if a Hungarian subject under 18 years of age has permission from his or her parents to go abroad, in which case a certificate must be obtained from a magistrate.

"(c) If the competent Police Authorities issue an official document stating the nature of the employment, guaranteeing that it is honourable, that the employer is of good character and that he can produce a domicile certificate.

"(d) The transportation of women and girls to Turkey, Bulgaria, Serbia and Roumania can only be allowed if the good character referred to above is officially certified by the Royal Hungarian Embassy or Consulate."

APPENDIX III.

CIRCULAR DECREE No. 220, 1902/1924.

Issued by the Royal Hungarian Ministry of the Interior on June 27th, 1925, concerning the Manner in which Applications for Passports for travelling to Foreign Countries made by Girls and Women between 12 and 40 years of age are to be dealt with.

(For the information of all authorities issuing Passports.)

I have received information through the League of Nations to the effect that the majority of girls and women who proceed abroad, especially to the Kingdom of the Serbs, Croats and Slovenes, the Kingdom of Roumania, Bulgaria, the Republic of Turkey, the Russian Soviet Republic, the East in general and South America, to take up employment in theatres, places of amusement, cinemas, etc., begin to lead an immoral life and gradually become completely debauched. According to our experience, this can only be explained by the fact that the contracts concluded for the employment of these girls and women are often not genuine and that, on their arrival abroad, they are compelled, owing to lack of proper employment and of financial resources, to engage in prostitution.

With a view to the prevention of this kind of traffic in women, I hereby request the above-mentioned authorities not to issue passports for European countries on any account whatever to girls or women between the ages of 12 and 40 if it is suspected that their employment may have an injurious effect on their morals. This instruction is, of course, without prejudice to the necessity for complying with all legal requirements concerning the issue of passports. Passports may only be issued to such girls and women if the applicant presents a certificate from a Hungarian diplomatic mission, or a foreign mission entrusted with the representation of Hungary abroad, testifying to the character of the employment offered, to the good name of the establishment concerned, and to the facts that the wages of the employed person will be regularly paid and that the morality of the employer or firm is beyond reproach.

APPENDIX IV.

EXTRACTS FROM THE PENAL CODE.

Under Article 44 of Law No. XXXVI of 1908 on Procuring, any person inducing a virtuous woman to enter a licensed house or similar establishment for immoral purposes is guilty of the offence of procuring; attempts to commit the offence are also punishable. If the woman in question is under 20 years of age, the act becomes a crime.

Persons keeping a woman against her will in a licensed house or similar establishment, for any cause whatever, are also guilty of the crime of procuring.

According to Article 46, the offence of procuring is punishable by a maximum of two years' confinement and the crime of procuring by a maximum of three years' imprisonment.

If the woman concerned is under 20 years of age, the crime of procuring is punishable in the cases referred to in the last paragraph of Articles 44 and 45 by a maximum of three years' penal servitude (*réclusion*).

Any person committing such acts for purposes of gain is not only placed in confinement, but is also, in the case of an offence, fined from 100 to 2,000 crowns, and, in the case of a crime, from 400 to 4,000 crowns.

Any person who takes a woman or causes a woman to be taken abroad to be placed in a licensed house or similar institution is liable to a maximum of five years' imprisonment and a fine of from 1,000 to 5,000 crowns; if the offender is a professional trafficker or has already been condemned for a similar crime and has been liberated less than ten years previously, the punishment is imprisonment from five to ten years and a fine of from 2,000 to 8,000 crowns¹.

¹ With regard to fines (Article 46), these have been increased and fixed as follows by Decrees No. 5340/1924 M. E.: the minimum fines are multiplied by 2,500, the maximum by 5,000. Since the introduction of the new pengo currency, these sums have to be converted into pengos at the rate of 12,500: 1.

ITALY.

Italy has signed and ratified the Agreement of 1904 and the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

Credentials were presented to the Minister for Foreign Affairs at Rome, through whom introductions were furnished to the national officials of the Police and Migration Departments. Letters were also obtained to the local officials of the Police and Emigration Departments in the towns visited.

An official reply, dated August 30th, 1924, has been received from the Italian Government to the questionnaire issued by the Special Body of Experts. This reply has been supplemented by full information in the annual reports for the years 1924 and 1925 to the League of Nations.

Important information was obtained by investigators from underworld characters such as prostitutes, *souteneurs* and traffickers, and the information thus obtained was checked and confirmed.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Police regulation of prostitution and the inscribing of prostitutes as inmates of houses is controlled by the law of November 6th, 1926. Women of over 21 years of age of any nationality may practise prostitution subject to the regulations. All women recognised as prostitutes must submit to medical examination, failing which they are sent to a hospital (see Appendix I).

Other regulations are designed to remove certain classes of abuse. For instance, Article 201 forbids dances and the sale of liquor and other methods of attracting customers. Article 203 is designed to prevent the exploitation of prostitutes. It provides that keepers of houses of prostitution must not ask or accept money or any other inducement from women staying in their houses. This provision was added to the new law because it was found that this system was being used to bring pressure upon women to continue to prostitute themselves until their financial obligations were fulfilled.

Between March 1923 and December 31st, 1924, 11,924 prostitutes were interrogated after inscription throughout Italy, of whom 782 were of foreign nationality. During the year 1925 there were similarly inscribed 3,643 women, of whom 865 were foreigners (see Tables A, B and C)¹.

The exact number of licensed houses in all Italy was not ascertained, but there were found to be 289 such houses in the nine cities visited and 35 in Florence (see Table D). The police report that they frequently find cases in which minors and adult women have been procured for these houses (see Tables A and B). Again, in order to ensure a constant supply of new inmates for the houses of prostitution, there is a regular transfer of prostitutes twice a month from houses in one town to houses of the same class in other towns. Copies of telegrams sent to arrange these transfers have been obtained and a selection from them is as follows:

- (1) From Aquila to Florence. 1926.
"Young girl ready to come May 15th. — S... C..."
- (2) From Rome to Livorno. 1926.
"P... free June 1st now impossible; answer. — Z..."
- (3) From Rome to Taranto. 1926.
"Very ingenuous type of girl, T..., free June 1st; answer. — D... M..."
- (4) From Catanzaro to Olscoli Piceno. 1926.
"I accept the young girl; answer immediately. — M..."
- (5) From Bari to Avezzano. 1926.
"2 p. 10 (answer paid). Fair young girl, beautiful, just available June 1st; answer if free. — B... L..."
- (6) From Turin to Ancona. 1926.
"Answer immediately if you have vacant place for young girl June 1st. — A... L..."

¹ In 1925, all the foreign prostitutes were interrogated, but only a small proportion of the Italian prostitutes.

This movement of prostitutes is known to the Police, and they suspect that it results from a definite organisation for the exploiting of these women (see Appendix II). *Souteneurs* and owners of houses of prostitution frankly admit that there is this regular interchange of inmates between houses, and declare such action to be necessary in order to satisfy their clients. In a conversation with 25-T in Naples (the agent through whom the *madames* of houses of prostitution in that city secure new girls and obtain places in other cities for those they wish to send away), he said: "Whenever the *madames* want new girls they let me know. I can always place their old girls for them. They (the *madames*) pay all travelling expenses. You see, what is old here is new in Palermo. I get my dope (information) there from a friend. He gets his information from me." The investigator then said: "You fellows move the girls around like they despatch trains". He replied: "Damn right. . . . In every city there's somebody who can do the placing. . . . We [the agents] stick so well together that if a girl were to leave when she owes an owner anything she couldn't make a lira no matter where she goes. . . . In every city there's a man who fixes things for the houses — a man who gets the girls. All the *madames* do is to tell him and he keeps his eyes open for the girl." The investigator then asked: "Suppose you find such a girl, what could you do?" He replied: "Boy, I got a hundred ways of collecting! That's my business." The stimulus which such a system may give to the recruitment of new victims, to take the place of women who have been transferred many times, is obvious. It is probable that the women who are superseded and displaced by freshly recruited women or girls form the majority of the prostitutes who are transported by their *souteneurs* to foreign countries.

On March 25th, 1923, there was issued a Royal Decree (subsequently enacted into law by the Parliament). This Decree provided in Chapter I certain provisions supplementary to the Penal Code regarding procuring; it provided in Chapter II for licensing and supervision of women's employment agencies and in Chapter III sets up at Rome a "Central Italian Office for the Suppression of the Traffic in Women and Children". The work of this office is outlined in detail in this Chapter and is obviously modelled on the provisions of the International Agreement of 1904. The more important provisions of this Decree are set forth in Appendix III, and Articles 335 and 345 of the Penal Code are found in Appendix IV. The results of the application of both these measures are shown in the statistics in Tables A and B.

INCOMING TRAFFIC.

Italy in 1924 did not appear to be a country of demand for foreign prostitutes. Tables A and B, for instance, appear to show a considerable increase in the numbers of foreign women registered in the 12 months of 1925 as compared with the 20 months from April 1923 to December 31st, 1924 (see Table C). The outstanding feature of this comparison is the decrease in the French and Serb-Croat-Slovene women and the increase in the Austrian, Hungarian and Czechoslovak women.

Women and children liable to become a public charge or suspected of being the innocent victims of traffic are not admitted to Italy, but the ordinary prostitute is free to enter and is not hindered by the Police if she obeys the regulations, nor are foreign prostitutes deported as such. If they have been convicted of some other offence, they may be deported or repatriated. For instance, in the first period ending December 31st, 1924, 150 such women were deported as follows: 34 expelled, 42 conducted to the frontier and 50 repatriated.

The foreign women who are now practising prostitution in Italy came, as might be expected, from neighbouring countries. Over 85 per cent came in the period ending December 31st, 1924, from Austria, France, Kingdom of the Serbs, Croats and Slovenes, Hungary, Germany and Czechoslovakia. In 1925, Hungary moved up from fourth to third place, and Czechoslovakia from sixth to fifth place. That the authorities were somewhat concerned over this influx of foreign women is shown by the circular to all Prefects sent out by the Central Office on March 20th, 1925, extracts from which are as follows:

"To ensure the success of the work, it is further recommended that Frontier Police offices should keep a very strict watch over foreign women and children immigrating into Italy or passing through in transit by frontier railway-stations, passages and ports. If it is thought desirable to refuse admission to such women because they are suspected of connection with the traffic, the officials concerned will first ascertain their personal history, the real object of the journey, the intended destination, the family relationship (in the case of minors) between them and any persons accompanying them, how and from whom they obtained funds for the journey, and, in the case of prostitutes, who induced them to come to Italy. A detailed record of all such cases should be kept, to be forwarded to this office from time to time. Kindly remind your subordinates that the Ministry is particularly interested in this branch of the service, and that good work will not be overlooked."

The following are typical cases illustrating incoming traffic: (1) A French prostitute, 90-G, in Naples, who spoke English well, said: "I left Marseilles on April 17th, 1924. See here!" (She then showed her passport, which was stamped Ventimiglia, April 17th, 1924.) Continuing, she said: "I crossed the border there and went straight to Genoa". When

asked: "Did you have any trouble getting across?" she said: "No, they never ask any questions". When asked how she came to select Genoa, she said: "An agent in Marseilles sent me. I met him in a café. I had a letter to him. Then he told me where to go. I went to Genoa and stayed two weeks. From there I went to Rome. Then I came here and to-morrow I go to Palermo." In further conversation at Naples she said: "No *souteneur* for me! I had one once. He sent me to Panama and made me give him all my money. I ran away and since then no *souteneur* for me! My mother has ten children, and instead of me giving my money to a *souteneur* I am sending mine home. I make good money here; I made 3,000 lire for myself in three months. In Palermo I expect to stay a while also and make at least 5,000 lire." (This girl was subsequently interviewed by the Director of Investigations in Palermo in the company of a Police officer. Her passport was carefully examined and the story of her travels taken down. It tallied exactly with the story told above to another investigator. She was 25 years of age at the time of the interview.)

(2) On November 11th, 1924, the attention of the Italian Central Authorities was drawn to an account in a newspaper of the case of E.L.M., a 17-year-old French girl alleged to have been procured for prostitution in Italy by a Frenchman (C.F.V.). The French Central Office was communicated with and suggested that C.F.V. had placed the girl in a closed house in a foreign country (for further details of this case see the French Report). The French reply added that C.F.V. was known to have a wife of Spanish birth, practising prostitution in Turin, Italy, and he himself had made frequent visits between that town and Mentone in France. It was further stated that he was very friendly with P.V., a notorious *souteneur* at Mentone, who accompanied him on his frequent trips to Italy. The Turin authorities located the wife of C.F.V. at Pavia in Italy. She stated that, after her marriage in Mentone, C.F.V. had forced her into a life of prostitution, finally leaving her in a licensed house in Milan.

(3) An interesting communication from the Office of the Minister of the Interior to all Prefects throws valuable light on a certain type of traffic, and extracts are presented without names, as the document is confidential:

"Minister of the Interior.
Department of Police.

Rome, November 4th, 1925.

"To the Prefects of the Kingdom, and for information to the Ministry of the Colonies, Rome.

"(Confidential.)

"From confidential information communicated to the Turin Police, it appears that one F..., a foreign subject, has been going round Italy for about *two years* in charge of a troupe of dancers, whom he forces to engage in prostitution.

"It has been reported, further, that F..., together with a female companion, has been prohibited by the Police of his own country, on account of the vile trade in which they are engaged, from acting as manager of a dancing troupe in his home territory.

"For the same reason F... has also been expelled from the International Artistes League in Berlin.

"A certain D..., a foreigner of another nation but engaged in the same profession as F..., is also said to be going around Italy forcing the dancers under him to engage in prostitution with members of the audience, ill-using them, and beating them in case of refusal."

German girls met with in Genoa said that they had been induced to come there by an agent of the owner of houses of prostitution whom they met in Hamburg. Some of the girls were in debt and one gave the investigator an account of the heavy expenses she had to meet: "When I came here I was only going to stay a short time. Now I have been here three years and I have been trying ever since to get out of debt. By July I shall be able to go. Then I will be all paid up. I have to make 150 lire a day to make 25 lire for myself . . . I make 150, I get 75; the *madame* gets 75. Then I must pay 25 for pension; that leaves 50; then 5 lire every day for the doctor, and 5 lire, or 150 lire a month, I must pay the Police.¹ All foreign girls must do that. That leaves me 35, and then washing and other things. At the end of the day I scarcely have 25 lire left!"

OUTGOING TRAFFIC.

The Italian authorities take stringent measures to protect young Italian women who are emigrating overseas, particularly those who are going west of Gibraltar. The provisions governing the emigration of female minors are contained in the Emigration Law of November 13th, 1919, Sections 11, 12 and 13, and in Articles 5, 6, 7 and 8 of the Regulations. Article 4 of the Regulations was amended in 1911 to provide that girls between 12 and 18 years

¹ This apparently refers to a local tax whose nature has not been determined.

of age, unless going to, or accompanied by, certain specified relatives, were not granted foreign passports and employment books for the purposes of emigrating unless all the following conditions were fulfilled :

"(a) The minors must have been engaged under a written contract approved by the Italian Consul for the district in which they are going to work, in accordance with the procedure and instructions laid down by the Italian Emigration Office;

"(c) They must be entrusted during the voyage to the care of a reputable person who will undertake in writing to take charge of them and accompany them to their destination."

Even these precautions were apparently inadequate, because the Commissioner-General of Emigration, on November 29th, 1924, sent out a circular to all appropriate officials prohibiting "the issue of passports to women . . . except where the applicants are accompanied by relatives or are going to join them, which latter circumstance should always be established by a letter of invitation". (For further details of this circular, see Appendix V.)

It is understood that this and other protective measures do not apply with equal force to women or girls travelling first class or on group passports granted to theatrical troupes. Artistes and entertainers, and also those who wish to disguise their prostitution activities under these names, obtain, for a small fee, a two years' membership of an organisation of artistes, and receive as evidence of their membership a card called a "tessera". On presenting this card at railway and steamship offices, such persons are entitled to travel at a greatly reduced fare. Not only do they receive this concession from transportation companies, but the "tessera" is regarded by the emigration and other official authorities as sufficient evidence of legitimate employment abroad to entitle the bearer to a passport and permission to travel either in companies or alone. It may be presumed that these privileges are abused, not only by prostitutes and semi-prostitutes, but that also young girls, whose first engagement abroad was legitimate, continue during the two years to use the "tessera" for subsequent trips of a less legitimate nature. The "tessera" finally becomes nothing but a *laissez-passer* for purposes of prostitution.

To obtain a passport, the birth certificate is first required, and also employment papers for third class, the criminal record, and a paper which shows, in the case of minors, that the parents, guardian or husband give their consent. If the person responsible for the minor is in the country to which the minor is travelling, the written consent must be stamped by the Italian Consul. Two inspections take place, the first by the municipal authorities at the time of securing the passport and the second by the Emigration Authorities at the time of boarding the vessel. The inspection by the Emigration Authorities at certain ports at which the investigator witnessed an inspection was somewhat perfunctory, the reason given being that the authorities rely upon careful enquiries having been instituted before the passport is granted.

In addition to these provisions the Italian Government provides a Royal Commissioner on all ships carrying over a certain number of emigrants.

It should, however, be observed that the Italian emigration law contains excellent measures for preventing the procuring of women and girls, but it is evident that a certain amount of international traffic out of Italy does take place, and that official regulations are evaded. It is admitted that there is production of false documents in certain parts of Italy, particularly at Naples and at Palermo, and that essential facts, such as the age of the girl, are thus obscured. In other cases arrangements are made to take women and girls to a neighbouring country, such as France, Tripoli, Tunis or Algiers, for which countries there are less strict measures in force in regard to the granting of passports, or getting an extension there from the local Italian Consul. A *souteneur* met with in Genoa advised the following method for getting a girl to the Argentine: "The best way to go is to first go to France and from there go wherever you want to. To go from Italy is hard. The girl can get a passport for France; your friend could first go over to Marseilles and write her a letter. Then she would show it and get a passport. After she gets to Marseilles, the Italian Consul there will fix her passport so that it is good for the Argentine."

The authorities report a case in which secret departure from Italy was frustrated :

An Italian, B. M., was sentenced to three months' imprisonment and a fine of 300 lire for having attempted to send C. M., 18 years, and her two sisters, aged 27 and 21 respectively, in secret, to be placed in a house of prostitution which was managed by B. M.'s mother.

As regards the necessity for showing a contract of work or a letter from relatives before a passport is issued, it was learned that letters were sometimes faked and came from bogus employers or relatives.

Early in 1925, advertisements for young girls to go to Buenos Aires as dancers appeared in the newspapers in Florence. It was found that 18 girls, some of them under 21, had agreed to go, and that their passages had been booked for them on a boat sailing from Genoa in March 1925. Suspicions were aroused, and upon investigation it was learned that the advertisement was inserted by a man B., brother of the proprietor of a certain club in Buenos Aires, to which the girls were to be taken. The Italian Consul at Buenos Aires sent information to the police to the effect that the club was an immoral resort. The

girls were prevented from leaving and proceedings were instituted against B. for being concerned in traffic in women.

Yet another means of avoiding the attentions of the authorities is to smuggle girls and women out of the country in ships.

An Italian girl (D.L.) was secretly embarked at Genoa on May 19th, 1924, by a woman (A.V.), a resident of a neighbouring port. The parents consented to her departure under the impression that she was going on a visit. A.V. had a lover, a stoker on board the boat, who assisted in hiding the girl, dressed as a sailor, in one of the second cabins and among the machinery. The girl was not allowed at the first port to show herself, but was carried on to Buenos Aires, where her presence was discovered and she was repatriated. Action has been contemplated against some of the crew of the ship, but no action had been taken up to March 3rd, 1925, against A.V., who actually procured the girl.

It is, however, of interest to note that, as the result of this case, the Italian Authorities received the following communication from Buenos Aires: "I desire to call your attention to the fact that for some time past the presence has been noted on nearly all steamers of women of various ages who possess all the documents required by the law in force on emigration, but whose destination seems very doubtful. This is true particularly of the steamers of the XX Line — especially cargo boats, which are supposed to lend themselves particularly readily to the illicit traffic."

The following case is an illustration of the efforts of the Italian authorities to check the activities of traffickers in Italian girls to Egypt.

On October 16th, 1924, the Italian Consul-General at Alexandria, Egypt, informed the Prefect at Trieste that a French woman (M.P.), keeper of a house of prostitution in Alexandria, had been ordered to be deported by the French Consul. This woman was the mistress of an Italian (G.B.) for whom a warrant had been issued at Alexandria for his arrest on a charge of "Continued extortion, white slave traffic, etc." G.B. had disappeared from Egypt and was believed to be in Venice. The Trieste police located M.P. in a house of prostitution in that city, and in the meantime G.B. was arrested in Venice. M.P. stated that an Italian girl (V.F.) had been procured by G.B. and placed in her house of prostitution by him. She further admitted that G.B. had lent her the money with which she had bought her house of prostitution in Alexandria. The man (G.B.) was sent back to Alexandria, where he was convicted and sentenced to several years' imprisonment. The woman M.P. was deported on December 16th, 1924.

Examples have shown that outgoing traffic from Italy is possible, but the underworld characters say that it is difficult and expensive to carry on owing to the restrictions imposed by the authorities. A *souteneur* agent and house owner in Naples, when asked in March 1925 why more Italian girls did not leave for other countries, replied: "It costs money to leave and it's hard to get a passport. . . . the Italian Government don't like to give girls passports."

The main direction of such traffic as exists is towards Tunis, Algiers, Marseilles, Tripoli, Malta and Egypt, and to a somewhat less extent to Mexico, Cuba, the Argentine, Uruguay and Brazil. "Prostitutes who are wanted in Tripoli or wish to go to Tripoli have every facility possible for going there, for 'the use of the garrison'. From Tripoli they can easily spread themselves throughout the North of Africa."

At Buenos Aires, six Italian prostitutes were interviewed in May 1924 and were found to have inscribed themselves within four days, one month, five months, five months, seven months, fifteen months, respectively, of their arrival. All admitted that they had practised prostitution before arrival.

In Buenos Aires, 21 and 24 Italian prostitutes were registered in 1923 and 1924. In Rio de Janeiro, the figures were slightly higher, and there is evidence that larger numbers emigrated to São Paulo in Brazil, although owing to internal conditions it was not possible to obtain exact figures for this district. In the large cities bordering on the Mediterranean, there are a comparatively large number of inscribed Italian prostitutes. A certain number of them may have come to the district for work and have taken to prostitution subsequently, but there are some of whom it may be said with confidence that they were transported for the purpose of prostitution.

In Alexandria the sum total of Italian prostitutes predominated over those of other foreign nationalities during the last five years. (See Report on Egypt.)

Another significant fact is that the number of Italian girls under age prevented from disembarking at Alexandria increased from none in 1920 to 33 in 1923 and 34 in 1924.

In conclusion, it may be said that cases of international traffic in Italy occur and that their trend is towards countries bordering on the Mediterranean and to a lesser extent to Central and South America; and that cases of incoming traffic are not so frequent but appear to be increasing. It would appear that the system of periodic change of inmates of licensed houses creates a demand for fresh victims and sets free a certain number of older women for the demand in foreign countries and also gives rise to a national traffic of no mean importance.

Table A.

STATISTICS FROM THE RECORDS OF THE MINISTRY OF INTERIOR.

(Showing Work done through the Police Departments by the Central Bureau for the Suppression of Traffic in Women and Children under Royal Decree Law 1207, from March 25th, 1923, to December 31st, 1924.)

Nationality	Women		Minors		Men			All cases Discovered (Traffic pro- curation, corrupt on, women and minor.)	Result	
	Number ¹ questioned	Number deported	Sent home	Taken to the border	Arrested for traffic	Arrested for procuring ²	Arrested for procuring and corrup- tion of minors		Convicted	Discharged
Austrian	238	36	—	1	—	—	—	2	—	—
Albanian	6	—	—	—	—	—	—	—	—	—
Bulgarian	19	—	—	—	—	—	—	—	—	—
Czechoslovak	42	—	—	—	—	—	—	—	—	—
French	211	13	—	—	—	—	—	—	—	—
German	46	11	—	—	—	—	—	—	—	2
Greek	8	—	—	—	—	—	—	—	—	—
Hungarian	49	8	—	—	—	—	—	—	—	—
Polish	8	—	—	—	—	—	—	—	—	—
Russian	8	1	—	—	—	—	—	—	—	—
Roumanian	17	—	—	—	—	—	—	—	—	—
S. H. S.	93	54	13	6	—	—	—	2	—	—
Spanish	6	—	—	—	—	—	—	—	—	—
Swiss	10	—	—	—	—	—	—	1	—	1
Other Nationalities	21	3	—	—	—	—	—	—	—	—
Total foreigners	782	126	13	7	—	—	—	5	—	3
Italians	11,142	—	188	—	26	380	177	273	95	44
Grand Total	11,924	126	201	7	26	380	177	278	95	47

¹ The number questioned was the number inscribed at the Central Office.
² 43 women were also arrested for procuring in this period.

Table B.

STATISTICS FROM THE RECORDS OF THE MINISTRY OF INTERIOR.

(Showing work done through the Police Departments by the Central Bureau for the Suppression of Traffic in Women and Children under Royal Decree Law 1207, from January 1st to December 31st, 1925.)

Nationality	Women			Men					Result	
	Number ¹ interro- gated	Prostitutes under age		Charged with trafficking	Charged with procuring or corruption	Deported	Refused entry at frontier	Offences Reported	Convicted	Discharged
		Repatri- ated	Refused entry at frontier							
Austrian	305	—	—	2	1	2	3	—	—	—
Bulgarian	14	—	—	—	—	—	—	—	—	—
Czechoslovak	58	—	—	—	—	1	—	—	—	—
French	180	—	—	—	1	1	1	—	—	—
German	54	—	—	—	3	2	—	3	2	—
Hungarian	83	—	2	—	—	—	—	—	—	—
Polish	19	—	—	—	—	—	—	—	—	—
Russian	12	—	—	—	—	—	—	—	—	—
Roumanian	10	—	—	—	—	—	—	—	—	—
S. H. S.	77	1	3	—	1	2	—	—	—	—
Spanish	—	—	—	—	—	1	—	—	—	—
Other nationalities	13	—	—	—	—	—	—	—	—	—
Other European States	40	—	—	—	—	—	—	—	—	—
Total foreigners	865	1	5	2	6	9	4	3	2	—
Italians	2,778	386	—	94	445	—	—	439	176	68
Grand Total	3,643	387	5	96	451	9	4	442	178	68

¹ The number questioned was the number inscribed at the Central Office.

Table C.

SHOWING INCREASES AND DECREASES IN FOREIGN PROSTITUTES INSCRIBED IN ITALY
(Compiled from Tables A and B.)

Nationality	Period April 23rd to December 31st, 1924	Period Jan. 1st to December 31st, 1925	Increase	Decrease
Austrians	238	305	67	
Bulgarians	19	14		5
Czechoslovaks	42	58	16	
French	211	180		31
Germans	46	54	8	
Hungarians	49	83	34	
Serb-Croat-Slovenes	93	77		16
Poles	8	19	11	
Roumanians	17	10		7
Other countries	59	65		
Total foreigners	782	865		

Table D.

NUMBER OF LICENSED HOUSES IN ITALY IN CERTAIN CITIES.

Milan	28
Naples	51
Rome	33
Genoa	61
Palermo	71
Brindisi	5
Trieste	36
Syracuse	2
Catania	2
Total of cities visited	289
Florence	35
Total	324

APPENDIX I.

EXTRACT FROM THE LAW CONCERNING PUBLIC SAFETY,
NOVEMBER 6TH, 1926.

CHAPTER VII — PROSTITUTION.

Article 194. — The houses, the apartments and any other closed abode where prostitution is habitually practised are declared places of prostitution by the local Police Authority on that authority's initiative or at the request of the person in charge of the houses.

Article 195. — No place of prostitution may be opened before it has been declared as such by the Police Authority.

Any such place opened in contravention of these regulations shall be closed by the police within 24 hours. Such a rule applies also to places occupied by only one person who habitually practises prostitution.

The transgressor is punished by imprisonment for not less than six months and by a minimum fine of 1,000 lire.

Article 196. — In addition to the provisions given in the preceding article, the local Police Authorities have the power, whenever they consider it to be in the interests of morality, decency and public order, to prevent a given building from being turned into a house of prostitution.

No place may be used for purposes of prostitution against the will of its proprietor or the person who possesses the right of disposal.

Neither may a building be employed for such purposes when its situation may, in the opinion of the police, cause scandal, i.e., particularly when it is near places of instruction, education, worship, barracks, markets or other public meeting places.

When the situation of a declared house of prostitution becomes liable to cause a public scandal, that house shall be ordered to be closed.

Article 197. — The interested persons may appeal on the forms indicated in the official regulations against any positive or negative action of the local Police Authority with regard to the matters regulated in this chapter. A Commission presided over by the Prefect of the province or by a Counsellor of the Prefecture nominated by the Prefect, and by an official in the Prosecutor's Office decides upon such appeals.

The Minister of the Interior has the power, in the interests of public morals, decency and public order, to cancel the decisions of the Commission authorising the carrying on of a house of prostitution.

There is no appeal against such a decision even for legitimate reasons.

Article 198. — The person intending to use a building as a house of prostitution must sign a declaration before the Police Authorities in the form laid down in the regulations, agreeing to observe the conditions and obligations laid down for the conduct of the house.

If these conditions are violated, the building may be closed immediately and the responsible person may be prosecuted.

Article 199. — If the proprietor of a house of prostitution modifies its structure or its entrances without the consent of the local police, he is punished by imprisonment for three months and a fine of 500 lire as a minimum and is compelled to restore the premises to their original state.

The proprietor of the premises is subject to the same penalty if he fails to notify the police of the names and ages, etc., of the persons admitted for purposes of prostitution, or if deliberately or through carelessness in matters of health he admits into the house and allows to remain there, even temporarily, women suffering from venereal diseases with infectious symptoms.

Article 200. — Houses of prostitution may remain open only during the hours indicated by the police. Offences under the section are punishable by imprisonment of not less than one month or a minimum fine of 500 lire.

Article 201. — (a) All gambling, dancing, entertainments of any kind ;
(b) The sale of food and drink ;
(c) The access of minors (men) under 18 years of age,

are forbidden in all houses of prostitution.

No one may enter a house of prostitution carrying weapons of any kind, or pointed or cutting instruments which might be used as weapons, or in a state of intoxication.

Persons who violate these rules are punished by imprisonment up to one year and a minimum fine of 500 lire

Article 202. — Officers and agents of the police have the right at any moment to search places of prostitution and the persons they find there.

When meetings take place in a house of prostitution of so large a number of persons that the meetings are considered dangerous for public order and safety, officers and agents of the police have the right to clear the building.

Article 203. — Proprietors of houses of prostitution are forbidden to accept from women residents under any pretext or in any form money or personal property.

The infringement of this rule is punished by a maximum imprisonment of three months and a fine of from 1,000 to 5,000 lire.

Article 204. — Anyone who retains or who abets the retention in a house of prostitution against her will of a woman, even if she has entered of her own free will and has practised prostitution therein, is punished by a minimum imprisonment of three months and a minimum fine of 500 lire, notwithstanding any promise, obligation or debt that she may have contracted.

Article 205. — In addition to what is laid down in the preceding sections, the police will order the closing of houses of prostitution in the following cases :

- (1) When it appears that a place has become a centre of infection for venereal diseases.
- (2) When the prostitution of minors is practised therein.
- (3) When it appears that women have been sheltered and concealed from the inspections or visits ordered by the police or by the health authorities, or when it appears that a woman who has been sent away for illness has been re-admitted without a medical certificate stating her recovery, etc.

Article 206. — Apart from the provisions laid down in the foregoing articles, the Police Authorities may summarily order the closing of any premises habitually or occasionally employed for purposes of prostitution, whether public, clandestine or suspect, when reasons of public order, health, morality or safety call for the adoption of such a measure.

Article 207. — An appeal against the closing order may be lodged with the Commission mentioned in Article 197.

Article 208. — When, notwithstanding the closing order, the premises continue to remain open or in use, or are reopened without the previous consent of the Police Authorities, the proprietor of the said premises shall be punished by imprisonment for a term of not less than three months and a fine of not less than 3,000 lire, without prejudice to the immediate steps to be taken for closing.

Article 209. — When the proprietor of premises employed for purposes of prostitution, whether registered or not, has been guilty of punishable acts resulting in the closing of such premises under the foregoing articles, or has been convicted on more than one occasion of offences under the present Section, he shall be prohibited for a period of five years from conducting the same or other premises for purposes of prostitution.

Article 210. — The local Police Authorities shall have power to prevent the reopening for the same purpose, before the expiry of one year from the closing order, of premises the closing of which has been ordered.

Orders shall always be given for the final closing of houses of prostitution in which dangerous drugs are supplied or kept or persons addicted to their use are received, or the use of the said drugs is in any way permitted or encouraged.

Article 211. — The Police Authorities shall have power to insist on the medical inspection of women engaged in prostitution even outside registered premises, or to send them to curative institutions when they are suspected to be suffering from infectious diseases.

Women engaged in prostitution, even outside registered premises, shall be suspected of suffering from infectious diseases if they refuse to submit to inspection.

Article 212. — The registration of premises for purposes of prostitution shall be cancelled, at the request of the persons concerned, when prostitution is no longer carried on there.

Article 213. — It shall be forbidden to invite or incite any person to licentious behaviour in public places open to the public, even by indirect means.

It shall be forbidden similarly :

- (a) To follow any person through the streets, soliciting him by acts or words, or to stand about in public places with obvious intent to solicit ;
- (b) To appear at the windows or stand at the doors of houses declared to be houses of prostitution ;
- (c) Openly to advertise houses or to act in any way as a procurer.

Any contravention of the provisions of the present article, provided that it does not constitute a more serious offence, shall be punished by imprisonment for a term not exceeding six months.

APPENDIX II.

MINISTRY OF THE INTERIOR.
Italian Central Office for
the Suppression of the
Traffic in Women and Children.

Rome, March 29th, 1925.

To the Prefects of the Kingdom.

Reference :
Foreign Prostitutes.

A study of the reports relating to the examination of foreign prostitutes which have been forwarded to the Central Office for the Suppression of the Traffic in Women and Children shows that these prostitutes alternate, take one another's places and follow closely one after another in certain centres and licensed houses with such remarkable regularity, as regards times and movements, that there is reason to suspect, if not the existence of a regular organisation for bringing foreign prostitutes to Italy and placing them in licensed houses in accordance with an established plan, at all events the activity of individuals who keep in constant touch with one another and act as intermediaries between prostitutes and proprietors of brothels.

While their activities are not sufficiently serious to be dealt with under the Penal Code (Articles 345 or 346) and the provisions of Law No. 1207 (R. DL.) of March 25th, 1925, they are undoubtedly such as to make it desirable that the Police authorities should identify these persons ; in order that they may be able to keep them under close and constant supervision, to ascertain and keep a watch over the premises in which prostitutes live, and to discover how many persons, in addition to themselves, derive profits from their vile trade.

Your attention is directed to the above in order that you may instruct the officials engaged in this branch of the service to carry out careful and intelligent enquiries and to report the result.

On behalf of the Minister :
(Signed)

APPENDIX III.

ROYAL DECREE-LAW OF MARCH 25th, 1923, PROVIDING FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN.

(Published in the *Official Gazette* of June 12th, 1923, No. 137.)

Chapter I. — THE CRIME OF TRAFFIC IN WOMEN AND CHILDREN.

Article 1. — Supplementary to the provisions of Chapter III, Part VIII, Book II of the Penal Code, any person who, in order to minister to the lusts of another, procures, decoys, abducts or causes to be abducted a person less than 21 years of age, for purposes of prostitution, shall be punished....

Article 2. — Any person who, in order to minister to the lust of another, procures, decoys, abducts or causes to be abducted, by means of violence, threats, abuse of authority, deception or other means of coercion or fraud, a woman over twenty-one years of age, for purposes of prostitution, shall be punished....

In the cases provided for in this and the foregoing articles, the penalty shall be increased by from one-third to one-half when the offence is committed for purposes of prostitution abroad.

Article 3. — Any person guilty of the offences provided for in the preceding articles shall be punished within the realm even when the offence has been committed abroad, provided that the initial means of execution have been procured within the territory of the realm.

Italian citizens shall likewise be tried within the Kingdom, even if the offence or the initial acts have been committed abroad.

The provisions of Articles 7 and 8 of the Penal Code shall be in no way affected.

Chapter II. — WOMEN'S EMPLOYMENT AGENCIES.

Article 6. — No public agencies or public bureaux for the employment of women, within the realm or abroad, in any arts, trades or professions may be opened or may carry on business without permission from the Police authorities of the district.

No licence shall be granted to any person who has been sentenced to more than one year's imprisonment for any offence whatsoever, or who has been sentenced to an even smaller penalty for any one of the offences referred to in Book II, Parts VIII, IX and X of the Penal Code or in the present Decree, or to any person who cannot give proof of good conduct.

The licence may be refused to the husband or wife of any person coming under one of the above heads. The licence shall not be granted to persons who cannot be legally bound by the terms of the Civil Code and the Commercial Code.

The licence shall not be transferable ; it shall be valid for one year. It shall be cancelled if the holder should come under any one of the heads mentioned above.

It shall be conditional upon the payment of the fee fixed in No. 24, Table A of the tariff annexed, in Annex 7 of the Royal Decree-Law of November 24th, 1919, No. 2163.

Article 7. — The licence may, in the public interest, be made subject to special provisions and shall always be conditional on the deposit of a security the amount and return of which shall be determined after consultation with the Chamber of Commerce..

The deposit shall serve as a guarantee for the payment of fines incurred by any person who may be sentenced while engaged in the management of the agency or bureau, and as compensation for women affected by the offence which such person may have committed in connection with the aforesaid management.

Chapter III. — ITALIAN CENTRAL OFFICE.

Article 10. — There shall be attached to the Public Security Department of the Ministry for Home Affairs a Central Italian Office for the Suppression of the Traffic in Women and Children.

The work of this Office shall be :

- (a) To collect all information concerning the recruiting of persons for purposes of prostitution ;
- (b) To keep and to communicate to the States which have signed or given their adhesion to the International Convention on Traffic in Women and Children concluded at Geneva on October 18th, 1921, copies of sentences passed in Italy in respect of offences dealt with in the present Decree which concern aliens ;
- (c) To see that the authorities and the Police exercise special vigilance, more particularly in railway stations, in ports and on journeys, with a view to tracing persons conducting other persons who they have reason to suppose are intended for prostitution and to notifying them, if necessary, to the competent foreign authorities ;
- (d) To endeavour to obtain statements from foreign prostitutes in Italy, in order to establish their identity and civil status and to find who has induced them to leave their respective countries for purposes of prostitution ;
- (e) To do what may be necessary so that victims of the traffic who are destitute of means may be handed over — provisionally and while awaiting repatriation — to the care of public and private relief institutions or to private persons furnishing the necessary guarantees ;
- (f) To see that such persons are sent back to their own country, when they so desire or when their repatriation is requested by persons who have any powers, rights of guardianship or authority over them or have legal charge of them, as the case may be ;
- (g) To exercise special supervision over bureaux and agencies for the employment of women ;
- (h) To endeavour to have the traffic suppressed, in accordance with existing principles of internal or international law.

Article 11. — The provisions of the present Decree shall likewise extend, when applicable, to the colonial territories of Italy.

The age-limit of persons mentioned in the first paragraph of Article 1 of the present Decree shall be reduced to 16 years for natives of Italian Somaliland, Eritrea, Tripoli and Cyrenaica.

APPENDIX IV.

EXTRACTS FROM THE PENAL CODE.

Section 335. — Whoever through licentious acts shall corrupt the morals of a minor less than sixteen years of age, shall be punished by imprisonment up to thirty months and by a fine of not less than fifty and not more than one thousand five hundred lire.

If the crime is committed through deceit or if the guilty person is an older relative of the minor, or if the minor has been entrusted to his care, education, bringing up, instruction, supervision, even if only temporary, the punishment shall be imprisonment of not less than one and not more than six years, and by a fine of not less than one hundred and not more than three thousand lire.

Section 345. — Any person who, with a view to satisfying the immoral passions of another, persuades any woman under age to enter upon a life of prostitution, or incites her to debauchery, shall be punished with imprisonment of from three to thirty months, and fined from 100 to 3,000 lire.

The imprisonment shall be from one to six years and the fine at least 500 lire, if the offence is committed :

- (1) With a minor below 12 years of age ;
- (2) By fraud ;
- (3) By ascendants in a direct line, or persons married to the same, by an adoptive father or mother, guardian, or any other person to whom the minor is entrusted for education, instruction, supervision or guardianship, even temporarily ;
- (4) Habitually, or with a view to gain.

If more than one of the circumstances here enumerated is present, the period of imprisonment shall be from two to seven years ; and the fine shall be not less than one thousand lire.

APPENDIX V.

Office of the Commissioner-General
for Emigration.

Rome, November 29th, 1924.

To Prefects, Sub-Prefects and Police Commissioners, Emigration Inspectors at Ports of Embarkation, Provincial Delegates for Emigration.

Reference :

Emigration to the Argentine.

It has been reported that the District Police Offices have for some time been very careless in issuing passports to marriageable girls travelling to the Argentine who are not accompanied by relatives and are not going to join their own families.

The arrival of such emigrants at the place of destination not only puts the Italian authorities in a very embarrassing position owing to the difficulty of finding them suitable employment, but discredits Italian emigration and seriously injures our country's prestige.

In order to avert the deplorable consequences which might arise from the entry of young women in large numbers into the Argentine Republic or other oversea countries, the issue of passports to women is hereby prohibited except where the applicants are accompanied by relatives or are going to join them, *which latter circumstance should always be established by a letter of invitation.*

In the case of women who are betrothed and are emigrating for the purpose of marrying, it must be ascertained that they have with them, in order, such papers, respecting themselves and the man concerned as are necessary for the celebration of the marriage.

Emigration officials in ports of embarkation will be specially careful to ascertain the position of the young female emigrants referred to in the present circular, and will report any irregularity to this Office, after having arranged, of course, for persons who have obtained passports on improper grounds to be sent back to their homes.

LATVIA.

Latvia has signed and ratified the International Convention of 1921 for the Suppression of Traffic in Women and Children, but has not adhered to the Agreements of 1904 and 1910. The Central Authority appointed is the Chief of Police in Criminal Affairs, Riga.

Interviews were held with officials who had special experience in matters relating to traffic, and an enquiry was made among underworld characters, such as prostitutes and *souteneurs*, to obtain first-hand information of their activities.

The selection of Latvia among the Baltic States for enquiries on the spot was partly due to the fact that considerable publicity had been given to alarmist newspaper articles stating that a large volume of traffic in women was coming from, or passing through, Latvia. These reports were proved to be false.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Licensed houses were abolished in Latvia in 1923. The officials state that there are clandestine brothels, but that they operate inconspicuously. All prostitutes over 16 are required to register. A girl practising prostitution regularly who is not registered must appear before a board, which consists of a Police inspector, a member of the municipal court and the doctor. The Police officer states his case and the board decides as to whether or not she should be placed under control. The registers contain the names of 465 prostitutes, of whom nearly half belong to minority races in the country (see Table A). Twelve clandestine houses of prostitution and about 20 *cafés* were visited by the investigator and about 50 prostitutes were met with on the streets, all of whom had been in Riga for many years. The Police estimate that there are approximately 4,000 clandestine prostitutes¹ and that the proportion of foreigners is about the same as with the registered prostitutes.

During the investigation in the underworld in Riga, several *souteneurs* were encountered. They were not anxious to migrate although they had difficulty in getting enough money from their prostitutes and had to supplement their earnings by other illicit means, such as smuggling of oranges, tobacco and spirits. One *souteneur*, 145-P, said: "A wise boy can make nice money in Riga. We got so many laws here that there are a hundred-and-one crook ways to make the money. While the boys here can't expect as much out of their wives (prostitutes) as fellows in Buenos Aires can, at the same time we can make good extras and live cheaper and have more in the end than they have."

The Law governing offences against morals is set out in Appendix I. This code deals with *souteneurs* by punishing those who obtain "material profits" from a woman who is under their influence, etc. One official expressed opinion that there were no regular *souteneurs* in Riga. He said: "We know of men who live with prostitutes, but they are not professional *souteneurs*. Some work; they only take money from the women when they are not working. Some are criminals."

The Government has organised protection for travellers by Police officials on duty in the chief railway stations and in the ports.

INCOMING TRAFFIC.

Table A sets out the nationality of inscribed prostitutes in Riga and shows that about 50 per cent are not of Latvian race. This does not, however, indicate an influx of foreign women into Latvia for purposes of prostitution, as more than two-thirds of the women in question are members of minority races — Russians, Lithuanians, Poles and Jews, who have been in Latvia for many years. An official said: "In fact, none came recently. They are not entitled to Latvian citizenship and are therefore classified as foreigners. There is nothing in the regulations to prevent the inscribing of foreign girls."

There is no deportation of foreign prostitutes or *souteneurs*, although a case was given of a Polish girl who had been deported for being a vagrant, but not as a prostitute. An official said that it was difficult for foreigners to enter the country clandestinely.

OUTGOING TRAFFIC.

There are a large number of emigrants passing through Latvia. They can leave for South America only by rail to board ships at Hamburg, Antwerp, Rotterdam or Cherbourg. In 1924 there were 5,011 transit emigrants; in 1925, 8,316, and up to August 1926 there were 4,454. The majority were Jews, Mennonites, a few Russians, and the remainder other nationalities such as Germans and Poles.

¹ Subsequent official estimate gives the figures as 800 to 900.

A table showing the number of transit emigrants going to South America during the year 1925 was compiled officially, which is as follows:

	<i>Jews</i>	<i>Russians</i>	<i>Germans</i>	<i>Totals</i>	<i>Women aged 15-40</i>
Argentine	776	77	21	874	91
Brazil	223	29	1	253	90
Uruguay	253	266	14	533	26
Totals	1,252	372	36	1,660	207

Thus, out of the 8,316 transit emigrants for the year 1925, only 1,660 went to South America (20 per cent); the remaining number (80 per cent) went to the United States and Canada. There were in all only 207 women between the ages of 15 and 40 years who were unaccompanied. About one-third of them were between 15 and 21 years of age. It was said that not 10 Latvian girls leave the country in a year.

With regard to false passports, an official said: "I could not possibly detect them. In Soviet Russia there are thirty-six different States; each State issues its own passport. It is impossible to be familiar with so many different kinds."

The Law governing the issue of foreign passports is set out in Appendix II. No passport is issued without an official stamp. An official described the formalities required in the following words: "Persons above 14 years of age are entitled to a separate passport for foreign travel. Those between 14 and 17 years must have their parents' permission. If married, the woman only needs her husband's permission when she has children. In order to secure a passport, a person must present an inland passport (card of identity) or a birth certificate. We issue passports from 14 years of age up, but the consuls will not give visas to minors without making certain that they have persons in the countries where they are going who can take care of them."

Passports are not withheld from prostitutes but criminals are not allowed to leave the country. Interviews were held with the consuls of certain South American countries in Riga with regard to the issue of the visa. One consul issues about 400 visas annually, but he had not given one to a girl of minor age. He stated that his Government required an applicant to be sponsored by responsible and reputable persons.

A visit was paid to a home for unmarried mothers which receives young prostitutes. The authorities in charge stated that they had had no case in which a girl had been approached by a *souteneur* with a view to taking her abroad.

The underworld investigations indicated that there is little outgoing traffic from or through Latvia. The following conversation with a *souteneur* — 145-P — shows the attitude of the local underworld to traffic: "I have friends in Brazil and some in Argentine, but I am just as well satisfied where I am. . . It costs a lot to travel, and a boy can get tripped easy now. The League of Nations is looking after that thing. . . We all know what is going on. Boys have left here and come back. Others write and tell us. Now and then one comes back for a wife (prostitute). We know what is going on. Here we are not so bad off. The Polish, they are the ones; they are going all the time. A friend of mine came back from Bahia, Brazil, and he tells me about the traffic that is going on between Warsaw and South America. . . I had a fellow from South America here a year ago. He told me, and he took himself back a wife from Riga."

The same *souteneur* was, however, ready to help the investigator to secure a girl and said: "We could tell you where you could find a girl that ain't got a man (*souteneur*) and wants to go. . . Sometimes the girl you want has a man; then you got to have help. No boy is going to let his wife go away with another unless he gets paid." Another character stated that occasionally a *souteneur* returned to find a girl: "When the houses closed here some of the boys went away and every now and then one comes back and gets a girl. These two fellows always help them." The investigator asked: "Is there much of that stuff still going on?" He replied: "No, very little from here."

The enquiry into traffic in Latvia showed little evidence of traffic either incoming or outgoing.

Table A.
PROSTITUTION ACCORDING TO NATIONALITY

RIGA (August 1926).							
<i>Latvian</i>	<i>Estonian</i>	<i>German</i>	<i>Gypsies</i>	<i>Jewish</i>	<i>Lithuanian</i>	<i>Polcs</i>	<i>Russian</i>
237	5	54	3	31	20	44	71
<i>Summary.</i>							
				Minority Races	228		
				Latvians	237		
				Total number under control	465		

APPENDIX I.

EXTRACTS FROM THE PENAL CODE

[Translation.]

The former Russian Criminal Code is in force in Latvia and contains the following paragraphs against the traffic of women and in favour of their protection :

Paragraph 526. — Anybody who has induced a woman to exercise prostitution as a profession by using violence on her person, or by threatening to kill her or to do her bodily harm of a grave or very grave nature either to this woman or to a member of her family, or by cheating her, or by making use of influence on her, or by taking advantage of her distressful or dependable position, shall be punished with imprisonment for a term of not less than three months.

The attempt is punishable.

Paragraph 526 (1). — Anybody who has induced a woman below the age of 21 years to leave Russia (Latvia) with a view to compel her to exercise prostitution as a profession outside the borders of Russia (Latvia) shall be punished with imprisonment.

If such a seduction has taken place by using the means mentioned in paragraph 526, the culprit, irrespective of the age of the victim, shall be punished with imprisonment for a term not less than three years in a house of correction.

But if the culprit has been found guilty of having carried on the criminal actions mentioned in the preceding paragraph and in this paragraph as a profession, he shall be punished with imprisonment in a house of correction.

The attempt is punishable.

Paragraph 527. — A man who obtains material profits from a woman exercising prostitution as a profession, who is under his influence, or is financially dependent on him is punished with imprisonment.

The same punishment shall be inflicted on a person who, with a view to obtaining for himself a material profit, has carried on as a profession the seduction of women for the purpose of getting them into houses of ill fame in order to make them exercise prostitution as a profession.

APPENDIX II.

EXTRACTS FROM THE LAW ON FOREIGN PASSPORTS

[Translation.]

1. Latvian citizens may leave Latvia, stay abroad and return to Latvia only with a foreign passport

Remark 1: Latvian citizens may leave Latvia and return to that country, as well as stay abroad, with an inland passport if they belong to the crew of a Latvian ship and are leaving for abroad on a Latvian sh.p. or if they are leaving for abroad registered in ship's articles in order to take on service on board a Latvian ship.

Remark 2: Also with an inland passport, Latvian citizens may go to, stay in and return from countries with which Latvia has concluded special arrangements concerning the abolition of foreign passports in mutual traffic.

2. Foreign passports are issued (and their term extended) in Latvia by the Ministry of Interior or by its authorised officials and in foreign countries — by Latvian representatives. Diplomatic and service (ministerial) passports are issued by the Ministry of Foreign Affairs.

3. The petition concerning the issue of a foreign passport shall be supplemented by :

- (1) The inland passport,
- (2) Two photographs.

4. A foreign passport may be issued to minors till their 17th year of age completed only with the consent of their parents or guardians.

5. If the object of the voyage has an undesirable character for the State, the Minister of the Interior has the right to refuse a foreign passport, informing the petitioner, on his request, of the reasons.

6. A foreign passport may be issued only with the consent of the respective judiciary authorities to persons known to the Ministry of the Interior to be under criminal enquiry or to be prosecuted before the Courts or who have not served their term of punishment.

7. A separate passport is issued to each person proceeding abroad. Exceptions are admitted for married women, whose names may be inserted in the passport of the husband, and for children up to their full 14th year of age, whose names may be inserted in the passport of the father or the mother.

15. The Minister of the Interior, in conjunction with the Minister of Foreign Affairs, has the right to issue administrative regulations regarding this Law.

16. This Law enters into force on April 1st, 1926.

MEXICO.

Mexico is not a party to the Agreement of 1904, nor to the Conventions of 1910 and 1921 for the Suppression of the Traffic in Women and Children. Information as to conditions in Mexico was obtained from interviews with officials in the country, from conversations with underworld characters in many countries, and from an investigation in Mexico City, Tampico, Mexicali, Tia Juana and Juarez.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

There are new regulations for the control of prostitution and licensed houses (see Appendix I), and it is hoped by the officials that the entire problem will be placed, in time, under the supervision of a National Board of Health. 2,890 prostitutes were on the register in Mexico City at the time of the investigation. Prostitutes may be inscribed between the ages of 18 and 50. As regards girls under 18 found practising prostitution, they can be sent to a reformatory and their parents or guardians deprived of their guardianship.

There were about 250 houses of prostitution in Mexico City, including the one-room huts in which one or two women operate. At the time of the enquiry there were five, first-class houses in which a number of prostitutes reside, one to each room; 25 second-class houses of *rendez-vous*, in which the girls do not live, and 67 third-class hotels, where the proprietors are licensed to rent rooms for immoral purposes. The rest are the one-room places. It is in these latter places that most of the foreign girls are to be found.

A large number of places of all categories were visited in Mexico City. The better-class houses contain from 10 to 35 inmates, almost entirely Mexican or Spanish, and often very young girls were found in them. Conditions in two of these better-class houses were found to be as follows :

“On the second floor was a ballroom, a large *café*, and a few bedrooms opening directly on to the *café*. The rooms were elaborately furnished. The ballroom was very much like a public dance-hall, with seats round the sides and an orchestra at one end. There were about 75 men and women present, including two or three elderly women who looked like chaperons and who were probably *madames* or their assistants.

“We were given an opportunity to select dancing partners. There was a large receptacle in front of the orchestra for contributions and a peso was expected for each dance.

“After we had danced we were asked to go into the *café* to purchase drinks for the girls. The 35 inmates here all seemed to be Spanish and their ages appeared to range from 16 to 25 years. The girls charge 20 pesos (\$10).

“In another house visited an assistant *madame* was called, an American woman, about 40 years of age. She said she had a little girl just the style I would like to meet. Presently a little half-breed girl, nearly white, was ushered into the room. She was quiet, very timid, and seemed no more than 14 or 15 years of age. She was dressed in green silk *crêpe* with a large Spanish comb in her hair. She came over and sat down after greeting me in a frightened little voice. It was evident that the child had not been in the life long. The *madame* explained that she was a new girl and added : ‘Yes, she is awfully young, but that is the way they are here.’ ”

The majority of the foreign prostitutes operate in “huts”. They work there separately because they can obtain more customers and because they do not have to share their earnings with the *madames*.

The underworld considers that young girls can easily be registered because papers are not asked for by the Health Bureau. “They will register any girl here above 18 ; and if she were 17 they’d register her, too.” The investigator said : “Yes, but her passport would show that”. He said : “Here you show nothing. When a girl wants to be put on the books (become registered) she goes to the Health Department and tells them. They ask her her name and her age and her nationality. She can tell them anything. The authorities confirmed the statement that they take only the word of these girls as to names, ages and nationalities without requiring documentary proof.

Regarding *souteneurs*, an official said : “We do not have them classified as *souteneurs*. All of them have been guilty of other wrong-doing. The fact that they are *souteneurs* is only one of the points we have against them. At some time or other they have been brought

in for gambling, fighting, robbery, suspicion of murder, and many other violations of the law. If they were *souteneurs* only, we could not bother them, because there is no law against a prostitute giving money to any man; to be a prostitute is not an offence. So how could we possibly regulate what she should do with her earnings?" Of eight names of *souteneurs* submitted by the investigator only two were traced by the authorities.

The investigator was taken to a *rendez-vous* of *souteneurs* and prostitutes. The flat is situated on the first floor and is the principal *rendez-vous* for foreign *souteneurs*, traffickers, resort-keepers, and their prostitutes. This place is strictly private, operated by a Russian, and only those persons known or satisfactorily introduced are admitted. Many of the foreign prostitutes reside here (803-X) or come regularly for their meals. At meal times as many as 25 prostitutes may be seen in the various rooms where the dinners are served. Approximately an equal number of *souteneurs* are to be found about the premises.

With regard to conditions in Mexico, a *souteneur* said: "It's a little slow now, but it won't be that way all the time! When this political trouble is over Mexico will look up again".

159-P said: "Just now it ain't good. You'd lose money here. The Mexicans ain't spending. But after January the tourists will start to come in and it will be a good year again".

Cabarets were also visited and many clandestine prostitutes, mostly native girls, were found in them, who solicited for prostitution to be consummated at an assigned place for 10 pesos. Considerable rough dancing was observed and at several tables men and women appeared to be drunk. 279-X informed the investigator that there were numbers of *cabarets* of this character, all over the place, which are frequented by prostitutes.

This place is said to be the den of 26-T, a trafficker who escaped from the American Government agents, after he had arranged to take eight girls to Mexico.

INCOMING TRAFFIC.

On a voyage from France to Cuba an investigator made the acquaintance of two *souteneurs*, who said they were going to Mexico. An extract from his report is as follows:

"'Do you cross the sea much?' 156-P replied: 'Once or twice a year'. I said: 'How is your wife standing the trip?' He replied: 'She ain't my wife. She is going to meet a *souteneur* in Mexico. The other boy (155-P), his wife and the girl you thought was mine are travelling together'. I said: 'She's in second-class, that can't be 155-P's wife because he is in third'. He replied: 'Certainly it is. 155-P is in third but she is in second. They ain't supposed to know each other. They both have separate passes and he wants to save some money'. Asked if she was a new one, he replied: 'A prostitute he met in Warsaw. He is bringing her over. She is a good prostitute but she never had a chance to go, so he brought her. The other girl is her friend. I am getting her a friend (*souteneur*) over there'."

These same men were found several weeks later in Mexico and introduced the investigator to the haunts of *souteneurs*. 31-P said of 156-P: "He is a real procurer of girls — the little fellow who came over on the boat with you. He goes over to Europe four or five times a year. He knows officials on all the boats. But, he's got a good line; he represents himself as a shirt manufacturer". (Later, three prostitutes were met who admitted that they were brought over from Europe by 156-P.) The investigator asked: "What can he do with the girls he brings in? Isn't everybody supplied here? He can't keep them himself." He answered: "There's other boys that he supplies. You know, in this country a girl has to have a *souteneur*; and he turns them over to other boys and he gets a nice few hundred dollars every time."

The officials did not consider that many foreign women and *souteneurs* were coming in and said that, under the new immigration law passed in March 1926, such characters were not admitted to the country (see Appendix II). In the following conversation with an investigator, an official described this law. He said that prior to its passage the authorities had no means of excluding these undesirables. The investigator asked: "How can you be sure that they are not coming in at the present time?" He replied: "Before a person can receive a visa or a card of identification which permits the bearer to enter Mexico, he or she must submit to our consuls abroad a reference showing good moral character. A copy of that, together with the person's picture, are kept on file at the consulate. The original is visaed by the consul and must be presented by the bearer on arrival in Mexico. A minor can enter only when accompanied by a guardian, or, if travelling alone, he or she must have the consent of the husband, parents or guardian visaed by the consul, and must inform us of some person in Mexico who is reputable and who will take care of the minor after arrival." The investigator asked: "If a girl names a person, is she detained until the person named has been examined?" The official replied: "She is held at the port until that person has been examined. If that person is a reputable citizen, then she may enter. All unaccompanied women are questioned as to their reasons for coming to Mexico, how long they intend to remain, and they must name all persons whom they know here. If my men are at all suspicious, they will not allow her to enter unless they are satisfied she is not a prostitute."

Concerning persons entering the country as artistes (actresses), the official said: "They are admitted only for a limited period provided they can show a contract and their manager deposits a sum of money equivalent to the person's return passage with the Government." The investigator asked: "Since the new law has been enacted, how many persons suspected of being prostitutes and *souteneurs* have been excluded?" He replied: "I cannot tell, but I can approximate it at about 50. There were at least 40 women and 10 men, mainly from Europe."

The underworld attitude towards such restrictive immigration laws is graphically portrayed in the conversation of an investigator with certain traffickers. The investigator said he had heard there were a lot of new laws that made it hard to get into Mexico, 150-P said: "They've got laws here like every other place; certainly if you tell them your business they won't let you in. But if you keep your head about you and you have a good appearance, laws don't mean a damn thing. Ain't there *souteneurs* and prostitutes coming in every day? That's enough, ain't it? The rest is all foolishness! It is a little harder; but, just the same, there is nobody here that'll stop you. That law was passed nearly a-year ago. I wish I had a hundred pesos for every boy and girl that's come in here since then! With all these laws nobody ain't stopped."

The investigator then asked 156-P and 155-P: "Did your girls get in without you having to tip the X (O-108)?" One replied, "No, it cost us money; I told you that. The only thing hard about this place is that a girl can't get in here alone. I had to fix things up. But, what is the difference? It only cost a few pesos."

If these persons succeed in entering the country they are not deported, according to the officials, unless they commit offences like robbery or breach of the peace.

There are 156 foreign women registered in Mexico City, of whom, in numerical order of importance, 68 are French, 29 German, and 14 Polish. It is surprising to find, in view of the fact that the language is the same, that only five are Spanish, but since no proof of nationality is required, it is probable that a number of Spanish women are registered as Mexicans. The officials believe, although they require no proof, that all registered foreign prostitutes are over 21 and that between 50 and 60 per cent are recent arrivals and cannot have been in the country more than a year, because so many of them are still unable to speak Spanish.

With regard to foreign *souteneurs*, the officials said there were between 30 and 40: "We have all kinds, Poles, Roumanians, Russians, French, Spanish and nearly all other nationalities. The vast majority of them, however, are of those nationalities which I have just named.

The investigator asked: "Do the foreign prostitutes in Mexico City have *souteneurs*?" He replied: "Why yes, of course; we know that they have... Invariably their *souteneurs* are of the same nationality as the prostitutes." The investigator then asked: "Is it not possible then that some of these *souteneurs* have brought these women into the country?" He replied: "Of course, that may be, but they usually find their *souteneurs* after they arrive here. Our Immigration Department is very strict about that sort of thing. In fact, our new laws provide for the exclusion of prostitutes and *souteneurs*. I have felt that French girls have very often written to their friends in Europe requesting them to come to Mexico. I suspect that sometimes these letters are instigated by their *souteneurs*, but I never could be sure".

The investigator found in the underworld evidence of traffic both of a seasonal and of a permanent character. As regards seasonal traffic, the best example is that of the horse-racing season at Tia Juana.

In this little Mexican town of Tia Juana, 18 miles south of San Diego, California, there has existed for some years a pleasure resort for horse-racing, gambling and prostitution, combined with unlimited supplies of liquor. Many American girls and those of other nationalities flock to Tia Juana in the racing season to fill the long rows of cribs set apart for prostitution, and to help lure the sightseers into the numerous bars that exist throughout the little village. This resort appeals to the fast type of visitor. The demand for all sorts of excesses is stimulated and this demand is supplied by women and girls mainly from the American side.

The permanent kind of traffic was depicted in many places by accounts given by individual prostitutes, by chance remarks of *souteneurs* and others.

One of these *souteneurs* has people all over the world that he sends girls to. "If a girl wishes to go to Brazil he can fix her up. Mexico, any place. . . He knows everybody. He is from Marseilles. He is always in 336-X. They call him 23-T. All the *souteneurs* know him. He can always arrange to get a girl a good place to work. He knows who wants girls and they pay him."

Some of the cases met with were as follows:

(a) At Tia Juana, brothels are all run in connection with bars. Most of these girls, who are known as "percentage girls", do not practise prostitution in Tia Juana, though they sometimes make appointments afterwards in San Diego. They work from 12 noon until 8.30 p.m. and get 40 per cent. of the money received for the drinks their partners buy. The danger to which such girls are exposed is illustrated by the case of "Gloria", a "percentage girl" who came to Los Angeles, where she tried to get into the movies but did not succeed. She heard of money to be made at Tia Juana. She wears a wedding ring "for protection". Lets customers pet her, but nothing else.

(b) At *Mexicali*, the investigator met "Ida" practising prostitution in a "crib". She is an American about 25 years of age and came to Mexicali from Salt Lake City about six months ago, when they closed the houses of prostitution there. She said that no one brought her or sent her here, but that she had made her own arrangements. She said that other sporting girls had told her about it; she said that Mexicali was a terrible place but that she had made a lot of money there.... over 100 men a week at \$3 apiece. *Clientele* mostly Chinese.

(c) In *Mexico City*, many foreign girls were observed soliciting for prostitution, some on the streets and some from open doorways. Whenever a house was open with several foreign girls in it, it was either closed by the Police, or else the inmates and owners were required to pay large sums for protection. This bribery is precarious, as the Police are changed frequently. The Police show great severity against French prostitutes.

While in Mexico City, the investigator was introduced to a trafficker known as A.M. and a prostitute, C.M. A.M. admitted that he had arrived in Mexico a little more than a year ago. Some of his intimates also informed the investigator that C.M. is A.M.'s wife and that he brought her from Europe and placed her in a crib at X.... (802-X) (see report on Netherlands). Later a conversation with C.M. disclosed that she had met A.M. in Berlin and had accompanied him to Mexico City. She is apparently satisfied with her vocation.

(d) In *Tampico*, the district for prostitutes consists of wooden shacks, containing girls, and dance-halls and bar-rooms.

About 20 different houses, saloons and dance-halls were visited. Many of the houses were of the "crib" type, containing one or two girls, and some half a dozen. The cribs were located close to the street, the doors were open, and the girls sat as near to the doors as they could without getting wet. In spite of the rain, there were a considerable number of men tramping the streets.

One French girl, in front of a hut, said that she had come to Tampico from Mexico City, where she had been for "nearly two years".

She said, however, that they were permitted to operate in Tampico without much interference. She came from Marseilles and entered Mexico by way of Vera Cruz, in the company of a man who had arranged her admission.

At 277-X *cabaret* all the entertainers were American girls. The waiter said that the girls had to sign contracts that they would not commit prostitution, and that they were coming here solely for the purpose of singing or dancing or some other respectable means of entertainment. He said confidentially: "You know, they *don't* come here for that purpose, but we can't get them through unless they swear that they do".

Some idea of the activity of the *souteneurs* as regards bringing in women, and of the fact that they know of each other's movements may be shown from the following remarks of 160-P:

"149-P, 148-P and 140-P will all be here next month, and each one has got something (girl) with him. They are all coming in on the X.... (783-X). I only got a letter three days ago and 156-P-A has got everything fixed so they will all get in without any trouble. And all it will cost will be 50 pesos gold apiece. I'm telling you it's the best place in the world; better than any other place." In conversations with 160-Ph, 161-P, 162-P and 163-P, each of these *souteneurs* admitted that they have prostitutes operating in the 803-X and that they had brought their women into Mexico from foreign countries within the last few years.

OUTGOING TRAFFIC.

Little evidence of outgoing traffic from Mexico was discovered in countries visited in connection with the enquiry. A few prostitutes of Mexican nationality were found in the cities of the U. S. A. bordering on Mexico (see report of United States) but their numbers are small.

Table A.

NUMBER OF FOREIGN WOMEN INSCRIBED BY THE HEALTH DEPARTMENT OF THE CITY OF MEXICO

Mexico, D. F., October 20th, 1926.

African ¹	1	Brought forward.....	17	Brought forward	122
American	9	Canadian.....	1	Italian	7
Argentine	2	Cuban	4	Polish	14
Arab	1	Dutch.....	1	Roumanian.....	1
Austrian	1	English	1	Russian.....	5
Belgian	2	French.....	68	Spanish	5
Brazilian.....	1	German.....	29	Turkish	2
		Greek.....	1		
Carried forward	17	Carried forward	122	Total	156

¹ Nationality not exactly specified.

APPENDIX I.

DEPARTMENT OF PUBLIC HEALTH :
MARCH 23RD, 1926.

EXTRACTS FROM THE REGULATIONS REGARDING THE PRACTICE
OF PROSTITUTION.

Chapter II. — REGISTRATION OF WOMEN

Article 5. — Every woman engaged in prostitution as an occupation or means of livelihood must be registered as prescribed by the Department of Health, in the special registers of the Public Health Inspectorate.

Article 6. — All women so registered must be over 18 and under 50 years of age.

Article 13. — Women registered as independent prostitutes may not carry on their profession in common with other prostitutes or in groups, nor may women entered in the latter category practise as independent prostitutes, unless authorised to do so by the Health Inspectorate and unless their registration is duly altered.

Chapter IV. — RULES WITH WHICH REGISTERED PROSTITUTES MUST COMPLY

Article 17. — Every registered prostitute.... must undergo medical examination once a week....

Chapter V. — RETIREMENT OF REGISTERED PROSTITUTES

Article 26. — Registered prostitutes may retire either temporarily or permanently.

Article 32. — If women who have been allowed to retire carry on clandestine prostitution, they shall be re-registered and the proper punishment shall be inflicted.

Chapter VI. — LICENSED HOUSES

Article 33. — Licensed houses are those inhabited by two or more registered prostitutes who live in common or in groups for the purpose of engaging in prostitution.

Article 34. — Licensed brothels shall be divided into three categories or classes and shall pay the following taxes (varying from 15 to 200 pesos) to the Sanitary Inspection Offices ; the proceeds shall be used to defray the cost of sanitary inspection.

The Chief Medical Sanitary Inspector shall classify these houses as he thinks fit, having regard to the number of rooms, the fittings, etc.

These payments must be made monthly in advance, not later than the 10th of the month. If payment falls one month in arrear the house shall be officially closed.

Chapter VIII. — MAISONS DE PASSE

Article 46. — For the establishment of *maisons de passe*, the steps to be taken and the formalities to be carried out shall be those prescribed.

Chapter IX. — REGISTERED HOTELS

Article 50. — Registered hotels shall be of three categories or classes and shall pay the following taxes (varying from 20 to 200 pesos) to the Sanitary Inspection Offices ; the proceeds shall be used to defray the cost of sanitary inspection. . . For end of Article see Article 34.)

Chapter XII. — ILLICIT HOUSES OF PROSTITUTION AND UNLICENSED PROSTITUTES

Article 59. — Houses of prostitution shall be deemed to be illicit if they are used as dwellings by two or more licensed or unlicensed prostitutes and if the requirements of the present regulations have not been fulfilled.

Article 61. — Hotels of any category shall be deemed to be unlawfully used for immoral purposes if, not being registered in accordance with the present regulations, they are frequented by licensed or unlicensed prostitutes for purposes of prostitution.

Article 65. — Prostitutes shall be regarded as unlicensed if, not being registered in accordance with the present Regulations, they receive clients for purposes of prostitution in licensed houses, *maisons de passe*, or registered hotels, or in unlicensed establishments of the same character, or in their own homes.
Women shall also be classified as unlicensed prostitutes if they are taken in a public place in the act of soliciting men, by gestures or words.

APPENDIX II.

MINISTRY OF THE INTERIOR.

EXTRACTS FROM THE MIGRATION LAW OF THE UNITED STATES OF MEXICO.

GENERAL PROVISIONS

Article 1. — Any person may enter the territory of Mexico as an immigrant or may emigrate thence subject to the restrictions laid down in the General Constitution of the United States of Mexico, the International Treaties on the subject, the present Law and the Regulations thereunder.

Article 20. — Aliens coming under any of the following categories are not allowed to enter the Republic, and if found there will be deported :

IV. Fugitives from justice : persons who have been sentenced to a term of imprisonment and have not completed their term, and persons wanted for offences which, under the laws of Mexico or of the country in which the offence was committed, are punishable with penal servitude (*pena corporal*) for more than two years, except where the offence is of a political nature.

V. Prostitutes : persons attempting to introduce prostitutes into the country ; persons living on the earnings of prostitutes ; persons accompanying them ; persons exploiting or promoting prostitution ; and persons without profession, occupation or work, or having no respectable livelihood.

Article 40. — Theatrical performers who are aliens, engaged by contract in theatrical companies, must individually comply with the requirements of the present Law and the Regulations thereunder if they propose to remain in Mexico for more than six months ; in any case they must produce their previous professional contracts and deposit as security a sum fixed by the Ministry of the Interior.

Article 60. — Any Mexican or alien in Mexico intending to emigrate must present himself to the migration authorities of the place of departure, informing them of his proposed departure and indicating his destination abroad and all other particulars required by the Regulations. These particulars shall be entered on an identification card, which must be signed in triplicate by the emigrant and the emigration officer.

Article 72. — Mexicans who emigrate from the Republic to fulfil labour contracts abroad must notify the emigration officer and show the document containing the contractual obligation.

NETHERLANDS.

The Netherlands Government has signed and ratified the Agreement of 1904 and the two Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

A reply to the questionnaire issued by the Special Body of Experts in 1924 has been received and extracts from it are included in the report. Helpful assistance was given to the investigator by the Police and immigration officials in Holland and by voluntary societies. In addition, contact was established with prostitutes and *souteneurs* and members of the underworld.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

There is no formal regulation of prostitutes in Holland. The authorities are unable to prevent prostitutes from plying their trade so long as the latter cause no open scandal or breach of the peace. The Penal Code contains provisions concerning procuring, the traffic in women, and opportunities afforded third persons to engage in debauchery. These provisions are supplemented in certain communes by municipal ordinances which prohibit prostitutes from soliciting on the street or loitering in doorways or at windows with a view to attracting attention. In Rotterdam an official stated that there was a squad of twenty-eight men, who deal with all acts connected with offences against morality, including offences in connection with prostitution, which are covered by the Penal Code or by certain municipal ordinances. This branch of the police also deals with social relief in these cases. There are also six policewomen engaged on preventive work. Girls under twenty-one found practising prostitution may be sent to a reformatory, but only after all protective measures for their welfare have been applied and have failed to prevent them continuing as prostitutes.

The Government reply states: "It may be noted that in most of the principal towns in the Netherlands there are municipal regulations permitting the local authorities to sequester any dwelling-house or to forbid access to it when the Police have proved that it has been put at the disposal of third parties for immoral practices."

There are four different kinds of establishments in which debauchery is practised: (a) hotels at which a man and woman stay together; (b) houses in which prostitutes live alone; (c) clandestine brothels; (d) houses used as meeting-places.

The investigator visited brothels in Amsterdam, Rotterdam and The Hague, and the following account given by the *madame* at 79-X at Amsterdam is typical of the arrangements found in Holland. She said: "I keep here three girls, but at night sometimes I have as many as ten or twelve. The three I regularly keep live here. Here in Holland everything is controlled by the Police. This house and all the others are supposed to be only lodging-houses. The girls therefore pay me room and board, and each man who visits them must pay for the room. Each girl sells drinks and she gets one-third of the profits."

The investigator asked: "Do you mean to say that all the business girls (prostitutes) who live in this neighbourhood are Dutch?" She replied: "I know they are! The women who run the places wouldn't have anything else. You go yourself and see."

Prostitutes in Amsterdam usually occupy the ground-floor flats and can be seen throughout the day and night seated behind curtains in the windows, attracting the attention of passers-by by knocking upon the panes and beckoning to them to enter. In most of the bars prostitutes can be found, and at night in the main thoroughfares, such as 114-X, 115-X, 116-X, and adjoining streets, a large number of street-walkers can be seen accosting men. However, most of the prostitutes seen and spoken to appeared to be natives, although it was difficult for the investigator to distinguish the Germans from the Dutch. The majority of the women ranged in age from 25 to 40 years.

In Rotterdam the same general system obtains. The inmates appear in street clothes, but do not assemble in the parlour. Each prostitute solicits from the window of her own room, and takes her client direct into her bedroom. Intoxicating liquors are also sold, the entire proceeds of which, in Rotterdam, go to the housekeepers.

Another investigator reports: "It must be admitted that, not only in the port of Rotterdam, but also in Amsterdam, street solicitation and soliciting from houses is very prevalent, very bold, and very insistent. Hundreds of women actively solicit on the streets in Rotterdam, and there are three distinct districts where open houses of prostitution exist, though they remain unauthorised, and from which active solicitation takes place. I could not find any evidence, however, that among this large group of women, either in houses or out of houses, there were foreign prostitutes, except a certain number of German women who easily pass for Dutch if they come from near the Dutch-German border."

Extracts from the Penal Code are given in Appendices I and II.

National Traffic.

The Government reply states that very occasionally national traffic occurs, but the investigation produced no evidence of a systematic exploitation of women within the country similar to that discovered in some of the countries visited. The following extract from the Government reply refers to this matter :

“It may be said that, as the result of the prohibition and closing of licensed houses, both procuring and the traffic itself as an international problem have ceased to exist in the Netherlands. It is true that, very occasionally, a woman or girl may be procured for some clandestine house, but it is clear that the position of such persons is fundamentally different from that of the victims of the old licensed houses. It has been proved that in such cases it is almost always women who are natives of the country who are involved. For such women it is very simple to call in the help of the Police, since any person exploiting a woman is guilty of an offence under Article 250(a) of the Netherlands Penal Code.”

An example of national traffic occurring in 1925 is as follows : A commercial traveller, 45 years of age, persuaded two girls aged 18 and 19 respectively, in the northern provinces of the Netherlands, to accept an engagement in a different town from that to which they belonged. As soon as they arrived they learned that they were to work in a *café* and that their main duty would be to induce the clients to drink as much as possible. In addition these girls were supposed to place themselves at the disposal of any clients who wished to indulge in debauchery. The girls went to the Police and in due course the commercial traveller was prosecuted on a charge of trafficking in women, as were also the proprietor of the *café* and his wife. The proprietor of the *café* was sentenced to one year's imprisonment. The proceedings against the commercial traveller have not yet been terminated.

INCOMING TRAFFIC.

The Netherlands Government has a policy of deporting alien women found practising prostitution in its territory. In the 1924 reply the Government reported as follows :

“Emphasis should also be laid on the fact that prostitution is not regarded as a legitimate means of livelihood; consequently, any foreigner following this profession without being able to furnish proof of other adequate means of subsistence is liable to expulsion.

“During the past five years 394 foreign women who were suspected of prostitution have been expelled from the country; their ages range from 20 to 30. Except for a small proportion, they were of German nationality, which is explained by the economic condition of their country and by the fact that the greater part of the Netherlands land frontier is with Germany. The average stay of these 394 women was very short, varying from a few days to a few weeks. More or less successful efforts on the part of some of them to evade Police enquiries led, on several occasions, to their expulsion from the country.”

In 1923 there were 111 such women deported, 104 of whom were German.

In 1925, 199 foreign women were expelled, namely : 146 Germans, 27 Belgians, 16 French, 2 English, 3 Luxemburg, 1 Estonian, 1 Pole, 1 Dane, 1 Czechoslovak, and 1 American. Of the women expelled only two were minors.

As there is no provision in Netherlands law for the punishment of expelled persons who re-enter the country without permission, several of the women expelled came back, so that in one case the same woman was expelled six times in 1925.

Sometimes the women to be deported marry Dutchmen to whom they give a lump sum or make a weekly payment, thus obtaining a right to remain in the Netherlands. In certain instances such women have not been allowed to re-enter Germany on account of the Dutch nationality thus acquired.

It is interesting from the following extract to observe that the Government considers that it was the licensed houses which, before they were abolished, were responsible for incoming traffic :

“In the case of women or girls who, owing to their own natural frivolity or to special circumstances, are easy victims of the traffic, it is the existence of licensed houses which supplies the traffickers and their accomplices with a sure and permanent market for their services.

“As regards the traffic in children, it is proved that, before the abolition of licensed houses, the owners of the latter often found means to procure very young girls from abroad.”

That there are occasional instances of the procuring of young girls since the abolition of licensed houses is illustrated by the following case : S., a Hollander, came to Germany in 1922 and married a 19-year-old German girl, took her to Holland and forced her to practise prostitution in several Dutch cities. In November 1922 he went with his wife to a Dutch city near the border of Germany and the girl escaped over the border and complained to the Police. S. followed her and was seized, was brought to trial in November 1922 and was condemned as a trafficker, a *souteneur*, and for assault. The German and Dutch Police

authorities collaborated in the case and when S₁ has finished his sentence in Germany he will be sent back to Holland to stand his trial there on similar charges.

Entry into Holland by sea is difficult, since it is comparatively easy to control the harbours; but, on the other hand, clandestine entry across the long land frontier is admitted to be very difficult to detect or to stop. Belgian and Luxemburg citizens require no passports to enter Holland, as a card of identity is sufficient.

The result of the underworld investigation was to show that there are foreign women practising prostitution in Holland, and that a few are coming in from time to time, but that the owners of the unlicensed brothels are very unwilling to admit any woman of foreign nationality as an inmate. The foreign women met with all appeared to be over 21. The following extracts give some account of the situation: A *madame* in Amsterdam, 19-M, said: "I cannot do anything for an American girl. You see, here we cannot have any girls but Dutch girls." The investigator said: "Nobody will know the difference". She replied: "Oh, yes, they would. You see, each business girl (prostitute) must register at the Bureau. Each prostitute must have her birth certificate which shows that she is over age and that she was born in Holland. If they find a girl under age or who is a foreigner in my house, I can get into great trouble, and the girl — they would send her out of the country. Just as soon as they think a girl is not Dutch they look it up." (The statement of 19-M evidently refers to a sort of informal registration that takes place. For instance, at Rotterdam the Police have a complete list of all the women who are known to practise prostitution in the city. While there is no official medical inspection, it is generally understood that the prostitutes will be examined at least once a week in their houses.) Neither in Rotterdam nor elsewhere in Holland are women who have been registered hampered in their movements unless they violate the city ordinances above referred to.

At 85-X in Amsterdam, a girl of 17 was found in a house who said that she was born in Amsterdam, but that her parents were Italians. The *madame* said: "43-G just comes here now and then. She hustles up town and brings her men in here. That's what I say the American girl can do. Any time she wants a room I'll give her one, but I would not keep her here. That's the way all foreign girls do. You will find quite a few on the streets; but, of course, they run a risk."

Conditions in Rotterdam show a certain influx of Belgian prostitutes. 30-D.II said: "It's a good town Rotterdam.... This town is easy.... There are plenty of Belgians, Germans and some French too.... When the resorts in Antwerp went smash I knew a bunch of boys (*souteneurs*) who came over here with their women. They are still here. Visit any of these bars; you will see. They are on the streets; they are all over...." He also stated that, so far as he knew, none of the Belgian *souteneurs* or prostitutes had been deported and that they can operate quite freely, provided the women do not indulge in open solicitation upon the main streets, or rob their customers. The investigator met five Belgian prostitutes who had been in Rotterdam for at least a year and had been brought by their *souteneurs*, and also two Luxemburgers who likewise admitted being brought there. All were over 21 years of age.

A Belgian prostitute, 140-G, at The Hague said: "A girl cannot approach a man on the street. The Police never pick up a girl here, they only take her name and address. I come from Antwerp. I was stopped once and questioned when I first got here, but I spoke Dutch to the *gendarme* and he did not take my name. There are plenty of Belgian girls in Holland. I know at least 20 in The Hague alone. Rotterdam is filled with them, especially along 770-X. I worked there too." One of the investigators encountered a number of Belgian prostitutes, and there is reason to believe that they had escaped detection because they spoke Dutch.

There have been rumours of a certain amount of traffic through Holland in connection with the large number of emigrants passing through each year, but enquiries have failed to reveal more than an occasional isolated case, of which the following is a typical example: In February 1925, A.M., a Polish *souteneur* from Brazil, about 32 years of age, was staying at a Rotterdam hotel with a Polish woman C.M. aged 23, who was, he said, his cousin and wife according to Jewish ritual. These two persons embarked on March 4th, 1925, in one of the — vessels. A passenger on the same vessel who came back to Europe stated that the Cuban authorities had not allowed the couple to land on the island of Cuba and that subsequently they had proceeded to Mexico, where the husband placed the wife in a licensed house in Mexico City after she had signed a contract, believing the document to be a registration sheet for the Police. (See report on Mexico.)

OUTGOING TRAFFIC.

There are no special difficulties as regards the granting of passports to persons wishing to leave the Netherlands. An official gave the following account of the procedure adopted:

"They are issued by the Burgomaster. Girls under 21 cannot secure a passport without their parents' permission. If they are married, they do not need the parents' or husband's permission. Before the passports are given to the person, the Criminal Police are consulted and, if the applicant is not wanted for a crime, it is issued. If the Burgomaster refuses a passport, the person may appeal to the Minister of the Interior. That is seldom necessary as they are given quite freely. For Belgium and Luxemburg no passports are needed. All that is required is a card of identity."

Passports are not refused to prostitutes or *souteneurs* as such. No cases of false passports or of girls found as stowaways on ships have come to the notice of the authorities.

Extensive enquiry in the underworld failed to show much evidence of outgoing traffic. Belgium, Luxemburg and Germany deport foreign women found practising prostitution and, as they are neighbouring countries, it might be expected that, if outgoing traffic existed, some of it would be directed to these countries. It was reported in Holland, however, that only five or six women in all, of Dutch nationality, are deported from these countries annually. The Belgian report shows that 12 Dutch women were deported in 1924 and the same number in 1925.

APPENDIX I.

OFFICIAL GAZETTE OF THE KINGDOM OF THE NETHERLANDS.

DECREE OF AUGUST 5TH, 1925

(No 348,)

amending the Decree of May 1st, 1924 (Official Gazette No. 191), concerning the Establishment of the National Bureau for the Suppression of the Traffic in Women and of the Traffic in Obscene Publications (Summary), in pursuance of Article 2 of the Convention of December 30th, 1921, for the Suppression of the Traffic in Women and Children.

With a view to extending the scope and efficacy of the campaign against the traffic in women and the traffic in obscene publications, by including the suppression of the traffic in male children, and, consequently, with a view to supplementing and amending the Decree of May 1st, 1924 (*Official Gazette* No. 191), the Queen of Holland instructs the State Council to enact as follows :

Add in the first paragraph of Article 1 of above-mentioned Decree, after the words "with a view to preventing the dissemination of obscene publications", the words: "and with a view to the better fulfilment of the undertaking given in Article 2 of the Convention for the Suppression of the Traffic in Women and Children, ratified by the Law of July 17th, 1923 (*Official Gazette* No. 359)"; and, in the same paragraph, substitute for the title "National Bureau for the Suppression of the Traffic in Women and the Traffic in Obscene Publications", the title: "National Bureau for the Suppression of the Traffic in Women and Children and the Traffic in Obscene Publications".

Signed by the Queen of Holland on August 5th, 1925, and published by the Minister of Justice on August 13th, 1925.

APPENDIX II.

EXTRACTS FROM THE PENAL CODE.

1912.

Chapter XIV. — OFFENCES AGAINST MORALS.

Article 241. — The following shall be punished by a term of imprisonment not exceeding six months :

(1) Any married person committing adultery;

(2) Any unmarried person committing the same act with a married person and being aware that the said person is married.

No proceedings shall be taken save on an action brought by the injured spouse, within a period of three months, followed by an action for divorce or for judicial separation by reason of the same circumstance.

With regard to this action, Articles 64, 65 and 67 do not apply.

The said action may be withdrawn at any time before the hearing of the case shall have begun.

No steps shall be taken as a result of the action until the marriage shall have been dissolved by divorce or the sentence decreeing a judicial separation shall have become final.

Article 248 ter. — Whoever shall, of his own free will, by gifts or promises in money or in kind, by unfair use of authority, by violence, threats or seduction, induce a person under age of blameless conduct, knowing the said person to be under age, or having reasonable grounds to suppose so, to have sexual relations with him, shall be punished by a term of imprisonment not exceeding two years. Proceedings shall only be taken on the complaint of the person against whom the offence has been committed. The penalties mentioned in Article 66 are, in the case of this complaint, six and twelve months respectively.

Article 249. — Imprisonment not exceeding six years shall be the penalty for acts of debauchery committed:

(1) By parents, guardians, deputy-guardians, ministers of religion or teachers, with minors entrusted to their care or placed under their direction ;

(2) By directors or superintendents in industrial establishments, workshops or factories, with their servants or subordinates being under age ;

(3) By officials, with persons placed under their authority, or entrusted to or commanded to be under their superintendence ;

(4) By directors, doctors, teachers, employees, superintendents, or servants, in prisons, State industrial establishments, houses of correction, educational establishments, orphanages, hospitals, lunatic asylums or benevolent institutions, with the persons who have been received therein.

Article 250 (bis). — Any person who usually or habitually causes or deliberately encourages debauchery between third parties shall be punished with a term of imprisonment not exceeding one year or a fine not exceeding 1,000 florins.

Article 250 (ter). — Traffic in women shall be punished with a term of imprisonment not exceeding five years.

PANAMA.

An enquiry into matters relating to traffic in women and girls was carried out in the Panama cities of Panama and Colon, and in Cristobal and Ancon in the Canal Zone. The Government of Panama has adhered to the International Convention for the Suppression of Traffic in Women and Children, 1921, subject to ratification, but not to the Agreement of 1904 or the Convention of 1910 on the same subject.

Through the Minister for Foreign Affairs, several interviews were held with the Alcalde of Panama City and his experienced assistants in charge of local prostitution matters.

The United States officials in charge of Police, Health and Immigration on the Canal Zone were also interviewed.

In those sections of Panama City and Colon in which prostitution is widely practised, numerous prostitutes and frequenters of *cabarets* and of various similar resorts were interviewed. The acquaintance of two *souteneurs* in particular was cultivated.

In considering this problem as regards the Republic of Panama, it should be remembered that its most important cities, viz., Panama and Colon, are situated at the ends of the Panama Canal. A strip 10 miles wide, in the centre of which is the Canal, separates the Atlantic from the Pacific Ocean, and this strip, with the exception of the two cities mentioned, is under the jurisdiction of the United States of America.

The only harbour at which ocean-going steamships can discharge passengers on the Atlantic side is that situated at Cristobal on United States territory but adjoining the city of Colon. The United States Public Health and Immigration officials act, not only for the Zone but for the Republic of Panama as well, at this and other ports on the Zone accessible to large sea-going vessels. The city of Colon has a strip 300 yards long which is Panama territory at which small coastal boats can land.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

It was found that there were no prostitutes and no licensed houses in the Canal Zone territory.

As regards the Republic, the Police Department is entrusted with the enforcement of a system of regulation, and prostitutes, both native and foreign, are required to register and submit twice a week to venereal disease examinations for which they pay one dollar. Two Police officers are assigned to the duty of seeing that all prostitutes are registered. Each prostitute is given a card showing that she is free from disease. If found diseased at the periodic examinations, prostitutes are sent to hospital until cured.

Minor girls found practising prostitution are usually local girls or negroes. They used to be sent to a Catholic Home for rehabilitation, but the directors of this institution have refused to take such cases. No other arrangements for their reformation had been made at the time of the enquiry.

Houses of prostitution with large numbers of resident prostitutes under the charge of a *madame* were not found in the two cities of Colon and Panama. Prostitutes operate mainly in "cribs", which are small one or two-roomed insanitary wooden houses rented by one or two women. The cribs in Colon are segregated in one section of the city and occupied by two or three women each who pay from \$2 to \$4 a day for the use of a room. United States soldiers stationed in the Zone are not permitted to enter the houses, but visiting United States sailors and marines are allowed to do so. A United States battleship arrived at Balboa, at the Pacific entrance to the Canal, en route from San Domingo to San Diego, California. A liberty party was granted with no restrictions upon the men regarding houses of prostitution. The result was that — streets were crowded with sailors and marines who were seen to enter and leave the resorts. With the source material of the Special Body of Experts are several photographs showing United States sailors crowding into these resorts. Prostitutes from other sections of the city rented temporary rooms to meet the demand. These conditions apparently prevail whenever a battleship passes through the Canal.

The authorities estimate that there are some 600 registered prostitutes in Panama City and in Colon. There is no doubt but that there are many times more prostitutes who practise clandestinely than the number who are registered.

The authorities have records of *souteneurs* and admit that prostitutes are still being exploited by *souteneurs*. The French Government is the only one which has troubled to reply to the request for information regarding *souteneurs* which was made to it. In connection with the French communications, the authorities looked up these *souteneurs* but found they had run away. Extracts from the Penal Law on offences against morals are given in the Appendix.

In some *cabarets* in the two cities (Panama City and Colon) the women entertainers are required to register with the Police and submit to periodical medical examinations. The entertainers in the more popular of such places, which are frequented by army and navy

officers and tourists, are not, however, registered or medically examined. It was admitted, however, by the Panama authorities that these entertainers are generally clandestine prostitutes and that because such entertainers are usually American girls they are not forced to register.

OUTGOING TRAFFIC.

Neither from official nor unofficial sources was any evidence or information secured that tended to show that there was outgoing traffic in women, except in so far as *souteneurs* who came for the season to Panama continued on their way to other American countries. *Souteneurs* maintain that there is no procuring of Panama women for the purpose of prostitution in other countries.

INCOMING TRAFFIC.

Both from official and unofficial sources it was learnt that Panama City and Colon are considered as "places of demand" for the services of prostitutes, particularly during that season of the year when the Atlantic or Pacific Fleets of the United States Navy make their annual cruises and stay sometimes from four to six months for manœuvres in this vicinity. The officers and members of the crews spend much time ashore. During these periodic visits of the fleets, the cities and towns of this section become attractive places for all sorts of undesirables, including *souteneurs* and their prostitutes, some of whom come from points as far away as Paris.

It was found that the *cabarets* serve as places of demand for the services of prostitutes and are a source of incoming traffic, as the following extract from the report of an investigator shows:— He visited the 10-X *cabaret* and met the proprietor. He stated that he had eight girls whom he had secured through a theatrical agent 18-R in New York where he went frequently. In describing the kind of girls he secured, he said: "They all — practise prostitution. I wouldn't want them here if they didn't. The only thing is I don't let them leave until we close and even then, if they are dated up (have a customer), they can't take them upstairs. We have to take that precaution, otherwise it would be White Slavery. I'd let you have a room with a girl if the girl ain't one of my singers. My girls usually jump to the 11-X (*h tel-cabaret*) and the 11-X girls come here." (See report on United States).

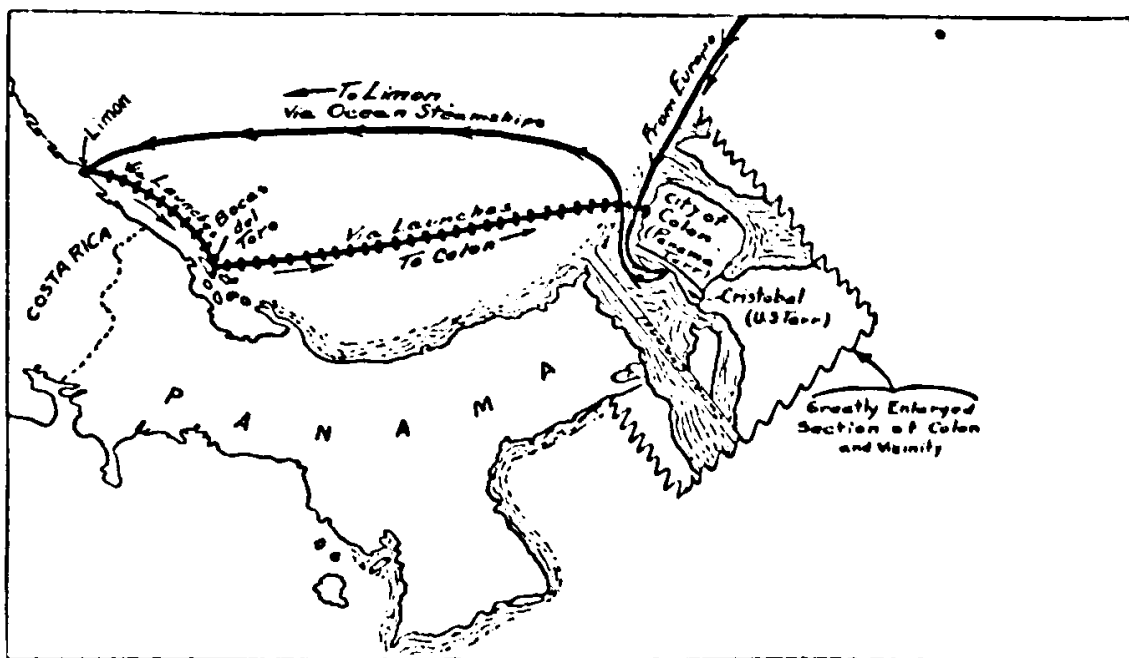
The investigator was then introduced to 32-G, one of the singers. She told him that she was born in Russia 21 years ago, came to the United States as a small girl, and went on the stage at 18 years of age. He said "How did you ever land down here?" She replied: "I had a hard time getting a booking, so I went to my agent and he sent me down here". He said: "Do you like it here?" She replied: "Now I do, but the first few months I hated the place". He asked "Why?" She replied "I was down in the mouth anyhow . . . so I told 18-R to send me any place. Mr. 10-X was in A. . . I saw him and we signed a contract for three months. After I got here I would have beat it back, but I couldn't because we don't get our fare until our contract expires. I figured I'd wait until I'd got my first pay and then go back, but that wouldn't get me there, so I stuck".

He said: "What did you dislike about it?" She replied: "Everything! I never worked in a *cabaret* before. The boys are very nice to me now, so I can't complain." He said: "Didn't you know what kind of a place it was?" She said: "Yes, but I didn't think it was quite so rough. Now, I like it; I signed my second contract the other day".

Their conversation gradually changed and she solicited him. She stated that she could not leave the premises until closing hour, and also mentioned that they could get a room at the 13-X; she named her price as \$20 for all night. She further mentioned during the course of the conversation that, prior to coming to Panama, she did not prostitute herself.

The officials of the Republic consider that, if there is any traffic, it is very small in quantity. The Canal Zone officials maintain that there is an "incoming" traffic, from Europe. Some idea of the activities of the Canal Zone Port Officer in attempting to prevent traffic may be gathered from the fact that, during the fiscal year August 1923-July 1924, 38 persons suspected of entering Panama for purposes of prostitution were excluded or deported, 19 were *souteneurs* and 19 were prostitutes, two of whom were minors. Many of these were subsequently found in the city of Colon to which they had gained entrance by using a small boat from Boca del Toro and landing on Panama soil, thus avoiding the inspection by the United States Authorities. In an interview which the investigator had with one of the United States officials, he said: "The Governor had often appealed to the Panama Government to establish a strict immigration inspection at Boca del Toro." You see, I deport them to the country whence they came. Some ships stop outward bound at Port Limon, Costa Rica. There they get a small craft and go to Boca del Toro. They are then on Panama soil. From Boca they hire a steam launch and land in Colon. The Panama Government has about 300 yards of coast-line that is open. The Canal Zone Government even offered to defray all expenses and take care of the immigration for the

Panama Government." This official also mentioned that the Panama Government has repeatedly reminded him that the Canal Zone Authorities have jurisdiction over the sanitary measures, but not over morals, and therefore requested him not to deport persons known to be undesirables. He stated that he considered it desirable to deport such persons.



CIRCUITOUS ROUTE FOR ENTERING PANAMA.

Among the 600 registered prostitutes in Panama City and Colon there are approximately 250 aliens. Some 110 of these foreign girls, French, Polish and Italian, were either seen or talked to in the two cities.

The main influx of foreign prostitutes is from the neighbouring countries, but also a considerable number come from Europe. Enquiry was made as to whether these women had proper passports, to which an official replied — "Their passports appear all right, but some have three or four passports. In examining their effects we have found the same persons to have Argentine, Brazilian, Spanish and French passports." The vast majority of these foreign prostitutes had practised prostitution before they arrived in Panama, but they were brought there by persons such as traffickers and *souteneurs*, who lived off their earnings. These facts were confirmed by the Panama and by the Canal Zone Authorities and also admitted by numerous *souteneurs* not only in Panama, but also in other countries.

How *souteneurs* hear of favourable conditions in countries like Panama and how they are led to take women there may best be gained from the following conversation, which took place in the presence of the investigator. Three *souteneurs* were gathered together in a *café* in Paris, notoriously known as a rendezvous for international traffickers. One of the group had just returned from Havana, and during the course of his conversation he said "Strike out for Panama. The Fleet (American) is expected there during January and February. Things in Panama and Colon will be great. After the Fleet departs you can strike out for Mexico. There you'll always find plenty of cash". Another *souteneur* 45-P, who had been to Panama a year before, supplemented this statement by saying: "I was in Panama last year while the Fleet was there and I took \$4,000 out of the city in a few months."

Among those who had been prostitutes before being brought to Panama were a certain number of minor girls, some of whom had accompanied their *souteneurs* voluntarily, whereas others had been brought by fraud.

The American Port Officer at Cristobal mentioned the case of a 21-year-old French girl who had been brought to Panama from France by a *souteneur*. The girl made sufficient admissions for the Canal Zone Authorities to secure the arrest and conviction of the *souteneur*, and later sentence him to serve five years in the Canal Zone Penitentiary and to pay a fine of \$1,000. The victim was interviewed by the investigator at the Ancon Hospital, where she was being treated for a venereal disease. The girl's story was as follows: "I was born in Paris 21 years ago; my mother died when I was 15, and then a year later my father remarried, so I left home. I went to work and lived in a boarding-house which a friend of mine was running. There I met a man to whom I became engaged, and we were about to be married when he got killed. After that I used to go walking with a girl friend and one night we met two men. They took us around, and then asked us if we wanted to go to Havana. We agreed, and when we got on the boat we met another man and two other girls. At Havana our two friends took the other two girls off, and the other man brought us to Panama. It was only after I was in the boat that I found out that we were going to a house in Colon."

She further stated that the *souteneur* taught her to commit perversion and explained conditions under which she would have to operate in Colon. The investigator thought that this girl could have said more, but did not care to make further admissions for fear that what she said might be used in tracing the other two traffickers.

Another case was that of a Colombian girl, which may serve to illustrate the activities of certain traffickers who secure their victims by deceit. The girl, named G.L., said: "I was born in Jirado, Colombia, 19 years ago. There I met P.E. and his wife D.O. They offered me a job in a nearby town, Santa Marta, so I went with them. Then they brought me here and got men to come and see me. Then they wanted to take away all the money I made, but I told them I would tell the Police. I did, too, and P.R. ran away. The Alcalde (Mayor) had D.O. brought in, and I don't know why, but he let her go." This victim, G.L., then showed the investigator her passport, which was issued to her in March 1923, and gave her age as 19 years.

A similar case was that of E.B., a Costa-Rican girl, whose story ran as follows: "While I was in Guadeloupe, San José, Costa Rica, a friend of mine, R.C., met a Russian whose name I knew only as S. They got married and they asked me if I wanted to go on a little trip with them. They suggested Colon, and I agreed to go. They bought my ticket and when we got here they introduced me to men and took all the money away from me. I went to the Police and they tried to find them, but they got away. Then I was down with malarial fever and I am still doctoring. Just as soon as I get enough money I will go home."

An examination of E.B.'s passport showed that she had been born in Costa Rica in 1903 and that it had been issued to her in February 1924. The girl arrived in Panama during the latter part of February 1924, on board the — of the — Line as a third-class passenger. She stated that she had not practised prostitution prior to coming to Panama and that her parents and relatives, who reside in Costa Rica, did not know of her whereabouts.

The statements made by the Colombian and by the Costa-Rican girls were discussed with an official, who stated that he had investigated their stories and believed them to be true.

From the rigid examination of passengers which the investigator witnessed, there is no doubt that the Zone Authorities are attempting to do everything in their power to break up this traffic: a Zone official gave an instance of co-operation with an officer on board ship which was successful in preventing the entrance of a *souteneur*, as follows:

"For instance, the wireless operator on one ship told me of a *souteneur* who sent a message to a prostitute in the district. I grabbed him immediately, and will deport him on the first ship."

Difficulties are, however, encountered through a division of responsibility between the authorities of the Republic and of the Canal Zone. From unofficial sources in Panama and also in Europe, the investigator learned that *souteneurs*, traffickers and prostitutes avoid entering Panama by way of Cristobal because of the very rigid examination made at that port by the Canal Zone Authorities. One of the *souteneurs* considered it very dangerous getting a girl into the country. They take a route which ensures their safe landing in Colon without exposing them to the dangers of being detected and subsequently deported. In coming from Europe or Havana these undesirables purchase tickets to Port Limon, Costa Rica. From that point they proceed to Boca del Tora, a small Panama island off the coast of the Isthmus, and from there journey by small craft to Colon, where no inspection takes place.

The methods used by the *souteneurs*, traffickers and prostitutes for gaining entrance into Panama was briefly outlined to the Panama Authorities, and they admitted that undoubtedly undesirables do enter Panama in this manner. They contended that the Panama Government has not sufficient funds to support an Immigration Department to supervise and patrol that portion of the coast-line which the undesirables use. This stretch of unguarded coast-line is only some 300 yards long.

The Canal Zone Authorities continually exclude women entertainers destined to work at two of the more popular *cabarets*, when, in the opinion of the Examining Officer, such entertainers are obviously under age, or are not perhaps aware of the conditions which they will encounter in these resorts.

Incoming traffic, largely of a seasonal character, has been shown to exist in Panama.

APPENDIX

EXTRACTS FROM THE PENAL CODE OF PANAMA.

Article 446. — Any person guilty of indecent acts or behaviour which are not covered by the other Articles of the present Code, shall be liable to a fine of not less than 100 and not more than 300 balboas.

Article 447. — Authors of pornographic literature, songs or drawings, or persons selling, exhibiting or distributing the same, shall be liable to a fine of not less than 50 and not more than 100 balboas.

Article 448. — The penalty for assault committed on a girl of more than 12 and less than 18 years of age by a public official, minister of any religion, servant, guardian, teacher or person in charge of the person assaulted, or by any other person as a result of an abuse of authority or confidence, or of a promise of marriage shall be not less than two and not more than three years' imprisonment.

The penalty for assault committed by any other person on a girl aged from 12 to 18 years shall be imprisonment for not less than six months and not more than one year. The same penalty shall be inflicted for any other offence against public morals committed by the same persons, or in similar circumstances.

Article 450. — Persons who promote or facilitate the prostitution or corruption of minors in order to satisfy the desires of other persons shall be liable to imprisonment for not less than one and not more than two years.

Article 451. — The penalty for the abduction of a woman of good character against her will for dishonourable purposes shall be penal servitude for not less than three and not more than five years.

Article 452. — The penalty for the abduction, with her consent, of a girl of less than 18 and more than 12 years shall be imprisonment for a period of not less than six months and not more than one year.

Article 457. — Parents, guardians, teachers, and any other persons who abuse their authority or position by acting as accomplices in the perpetration of offences included in the four preceding chapters (violation and seduction, public offences, assault, corruption of minors and abduction) shall be punished in the same manner as the perpetrators of these offences.

If the above offences are committed abroad by nationals of Panama, they shall be punished in Panama if they have not already been punished in the country in which the offences took place.

The age of consent in Panama is 18 years.

POLAND AND THE FREE CITY OF DANZIG.

By the Treaty between Poland and the Free City of Danzig concluded in Paris on November 9th, 1920, arrangements are made as regards foreign relations, consular representation, the free passage of emigrants and immigrants from and to Poland, and for the execution of justice on criminals. Extracts from the Treaty dealing with these points are given in Appendix I.

The enquiry into international traffic in women was made both in Poland and in the Free City of Danzig, and this report deals with the conditions which were found in both places.

Poland and the Free City of Danzig have adhered to the International Agreement of 1904 and to the Convention of 1910 for the Suppression of Traffic in Women and Children, and have signed and ratified the Convention of 1921. The Central Authority appointed under the Agreement of 1904 in Poland is the Central Bureau for the International Campaign against the Traffic in Women and Children, which is a department of the Ministry of the Interior. As the Chief Commissioner of the State Police is also subordinate to the Ministry of the Interior, the entire executive power of the State is directly at the disposal of the Central Bureau.

The questionnaire issued by the Special Body of Experts in 1924 has been replied to at length and in detail by the Polish Government, and has been carefully studied in conjunction with other official documents and memoranda. In addition, information was obtained from officials of the Police in Warsaw and other towns. Officials of the Health and Immigration Services were interviewed and also the representatives of voluntary societies and private individuals.

By means of letters of introduction from other countries and by cultivating the acquaintance of traffickers, *souteneurs* and prostitutes, the investigator was able to get into touch with underworld characters and to learn from them their activities in regard to traffic.

Subsequent information received since this report was written shows that the Polish Government has, by an important Presidential Decree of July 29th, 1927, still further considerably strengthened the law in respect of the campaign against the traffic in women and children.

Amendments of the Code of 1852 to this effect are given in Appendix VIII, and amendments to the Penal Codes of 1871 and 1903 respectively, which are in force in other parts of Poland, have been introduced to bring these codes into conformity.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

The Government of Poland is faced with a heavy and complicated task of reconstruction. Three codes of legislation are applied in different districts, and the task of drafting a unified code must proceed slowly. Finally, the resources of the country do not as yet permit the expenditure of large sums on social welfare measures. Notwithstanding these difficulties, the Government is taking an active interest in combating the traffic.

The State attaches great importance to social relief work, and, over and above its own endeavours in this direction, encourages private initiative, granting legal and, so far as possible, financial help to organised associations.

In Appendices II and III are set out regulations and instructions with regard to prostitution. From these it will be seen that the keeping of "lodgings in which prostitution is practised as a business by more than two persons" is prohibited and not more than two persons practising prostitution as a business may dwell in the same house.

There were 2,881 registered prostitutes in Warsaw in June 1925. The officials estimate that there are at least twice as many more unregistered.

In Cracow the authorities stated that houses of prostitution were abolished in 1922, but they still register women as prostitutes for health reasons. Girls over 16 can be registered if, it is said, there is no other means of reforming them. There were in 1925, 209 registered women in Cracow and 16 registered as "semi-prostitutes". It was explained that the latter were women who had difficulty in living on their pay and so supplemented it by occasionally prostituting themselves.

Houses of prostitution in Danzig are not licensed, but prostitutes are registered and medically examined. A prostitute, 138-G, gave the following information as to the position: "The Police here are very strict. They watch us very closely. If they catch us in streets like the X.... (751-X) they pick us up and we get at least three days in jail." The investigator

asked : " Can a girl under 21 get registered ?" 138-G said : "No, but if she works in the *cafés* and *cabarets* she doesn't need to be. Sooner or later, however, they will catch her. If she is a Polish girl they will send her back to Poland sure. You see, in Danzig they don't let any foreign girls work."

The Police have information with regard to some 20 *souteneurs* in Danzig. The prostitutes in the city said, however, that there was difficulty in earning enough for one person and therefore the prostitute could not very well keep a *souteneur* as well as herself.

Internal Measures to combat Traffic.

Cases of national traffic occur within Polish territory, as the following two examples furnished by the Central Authority will show :

C. R., a married man of Lublin, with three children, seduced a girl 17 years of age, brought her to Warsaw, put her in a disreputable hotel, brought her clients, and was arranging to send her out of the country when she overheard a conversation to this effect and went back to her parents, who notified the Police. The man followed her to Lublin, and was there arrested in 1924. The result of the case is unknown.

A. K., a Polish Jew, a soldier stationed in Eastern Galicia, was accused of inducing good-looking girls to go with him to Warsaw. This man had a mistress in Warsaw, who lived with a woman who kept a clandestine house of prostitution. Because of these connections, A. K. was suspected by the Police. When he tried to bring two girls, 19 and 20 years of age, to Warsaw, he was arrested, and the case was still pending when it was brought to the attention of the investigators.

The Ministry of the Interior has undertaken the preliminary work of organising a force of women Police to deal with questions of morality. In an effort to counteract some of these evils, the Ministry of Labour and Social Welfare in 1924 assigned to institutions and associations protecting women and children, the sum of 19,601 zloty, 7,519 of which were for the purpose of organising railway-station missions. The Polish authorities have recently completed these arrangements by the formation of a women's Police force. This force maintains a watch in all railway stations in order to keep away persons who are suspected of intending to trade on the innocence of women travelling alone. These measures are said to have given excellent results.

Care is also taken to supervise employment exchanges, as is shown by the following extract from the Government reply of March 28th, 1924 :

"Only the State Employment Offices, which have been established throughout the entire country, are in principle entitled to act as employment agencies. Private employment agencies conducted for purposes of gain accordingly form an exception to the above rule . . . Private employment agencies are forbidden to offer posts abroad, this right being exclusively reserved to the State Employment Offices.

"All contracts with private employment agencies are subject to strict control by Government officials ; this measure secures to women in general, and to minors and children in particular, the protection and assistance of the law against persons professionally engaged in the traffic. The Government also supervises the engagement of women in theatres, music-halls, circuses, etc., it being more especially laid down that every contract must be submitted for inspection to the Central Bureau. The engagement of girls under 16 years of age is in all cases made conditional upon the consent of the parents or guardians."

Article 3 of the Law of June 10th, 1924, on the employment of labour (*Polish Law Journal*, No. 58, 1924, paragraph 585) forbids persons who own hotels or furnished rooms or who are concerned in the sale of alcoholic liquors and other business of this kind to take any part in procuring employment.

The Law of June 2nd, 1924, on the employment of minors and women (*Polish Law Journal*, No. 65, 1924, paragraph 636) is said to safeguard them against undertaking to perform duties unsuited to their age, and against prostitution. These measures have been reported on at some length to show that steps are planned to combat traffic and that though, as will be shown, much traffic in women and girls exists, the strict application of these measures, many of which are new, should in time bring success.

INCOMING TRAFFIC.

Poland does not register foreign prostitutes, but deports them when they are found practising prostitution. Few such women or girls, however, come to Poland for prostitution. An apparent exception is the presence of Russian prostitutes, 2,856 of whom remained in Warsaw after the evacuation of Poland by the Russians. Although a considerable number of these Russians have since left, they constituted in June 1925, together with the Polish Jews, over 40 per cent. of the 2,881 registered prostitutes in Warsaw.

In Danzig, about seven foreign prostitutes were seen. All had been several years in the city.

OUTGOING TRAFFIC.

Persons with whom the investigators were in touch admitted that at the time of the enquiry Polish women and young girls were taken abroad for purposes of prostitution. According to information obtained from various sources, it would appear that Jewish women are particularly exposed to exploitation. Many of the women and girls were stated to be Jewish but some of the cases cited below are those of traffic in non-Jewish girls.

A large amount of evidence of outgoing traffic was secured and it will be clearer to consider the situation under the headings of Government measures, the procuration of girls and women, traffic routes and false documents.

(A) *Procuration of Women.*

Details of many cases of traffic are given in the next subdivision of this section of the report. It is proposed here to give fully evidence of conversations and of association with members of the underworld, which reveal its activity and its organisation.

The investigator visited Warsaw and presented a letter of introduction to 6-T, a notorious trafficker, from 2-T, another trafficker in Paris. Both these traffickers were widely known in Buenos Aires and Rio de Janeiro and were often mentioned by members of the underworld in those cities. The letter ran in Yiddish as follows:—

“Paris, October 3rd, 1924.

“Best Friend X.... (6-T):

“First I let you know of my good health and wish the same to you and from you hope to hear many good things.

“Now I can let you know I won my lawsuit on the 25th when everything was declared in my favour.

“Now, my best friend X.... (6-T), a man is coming from me to you. He is a North American and comes from X.... (1-DH) of Buenos Aires. This man does not speak much Yiddish, but only English. He understands a little Yiddish. You will be able to converse with him. You will help him as much as you can. He will pay you. You understand what I mean.

“I close my writing. I and my wife send you our best regards. Please send my regards to X.... (28-P) and X.... (114-P), and give my regards to all my friends. |

“Day before yesterday X.... (115-P) was in my house.

(Signed) X.... (2-T).”

In Paris it was learned that from three to four *souteneurs* visit Warsaw each month from the Argentine, Cuba and Mexico. Each *souteneur* goes there expressly to obtain 6-T's help. 6-T arranges for these characters to meet women and girls whom they take with them for exploitation to various places in Central and South America. Some of the women and girls taken have practised prostitution in Warsaw, whereas others have been taken from respectable homes and positions.

A *souteneur* and his wife, whom the investigator also met in Paris, said that he had paid the transportation expenses of two prostitutes (Polish) to Buenos Aires and that both were obtained from 6-T. (See reports on Argentine and France.)

After securing the confidence of 6-T, his wife, and some of his intimates, 6-T quite frankly admitted his nefarious undertakings. In the presence of Mrs. 6-T and 28-P he offered the investigator three prostitutes, two of whom were under 21 years of age and one apparently over 21. The girls were extremely pleased at the prospect of going to South America as they had girl friends in both Buenos Aires and Rio. When questioned rather closely by the investigator in order to learn the extent of 6-T's operations, he said: “I suppose you know the three boys who were here the early part of the month. They went back with three fine girls, real beauties, pictures, I tell you.” 28-P said: “They ought to be there now”. 6-T answered: “No, not yet”—and, after consulting a calendar, added: “They get there on the 26th”.

The investigator then mentioned a *souteneur* named 4-P, in order to ascertain the truth of a statement to the effect that 6-T had procured a “green” girl (*i.e.*, one who was not a prostitute) for 4-P. 6-T immediately replied: “I got 7-G for him. She knows how to save a dollar too”. (See account of this case in Argentine report.)

The investigator commented upon 4-P's prostitute by mentioning that for a “green” girl, 7-G “turned out well”. 6-T gloated over the fact, and was apparently proud of his work in procuring her. He said: “That's what I say. I know what I am doing. I got her for him. Do you think the boys [*souteneurs*] from all over the world come here to me if I didn't deliver the goods. Look! here are letters from Havana, from Brazil, from the Argentine and South Africa. All the boys asking me to look out for them. If you want a green girl, I can get you one.”

In order to test 6-T, the investigator directed his conversation toward the procuring of “green” girls, making it known that a girl of that type would best serve his purpose. 6-T said: “I have here a servant girl. She is young, only 18. She hasn't any people. I could

arrange for you to take her as a servant. The trouble is you don't speak Polish and she don't speak Yiddish, and that is the big drawback." The investigator said that he thought that particular girl would be difficult to introduce into the business. 6-T said: "No, she is being exploited by some guy. She'd fall easy. I know she'd go easy. Anything I tell her she does."

The investigator spent a considerable time with 6-T when in Warsaw, and, on a later occasion, the trafficker said: "I can get you girls, but there is one thing that stands in your way. That is your language. You speak well, but I am afraid that with a girl who speaks only Yiddish and Polish you will have a hard time. I'll advise you right. Remember I think of myself at the same time. If I fix you up and you have a bad time convincing the girl, she is liable to complain to the authorities and we can all get into trouble."

He continued: "What we could do is get 2-T to come to Warsaw and take her to Paris for you. After you get her there, send her on with the right papers to Buenos Aires. Let 1-DH know she is coming and then he could take her off the boat as a relative. But then, again, there is the language. You're stuck on it."

The investigator finally agreed that his inability to speak Polish would be a great handicap, and he told 6-T that he regarded 2-T's help as essential. 6-T said: "When you leave I will send him a letter and tell him you were here. I'll say you will tell him everything."

2-T, the Parisian trafficker who had recommended 6-T, told the investigator of a number of *souteneurs* whom he had sent to 6-T to obtain girls. 2-T said: "Only the other day I fixed up two fellows in Warsaw. They came from overseas a month ago."

And on yet another occasion, he said: "Since you have last been here at least twelve boys have been here. They all took girls back. Even 34-P. He sent two back before him." All were secured from 6-T.

Fully a year after the investigator's visit to Warsaw, 2-T was accidentally encountered taking a cure in another European city. During the course of conversation, 2-T said: "106-P, 107-P and 108-P were here to see me. They made it their business to stop off and see me. They just left two days ago for Warsaw. Each one is taking a girl abroad with him. Leave it to 6-T."

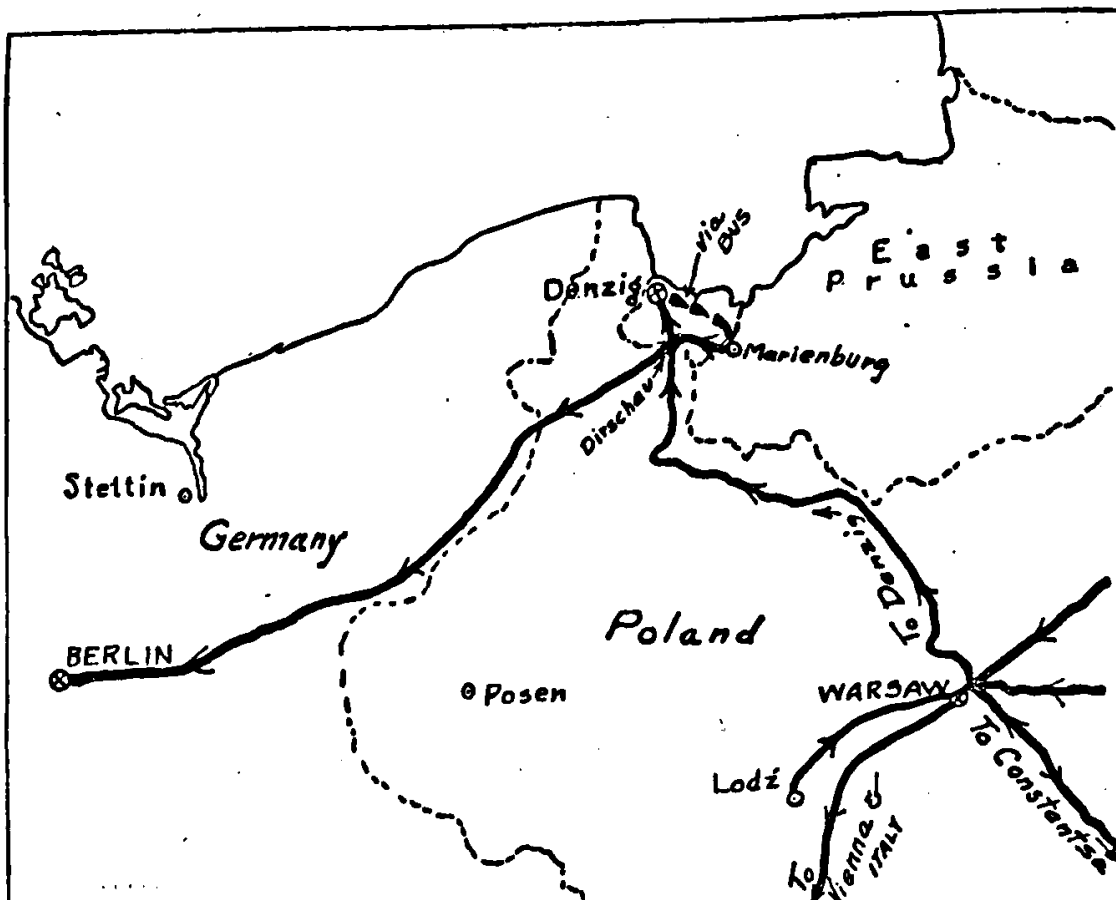
(B) *Traffic Routes and False Documents.*

A series of typical cases, some discovered by the authorities and some disclosed by the underworld, will illustrate the way in which the trafficker secures his victim and takes her out of the country.

A Danzig official mentioned a case of traffic which had come to his notice. It involved a Polish girl named X. (48-R) and (40-T) a Turkish subject. "We received information from Warsaw to arrest on sight this alleged trafficker. My men picked him up in a boarding-house where he was residing with the girl. He had just arrived from Warsaw and was about to depart for Paris. The girl was only 19 years of age. He had a number of false papers, a false passport for the girl, and a considerable amount of foreign currency, and about 13,000 gulden on his person. The man was put into gaol and the girl was turned over to the Danzig Society for Combating Traffic. The girl stated that she met him at her grandfather's funeral through a friend. Her parents were apparently satisfied with the man, as he was represented to them as a wealthy merchant from Buenos Aires. He agreed to take the girl to Paris so that she might visit her sister there, and agreed to marry her. She expressed surprise that X.... (40-T) had secured a false visa for her to go to Mexico. She stated that she knew he had obtained a false passport, but did not know of the visas. She thought he was going to take her only to Paris. It was learned that X.... (40-T) is well known to the Warsaw, Mexican and Buenos Aires Police departments as a trafficker. He gave the girl many expensive presents and insisted they were going to get married. Bail was accepted for X.... (40-T) at an amount equivalent to about \$2,500 and he ran away. The girl was then deported to Warsaw and returned to her parents by the Jewish Society in Poland." (According to the Danzig Society, the information regarding the case came first to them in a signed postcard posted in Danzig. The card gave 40-T's address in Danzig and stated that he was preparing to take a girl out of the country. E. A., a prostitute, corroborated this and said she knew the informer.)

A prostitute, E. A., in Danzig, also mentioned this case and gave an investigator the following explanation of the reason which led 40-T to avoid the direct route from Warsaw to Paris: "If he went from Warsaw to Paris he would have his passport examined by the Polish officials at the Polish frontier. He had a false passport and so did the girl. At the frontier he had a chance of being tripped. From Poland to Danzig all you need is a card of identity. That was fine. Both had that, so by coming to Danzig then all they had to show were those cards." I said: "But what good did that do? They would have to show the passports when they left Danzig." She answered: "Yes, sure, but not to the Polish. They would if they left by train, but from Danzig you can go to Marienburg, East Prussia, by motor-bus, without passing through Poland. Now they get on a train at Marienburg. That train passes through the Polish corridor, but it is locked, and the Poles don't examine any passports. You see, it's this way. A Pole can always trip you up if you have a false pass, because he knows what they are like. The same way as you can tell a counterfeit dollar quicker than I. The German, he don't look so hard at the

Polish passports except for the visas. Well, now, you see why he came this way. Just so that the Polish control wouldn't see their faked passes." I said: "I see; I thought perhaps it was on account of wanting to take a ship out of Danzig." She answered: "No, it was to escape the Polish control." I asked: "Do many do it?" She answered, "Certainly, everybody that leaves Poland (Warsaw) with false passports does it that way. There are always boys and girls passing through here for North and South America." I said, "Green girls too?" She answered: "Some green, some not so green. All kinds." I asked: "Are passports so hard to get in Poland?" She answered: "No, but they cost heavy. False passes you can get cheaper. Most of the boys and girls use false passes."



CIRCUITOUS ROUTE FOR LEAVING POLAND.

As regards leaving by the port of Danzig the authorities state that the same inspection is accorded to first- and second-class passengers as to third-class, both in incoming and outgoing steamers; that they have never had a case where they suspected the person of being brought into Danzig for purposes of prostitution nor of being taken out of Danzig to be exploited in foreign lands. They also stated that, so far as they knew, the passports and visas of all passengers were legitimate. The main emigration by steamer from Danzig is toward the United States, Canada and England. There are no passenger steamers leaving from this port for South America, Mexico, Cuba or Holland. Up to 1924 there was a regular service between Danzig and Holland, but that was discontinued. Persons desiring to go to South America or Mexico are shipped either from an English port or go by train to Cherbourg, Hamburg, Antwerp or Rotterdam, where they ship to South and Central America.

Each passenger ship is guarded by the harbour Police and all passports are inspected before the ship leaves. The authorities also mentioned that, before freight steamers are given clearance papers, the entire ship is inspected and a thorough search made for stowaways. Occasionally stowaways are detected, but none have been women or girls.

The majority of the emigrants are Poles, Germans and Baltic States nationals. About two thousand pass through the Danzig port monthly. Eighty per cent. go to Canada and the United States after transshipping at London or Hull and the remaining twenty per cent. go to South America. Nearly all destined for these countries are men and their families. No unescorted women or girls have been known to leave.

The passports of the Polish emigrants are inspected by the Polish control officers at the Polish camps and again subjected to the control or inspection of the Danzig authorities on board the boats. Many false visas and passports are discovered by the Polish Police. The passports are issued by the Starosts, who are the head officials of each local community. The police have discovered false passport factories at Warsaw and at Lemberg.

The following cases have been given by the Central Authorities and may serve as illustrations of trafficking with false documents:

(a) I.M., alias F.K., alias C., was convicted of international traffic in girls in November 1923, and sentenced to gaol for one year. He afterwards disappeared. Previously he had been sentenced in Hamburg to 1½ years for the same offence. When arrested he had Argentine, English and Polish passports in his possession and was responsible for taking 30 girls altogether to Buenos Aires and Brazil by the "marriage" method. Girls were obtained through newspaper and matrimonial advertisements.

(b) In another case, in March, 1924, E.G. tried to take to Czechoslovakia, from there to Trieste, and thence to the Argentine, four girls, two of whom were 17 years of age and two 18. The man was arrested on the complaint of the girls' parents, and is still being held. He is charged with having proposed marriage to each one of the four girls, although he was already married to a wife living in Czechoslovakia. His plan was to take the girls across the border and then get passports for them. Application forms for passports for all these girls were found in his possession, as well as Hungarian documents for himself.

The case (a) quoted above and also the following case, show the scale on which traffickers sometimes secure victims :

(c) M.S. and M.P. were arrested on October 10th, 1923, for arranging to take to the Argentine six girls, five of whom were under 21. The girls were stopped in Warsaw. The man in charge of them, who had not suspected the object of the journey, gave evidence against the two other men.

The connection between traffic and the engagement of actresses, singers, etc., is again shown in the following case :

L.D., a Polish Jew, was arrested on November 23rd, 1924, charged with trying to induce a professional singer employed at the theatre in Lodz, to leave for Buenos Aires. This man's stepmother was known to have a house of prostitution. The girl refused at first, but he wrote to her and sent her a steamship ticket and 30 dollars for expenses. The girl finally consented to go and started to get a passport at Lodz. She came to Warsaw to a man indicated by L.D., whose name is S. The latter undertook for the equivalent of 5 dollars to get her a passport. She paid half on account, and when she could not get the document she denounced the man to the Police, and her family corroborated her. In the meantime S. went to Mexico and could not therefore be found, and L.D. had already gone. Enquiry made at Buenos Aires proved that L.D. was engaged in procuring women for immoral purposes. There were no arrests¹. The girl in the case is now 20 years old.

At Buenos Aires Polish prostitutes were, before 1921, included under the heading of Russians, but since that date the Health Department has kept separate note of the number of Polish women newly inscribed each year, which shows there were 20 in 1921, 70 in 1922, 65 in 1923, and 66 in the first seven months of 1924.

An even larger number, viz., 144, were found registered in Rio de Janeiro. Polish prostitutes in somewhat smaller numbers were found registered in France (48), in Italy (15) and in Egypt.

In Rio de Janeiro a *souteneur* spoke of a girl as follows: "We have been together for the last five years. She's a Polish girl. I came here with her from Warsaw." The investigator asked: "Was she in the business?" He replied: "She did a little but not much. I had her in Paris with me, and also in London. She's a good kid. I am trying to get a few thousand dollars together. Then I'll get a house, and she can take it easy."

In the same city another Polish prostitute, 26-G, told the following story of her life: She was born 20 years ago in Warsaw; she had never practised prostitution prior to coming to Rio, but said she had indulged in promiscuous intercourse at home. She also mentioned that her relatives still reside in Warsaw. She gave as her reason for leaving home — "to make money" and said she was induced to go there by a girl friend, also a prostitute, who solicited at the X.... with her. She definitely stated that she had no *souteneur* and hoped to be able to return to Poland in less than a year.

A 19-year-old prostitute, 80-G, was found in a licensed house of prostitution in Algiers. She stated that she had practised prostitution since she was 15 years old in Warsaw and that she left home when she was 17 without a passport, but obtained one in Paris through a friend (for further details, see Algiers report).

The trafficking in girls would be far greater both nationally and internationally were it not for the fact that the Polish Government has begun to take energetic measures to combat it. The authorities have issued circulars and full memoranda to local officials. An outline of the instructions issued to the Central Bureau is set out in Appendix IV. In Appendix V is given Circular 95 issued by the Ministry of the Interior, recommending care in issuing foreign passports to women and girls, enquiry into cases of illegal entry into Poland, supervision at stations and landing-stages and in hotels, shelters and furnished rooms, and recommendations to set up local branches of the Polish Committee for the Suppression of Traffic in Women and Children. The authorities to whom the circular was sent were required to report the action taken in the matters referred to.

¹ These and the preceding cases illustrate the difficulties experienced by the Polish Authorities in securing convictions against traffickers under the old law.

(C) *Government Measures.*

6

In Appendix VI are set out the conditions for delivery of passports to emigrants. The authorities in Warsaw stated that, among other measures taken to prevent traffic in women and children, no woman known to be a prostitute was given a passport to leave Poland, but that this measure can be evaded because the girls register as prostitutes under false names and are not required to identify themselves very carefully when they register. Also, most of the women practising prostitution are not registered. Further, they stated that no women could obtain authority to leave the country alone except under certain guarantees; that women going to relatives or to employment in the Argentine, Brazil or Palestine, must have affidavits, visaed by the Polish Consuls there, that the relatives or employers will take proper care of them. In view of the number of Polish labourers proceeding to France, no girl under 21 could secure a passport for that country, and, further, no minor girl could leave alone for overseas without written consent of parent or guardian.

Passports to emigrants (those going second or third class permanently to earn a living in new countries) are free. Passports to all other persons cost the equivalent of 50 American dollars, and are not controlled by the Emigration Department. The underworld states that false passports cost about \$15 and false visas \$10 in Warsaw and are therefore extensively used.

Polish Consuls have been asked to examine prostitutes of Polish nationality in foreign countries with a view to seeing if their replies show the method by which they were transported and induced to leave for abroad. This measure has not yielded much information and it is reported that, of 30 women interviewed, not one consented to give any information.

In a confidential circular issued in October 1924, the Minister of the Interior stated that: "As a consequence of a report sent in by the Polish Consulate at X... stating that many Polish girls, who went to a certain country in Europe in order to be employed there, had fallen victims to traffickers in women, the Emigration Bureau decided to stop completely the recruiting of young working girls for this country."

In Appendix VII is set out a circular letter sent from the Foreign Office to all Consuls asking them to keep a register of traffickers and to keep the Foreign Office fully informed on all matters relating to traffic in women and girls.

A Danzig official made the following statement as regards the issue of passports for the Free City: — "All that is necessary is for the person to show a birth certificate, except in the case of minor girls; they must have their parents' or, if married, husband's permission to travel. Their reasons for travel must also be stated. When they desire to travel overseas, we refer the cases to the Danzig Committee. They investigate all such matters, and before I will issue a passport I am entirely governed by their findings and advice."

That traffic should exist in Poland, in spite of determined efforts made by the Government, indicates yet again that international co-operation is essential in combating it.

APPENDIX I.

EXTRACTS FROM THE TREATY BETWEEN POLAND AND THE FREE CITY OF DANZIG.

Concluded at Paris, November 9th, 1920.

CHAPTER I.

Article 1. — A diplomatic representative of the Polish Government stationed at Danzig shall act as intermediary between the Polish Government and the Government of the Free City.

Article 2. — Poland shall undertake the conduct of the foreign relations of the Free City of Danzig as well as the protection of its nationals abroad. This protection shall be assured in the same conditions as the protection of Polish nationals.

Passports issued to nationals of Danzig will not assure to them Polish protection unless they have been visaed by the representative of the Polish Government at Danzig.

Article 3. — In foreign towns where the Free City of Danzig has important economic interests, one or more nationals of the Free City of Danzig, placed at the disposal of the Polish Government by the Free City, shall be included in the staff of the Polish Consulates.

These officials shall be responsible to the Polish Government and shall, under the direction and superintendence of the Polish Consul, be charged with matters specially affecting the interest of nationals of the Free City of Danzig.

Article 12. — Subject to the rights belonging to Poland and referred to in Article 2, the control of foreigners in the territory of the Free City of Danzig shall be exercised by the authorities of the Free City.

CHAPTER III.

Article 24. — The Board shall take all necessary measures to assure, in agreement with the Polish Government, the free passage of emigrants and immigrants from or to Poland.

No shipping company or other organisation, company or private person, may engage in any service of emigration or immigration from or to Poland without the authorisation of the Polish Government.

CHAPTER V.

Article 35. — A special arrangement shall be concluded with the least possible delay between Poland and the Free City of Danzig to provide for the execution in Poland and in the territory of the Free City of the judgments of Polish and Danzig tribunals respectively and for the arrest of criminals taking refuge on the territory of Poland or of the Free City of Danzig and for their extradition and for all other judicial questions.

APPENDIX II.

EXTRACT FROM THE REGULATIONS FOR THE SUPERVISION
OF PROSTITUTION.

*Issued in accordance with the Ordinance of the Government of Galicia,
dated October 22nd, 1888, L. 48887.*

Paragraph 2. As far as the Police Department or the Municipal Authorities do not explicitly and for special reasons forbid the residence of prostitutes in certain districts (streets) of a town, prostitutes are free to choose their residence in any part of the town, except in the vicinity of public and important scientific institutions, churches and convents.

Paragraph 3. Prostitutes are not permitted to appear visibly at the windows, corridors or front doors in order to attract men.

Paragraph 4. They are not permitted to entice men, either by means of beckoning or of words, in the streets or in other public places, to appear in public in any manner that may offend decency or attract attention.

Paragraph 6. Prostitutes are not permitted to leave the town without informing the Sanitary Bureau.

Paragraph 7. They are not allowed to keep female servants under 40 years of age or male servants.

Paragraph 13. They must report any change of residence within 24 hours.

APPENDIX III.

INSTRUCTIONS OF MINISTERS OF HEALTH AND INTERIOR
FOR CONTROL OF PROSTITUTION.

Paragraph 7. Persons suspected of practising immorality as a trade are obliged, if summoned by the Chief of the Commission for Health and Morals, to appear before the Commission for necessary explanation.

Paragraph 8. Keeping of brothels is forbidden. Brothels are lodgings in which prostitution is practised as a business by more than two persons.

Paragraph 9. Not more than two persons practising prostitution as a business are allowed to dwell in the same house.

APPENDIX IV.

SUMMARY OF INSTRUCTIONS ISSUED TO THE "CENTRAL BUREAU
IN POLAND FOR INTERNATIONAL SUPPRESSION OF
TRAFFIC IN WOMEN AND CHILDREN"

established in the 3rd Department of the Ministry of the Interior.

Paragraph 1. Name and purpose of the Bureau.

Paragraph 2. Official correspondence of the Bureau.

Paragraph 3. Duties of the Bureau:

(a) Collection of information concerning traffic in women and children;

(b) General supervision of police authorities as regards traffic in women and children;

(c) Keeping of a central register containing descriptions of persons involved in or suspected of trafficking in women and children, of procurers, pimps, etc.

Paragraph 4. Co-operation with the Emigration Bureau in questions of emigration and of repatriation of girls and children.

Paragraph 5. Co-operation with the organisations of the Ministry of Labour as regards the control of employment bureaux.

Paragraph 6. The Bureau assists public and municipal authorities, public institutions and foreign Governments as regards the application of Articles 1-4 of the International Agreement of 1904.

Paragraph 7. The Bureau corresponds directly with the judicial authorities, with the "Polish Committee for the Suppression of Traffic in Women and Children", with the International Bureau in London and with the corresponding Bureau at Danzig.

Paragraph 8. A delegate of the Polish Government represents the Bureau at international congresses.

Paragraph 9. The Bureau corresponds directly with the Secretariat of the League of Nations at Geneva.

Paragraph 10. Proposals to be submitted to international congresses and general rules require the agreement of the Ministry of Labour and Social Welfare.

Paragraph 11. The Bureau transmits to the Ministry of Labour and Social Welfare copies of its correspondence with the Secretariat of the League of Nations, with the International Bureau in London and with the Polish Committee at Warsaw.

APPENDIX V.

CIRCULAR No. 95.

Ministry of the Interior
R.P. 6891/24.

Warsaw, August 27th, 1924.

(a) When issuing foreign passports to young girls and women, the authorities must require of all applicants, or their parents or legal guardians, documentary evidence showing their reasons for the journey, a duly authenticated letter from parents or more distant relatives domiciled abroad, or a letter confirmed by the Government Labour Exchange from the foreign firm which has engaged the applicant, etc. These papers must be presented in person by the applicant, or if she is a minor, by her parents or legal guardians. Furthermore, in the case of minors, it must be shown under whose protection they are going abroad.

(c) Young girls and women going abroad, more especially if they are alone or accompanied by strangers, should be warned of the danger from procurers to which they are exposing themselves on leaving their country. They should also be told that, if they should have any suspicion, wherever they might be, they should seek the protection of the local authorities and of the social institutions established for the protection of women. The applicant or her parents or legal guardians should be supplied with the addresses of the offices of the Society for the Protection of Women Abroad. The Palatines should apply immediately and direct to the Ministry of Labour and Social Welfare for these addresses.

2. In the case of young girls or women who have illegally crossed the frontiers of the State: The Police authorities who are responsible for the verification of passports should pay special attention to the passports and papers presented by such persons and satisfy themselves as to the authenticity of the documents and the identity of their bearers;

The administrative authorities of the first instance before whom young girls and women suspected of trying illegally to cross the frontier are brought, must enquire of the arrested persons for what reason, by what route and under whose protection or at whose instigation they were proposing to leave the country and what foreign addresses they had in their possession.

4. As regards the supervision to be exercised over young girls and women in hotels, furnished rooms, inns, night shelters or other similar quarters:

The Police should visit the aforesaid premises as often as possible to make sure that young girls and women are not staying in them in company with strangers; and, in every suspicious case, the Police should immediately inform the administrative authorities.

Should persons guilty of traffic in women be discovered, the Police will naturally take action according to the penal regulations and instructions in force.

5. With a view to the speedy establishment in the chief town of every district of a section of the "Polish Committee for the Suppression of the Traffic in Women and Children" (the Statutes of which were annexed to the circular dated February 29th, 1923 — No. B.P. 3288) set up to collaborate with the Government authorities and to afford social protection to the victims of the offence referred to, I recommend the Palatines to request the Starosts to transfer the agents of the Committee to the local organisations or social institutions working for the same purpose, or failing these, to proceed personally to the organisation of a local section of the aforesaid Committee, composed of respectable persons and representatives of social institutions.

In the offices both of the Palatinates and the Districts, questions concerning the campaign against the traffic in women and children should always be dealt with by one and the same official in order that uniform action might be taken. The Police authorities must be thoroughly acquainted with all the provisions and regulations in force and the terms of the Penal Law on emigration and on employment agencies relevant to the present question.

The Palatines — the Government Delegate at Vilna and the Government Commissioner for the City of Warsaw — should submit to the Ministry of Justice, within three weeks, a report on the instructions issued in pursuance of the present circular, and should submit any opinions and observations they might desire to make with a view to rendering the action referred to above as effective as possible.

APPENDIX VI.

CONDITIONS OF DELIVERY OF EMIGRANT PASSPORTS TO DIFFERENT FOREIGN COUNTRIES.

Passport certificates are issued:

- (a) For overseas emigrants, by the Emigration Office;
- (b) For continental emigrants, by the State Employment Offices.

The emigrant has to produce the following documents:

- (1) Certificate stating that he is an emigrant;
- (2) Certificate as to the nature of the employment offered to him abroad;
- (3) Proof that no obstacle exists to his emigration.

Passports for France and Belgium. — Contract of work containing the following particulars:

- (a) Nature of employment;
- (b) Pay;
- (c) Period for which the emigrant is engaged;
- (d) Address of the employer;
- (e) Guarantee of provision of lodging for emigrant.

Women under 21 years of age travelling alone abroad with a view to employment shall not obtain passports for a European country unless there be a guarantee that they will be efficiently cared for both during their travelling and their stay at the place of employment.

Girls under 25 years of age travelling alone may obtain passports for Brazil, Argentine and Palestine if they produce a certificate stating that they are joining their families or a certificate given by their prospective employer. Both certificates must be authenticated by the Polish Consular Authorities in those countries.

APPENDIX VII.

INSTRUCTIONS OF THE MINISTRY OF FOREIGN AFFAIRS TO THE CONSULATES OF THE REPUBLIC OF POLAND ABROAD CONCERNING THE STRUGGLE WITH THE WHITE SLAVE TRAFFIC.

CIRCULAR LETTER.

Warsaw, 1926.

The Consulates are obliged to keep a special register of traffickers in women or girls, of intermediaries in prostitution, and of pimps, as well as of persons suspected of the above-mentioned crimes.

The register must be systematically kept and contain the names of such individuals and the information found in their personal documents, which data can be supplied by the local authorities charged with combating the above-mentioned crimes and from the co-operating social organisations.

In case of Polish nationals convicted or suspected of the offences mentioned above attempting to obtain Polish passports, it must be first established, with the help of Polish local authorities, whether the petitioner has not lost his right to Polish citizenship.

When sending the facts of such cases, information must be included as to whether the person in question is suspected, or has been convicted of this traffic, or of being a mediator. The facts of the case must, if possible, be accompanied by the copy of sentence and the particulars for which the person claiming the passport was suspected.

Should the local authorities not be able to establish the loss of citizenship of the person in question, the Ministry of the Interior must be informed through the Foreign Office that the person in question has obtained a Polish passport, indicating the number and the date of the delivery, in order to inform the frontier agencies and the neighbouring Starosties.

In order to carry out more effectively the above procedure, Consulates are required to keep in constant touch with local central authorities, charged with combating the traffic, as well as with social organisations assisting the State authorities in this matter.

The Foreign Office also requests Consulates to forward all information concerning the campaign against this traffic and against prostitution, including newspaper-cuttings, proposed laws and regulations, expressions of public opinion, etc. This practice is already followed in some Consulates.

APPENDIX VIII.

DECREE ISSUED BY THE PRESIDENT OF THE REPUBLIC ON JULY 29TH, 1927, CONCERNING THE PENALTIES FOR OFFENCES CONNECTED WITH THE TRAFFIC IN WOMEN AND CHILDREN AND OTHER OFFENCES CONSTITUTING INCITEMENTS TO IMMORALITY.

In virtue of Article 44, paragraph 6, of the Constitution, and of the Law of August 2nd, 1926, empowering the President of the Republic to promulgate legislative decrees (*Legal Gazette of the Polish Republic*, No. 78, Item 443), I hereby decree:
[Translation.]

CHAPTER I.

Article 1. — The following provisions shall be in force in the territory in which the Penal Code of 1862 is operative:

Section 1. Any person inciting or inducing another person to become a professional prostitute shall be sentenced as for a misdemeanour to close confinement for not more than one year.

If the offence was committed for profit, the offender shall be sentenced as for a crime to imprisonment for from one to five years.

Section 2. The offence contemplated in Section 1, paragraph 1, shall constitute a crime punishable with penal servitude for from five to ten years:

- (1) If the victim of the offence is under the age of 21 years;
- (2) If she is the wife or child or collateral relative in the second degree of the offender;
- (3) If the offender was responsible for the guardianship, upbringing or education of the victim of the offence;
- (4) If the victim was under the orders or control of the offender;
- (5) If the offender habitually commits the offence;
- (6) If the offender employed violence, threats or false pretences or took advantage of the ignorance or financial or other embarrassment of the victim;
- (7) If, in committing the offence, the offender abused his authority or professional status.

Section 3. Any person who, in committing the offence referred to in Section 1, incites another person to leave the territory of the State, or abducts another person from the said territory, shall be sentenced as for a misdemeanour to close confinement for not more than three years.

If the offence was committed for profit, the offender shall be sentenced as for a crime to penal servitude for from five to ten years.

If the offence was committed in the circumstances specified in Section 2, the offender shall be sentenced as for a crime to penal servitude for from five to fifteen years.

Persons convicted of offences covered by the present Section may be expelled from their place of residence. Aliens may in such case be expelled from the territory of the State (Section 25 of the Penal Code).

§ *Section 4.* Any person preventing another person habitually engaged in prostitution from abandoning that trade when she desires to do so shall be sentenced as for a misdemeanour to close confinement for not more than one year.

If the offence was committed for profit, the offender shall be sentenced as for a crime to imprisonment for from one to five years.

The offence contemplated in paragraph 1 shall constitute a crime punishable with penal servitude for from five to ten years if committed in the circumstances specified in Section 2.

Section 5. Any person habitually procuring persons of the female sex to become professional prostitutes in disorderly houses shall be sentenced as for a crime to imprisonment for from six months to one year, or, if there are aggravating circumstances, to imprisonment for from one to five years.

The last paragraph of Section 3 shall apply in the circumstances described in this section.

Section 6. Any person inciting another person to leave the territory of the State or abducting another person from the said territory in order that she may become a professional prostitute abroad shall be sentenced as for a misdemeanour to close confinement for not more than one year.

If the offence was committed for profit, the offender shall be sentenced as for a crime to imprisonment for from one to five years.

The offence contemplated in paragraph 1 shall constitute a crime punishable with penal servitude for from five to ten years if committed in the circumstances specified in Section 2.

The last paragraph of Section 3 shall apply in the circumstances described in this section.

Section 7. Any person convicted of offences covered by Sections 1 to 5 and by Section 132, IV, of the Penal Code may be sentenced to a fine of from one hundred and fifty to fifty thousand zlotys in addition to imprisonment.

Further, persons sentenced to more than six months' imprisonment for any of the offences contemplated by the present law may be placed under police supervision, in accordance with the Law of May 10th, 1873 (*Austrian Legal Gazette*, No. 108).

PORTUGAL.

Portugal has signed and ratified the Agreement of 1904 and the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

When the investigators had presented their credentials to the Ministry of Foreign Affairs, interviews were arranged with officials able to supply information on Police, health and migration matters, and on other important aspects of the traffic.

In addition to meetings with officials, visits were paid, with and without official escorts, to registered houses of prostitution, where the owners and inmates were interviewed. Visits were also paid to a number of *cafés*, *cabarets*, gambling resorts and other places frequented by prostitutes, *souteneurs* and similar characters.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Extracts from the law and administrative regulations governing prostitution and licensed houses in Portugal are set out in Appendices II and IV. Extracts from the Penal Code dealing with offences against morals are set out in Appendix V and a summary of a draft law on the registration and expulsion of foreign prostitutes is contained in Appendix III.

It will be seen from these regulations that prostitutes are of two classes, those living in licensed houses and those living in their own lodgings. Both are registered and there is a system of voluntary registration or, after enquiry, of compulsory registration.

Particulars of the numbers, nationality, ages and occupation of registered prostitutes in Lisbon in 1924 are set out in Appendix I.

According to the Chief of the *Policia Administrativa*, Lisbon had 4,203 registered prostitutes in 1924, of whom 552 were Spanish, 299 French, 14 Brazilian, 10 Italian, two Belgian and one Swiss. Of the total number of prostitutes registered in 1924, 1,721 were between the ages of 16 and 21 years and 1,117 were between 21 and 25. According to the Police Regulations of August 28th, 1900, minors may even be registered as prostitutes under the age of 16 years if they have practised prostitution before. The fact that they are registered and even allowed to operate in houses was confirmed by a *madame*, 31-M at 297-X. She said: "Portugal is the only country I know where a girl of 14 can get into a house. I got two girls not 19 yet and they have been here for four or five years." When asked: "Don't the parents object?" She replied: "They brought them to me. The girls give all their money home." Another foreign woman who had practised prostitution in many countries said: "The owners of houses always try for young ones. Why, the parents of these girls sometimes bring them to the *madames* and put them into the houses at 14 years of age. No figures were obtained of the number of girls under 16 registered as prostitutes, but from the figures given above it is clear that 26 per cent of registered prostitutes in 1924 were between 16 and 21 years of age.

Information obtained from underworld sources indicates that the Police are very lenient about soliciting on the streets and that many of these young girls are unregistered; that married women may not be medically examined and therefore cannot work in licensed houses; that the girls are kept in debt by *madames* who encourage them to buy all sorts of things and even lend them money with which to buy cocaine; that some *souteneurs* and *madames* keep the girls in subjection, and that the girls who work in the *cafés* and clubs make more money than those in houses.

According to information forthcoming from the underworld, Lisbon is one of the centres for the manufacture and international distribution of obscene pictures. This was confirmed by the investigators.

INCOMING TRAFFIC.

It was stated that most of the foreigners who do come stay only a short time and use Lisbon as a stopping-place on the journey.

The number of foreign prostitutes in Lisbon in 1924 shows that they form approximately a quarter of all the registered prostitutes in the town and that all but a negligible number of these foreigners are prostitutes of Spanish and of French nationality. It is stated that, although there is a considerable demand for young foreign girls, more do not come: according to one *souteneur* "because the Portuguese money is so low".

Information was secured that the *madame* of one house of prostitution made frequent trips to steamers on their arrival in order to secure inmates. A girl was in this way induced by this *madame* to become a prostitute in her house, as the following extract shows:

In a house of prostitution (301-X) the investigator became acquainted with a prostitute named 65-G. This woman stated that, after having become stranded in Buenos Aires by an opera company, she had practised prostitution in Buenos Aires, Montevideo and Rio. Upon

arrival in Lisbon she had difficulty in finding her trunks, and a woman who had boarded the steamer volunteered her services, and found the trunks for her. The woman invited her home, and there induced her to practise prostitution in her house. 65-G said: "I came here without a friend. I had five trunks. They were stolen, and she came up to me and volunteered to have the Police find them. She stands in with the police because in no time she found them. I have stayed here ever since. I owe many hundred escudos to her. She has all my clothes and jewellery as security. She tells us that she goes to the ships to buy things, but we know differently. She is very rich. She owns three houses in Lisbon, one in Oporto and one in Seville. She wants foreign girls."

Most of the *souteneurs* in Lisbon are Portuguese although a number of aliens were met who owned houses of prostitution.

The Central Authority under the International Convention is a Bureau of the Department of the Interior. In this Bureau no information was obtainable showing whether foreign women had been deported for prostitution, or if any persons had been punished for bringing in foreign prostitutes. Neither were there any cases of traffic known to the Police or to this Central Authority, nor was this Central Authority exchanging information with similar central authorities in other countries.

The Chief of Police said that foreign prostitutes, before being registered, must produce their passports and that they were then sent to their respective consulates on the grounds that "they have no visible means of support". They are nevertheless registered. The foreign prostitutes and others interviewed stated, however, that the authorities will not register a foreign prostitute unless she produces from her consulate a paper giving permission for her registration. There is nothing in the Police Regulations of August 28th, 1900, that requires such consular permission. There is a draft of a proposed law, prepared by the Chief of the Policia Administrativa, which provides that no foreign woman may be registered unless she has lived at least three months in the locality in which she applies for registration, and that no such prostitute shall be registered unless she has obtained in writing an authorisation from the consular representative of her own country; and that foreign prostitutes, practising prostitution without registration, shall be handed over to their respective consular representatives for repatriation, and that if these officials do not take the required action, the prostitutes shall be expelled by the Portuguese authorities.

Cases of foreign prostitutes under 21 years of age were discovered in licensed houses in Lisbon, of which the following are examples.

The investigator met a Brazilian prostitute in a house of prostitution (301-X), who told him that she was only 19 years of age, and that she had been in Lisbon for two years. She gave no reason for coming to Lisbon, but admitted that she did not practise prostitution until she arrived there. While in this same house the investigator made the acquaintance of a *souteneur* who represented himself to be a Brazilian. During the course of conversation he said:— "We have a Brazilian girl here now. She came from Rio with me. They ain't no good at all."

A Spanish prostitute, somewhat older, was met by an investigator in a house. She told the following story:

"T... G... G... stated that she was born in Spain in December 1897 and lived in Nice, where she was in the Maison du Bon Pasteur (a reformatory institution) from 1916 to 1920, after which time she met M... L... (also known as G... P...) who placed her in a house. They went to Barcelona in 1923 (February), where she did street-walking. M... L... used to beat her and take the money from her. In April 1923, M... L... was arrested in Barcelona. He was known to the Barcelona police under the name G... P... and was once expelled. In Barcelona M... L... had another girl named L... working for him."

"T... G... G... and M... L... then went to Lisbon and there he placed her in the house of Madame B..., Rua..., where she stayed about 19 days. As he ill-treated her she left him telling him that she would denounce him to the Police, after which he left her. She does not know where he is now."

OUTGOING TRAFFIC.

Portuguese women were not as a rule found registered as prostitutes in the other countries visited. Brazil, where the language is similar, is somewhat of an exception, but even there it was said that there were twice as many Russians, French or Polish practising prostitution in public houses as Portuguese. On the other hand, there are twice as many Portuguese there as Italians, Spanish and Austrians. It is believed that a large proportion of the younger prostitutes in Rio are Portuguese.

Lisbon is not regarded primarily as a "place of demand" for the services of foreign prostitutes, but it is used by them rather as a temporary "stop-over" *en route* to the American continent. The following example may be given showing how a prostitute, *en route* for Brazil, came to stop in Lisbon.

A 19-year-old French prostitute gave the investigator her name as 64-G and said: "I was born in 1906. My friend and I were going to Brazil. That is why I am here in

Lisbon. I don't like it here. I did business, but never in a house. I am very anxious to get away from this city." Some time later the girl was asked about the friend with whom she stated she had come to Lisbon. She admitted that this alleged friend was her husband and that he was fully aware of the life she was leading.

The Passport Office stated that a Portuguese girl or woman, before obtaining a passport, must present a birth certificate and prove her identity by two witnesses, and must show that she has not been convicted of a crime. Unmarried women under 25 years of age must, in addition, obtain written permission from parents or guardians, and married women under 25 must obtain the written consent of their husbands.

According to the authorities a minor girl, not emancipated by marriage, who intends to go to a foreign country unaccompanied by her parents, must produce, in addition to the certificates mentioned above, a document legalised before the Portuguese Consul in the country of destination and signed by the person to whose care she is being entrusted. Passports are not usually refused to known prostitutes. The following information was given on this matter by a *souteneur*: "A prostitute is not supposed to be allowed to leave the country, but I know five or six girls, young ones, who got passports. They can get passports easier than they can get money to go." A *souteneur* further stated: "The Police give the passports to anybody over 18 years of age. Under 18 it might cost her a few escudos but she can get one. All you have to do is to tell — at the Police to rush it along and he'll do it." This same *souteneur* stated that a friend of his and his girl went abroad just before Christmas.

Foreigners of either sex, before leaving the country by sea, must send their passports to the Passport Office for permission to depart. The passport officials said that this was being done in order to ascertain whether or not the foreigner was wanted for any crime, and whether all requirements of the law had been complied with. Further the officials said that the Immigration Police had a "black list", but that this list did not contain any names of traffickers or suspected traffickers.

Portugal has not proved to be a large centre of organised international traffic in women. Cases of traffic in and out of the country are, however, occurring. A real danger lies in the fact that many girls are licensed as prostitutes as young as 16 and may be licensed, according to the regulations, at an even younger age. In this connection it is significant to quote from the reply of the Portuguese Government dated, June 8th, 1926:

"If we adhered to the letter of Article 406 of the Penal Code, the authorities themselves would have to be prosecuted for carrying out the provisions of the Regulation of August 28th, 1900, but as everyone knows that this cannot be done, certain less scrupulous authorities are able even to aid and abet, on behalf of procurers, the prostitution and corruption of persons under 21 years of age, by officially registering them as prostitutes, because there is little difficulty in proving that such minors when they were registered had already come within the scope of the provisions of the above Regulation, namely, that they had already engaged in prostitution, and procurers secretly facilitate the prostitution of young girls, acting individually in the larger towns, and, mainly in the provinces, through accomplices or associates, without it being possible to prosecute them for any offence; it is only a long time afterwards, when they consider that the girls have become absolute prostitutes, and therefore come within the scope of the provisions of the Regulation of August 28th, 1900, that they bring them forward openly for registration."

APPENDIX I.

PARTICULARS OF LICENSED PROSTITUTES IN LISBON, 1924.

(Furnished by the Director of the Lisbon Police Administration.)

I. NUMBER AND NATIONALITY OF PROSTITUTES.

Portuguese	3,385
Spanish	552
French	299
Brazilian	14
Italian	10
Belgian	2
Swiss	1
<i>Total</i>	<u>4,263</u>

II. AGES.

16-20	1,721
21-25	1,117
26-30	535
31-35	543
36-40	281
41-45	66
<i>Total</i>	<u>4,263</u>

III. STATUS.

Single	4,045
Married	150
Widowed	60
Divorced	8
<i>Total</i>	<u>4,263</u>
Number of literate prosti- tutes	1,289
Number of illiterate prosti- tutes	2,974
<i>Total</i>	<u>4,263</u>

IV. OCCUPATION AT TIME OF REGISTRATION.

No occupation	1,799
Servants	1,630
Hat-makers	544
Factory hands	108
Actresses	60
Milliners	45
Chorus girls	22
Laundresses	21
Textile workers	15
Boot and shoe sempstresses	13
Teachers	6
<i>Total</i>	<u>4,263</u>

APPENDIX II.

MUNICIPALITY OF LISBON.

POLICE REGULATION OF PROSTITUTION IN LISBON.

(August 28th, 1900.)

Chapter II. — LICENSED PROSTITUTES.

Prostitutes are regarded as licensed when they are duly registered with the Police. They are divided into two classes: those who live in licensed houses under the management of a proprietress and those who live in homes of their own.

Licensed prostitutes are forbidden to:

- (1) Live near churches, schools, and public parks;
- (2) Use medical inspection books which do not belong to them;
- (3) Absent themselves from their houses for more than five days without informing the competent authorities;
- (4) Change their address unless they inform the authorities within 48 hours;
- (5)-(8) Conduct themselves publicly in an improper manner;
- (9) Receive minors below the age of puberty or have in their company young boys or any minors over three years of age;
- (10) Refuse to show their medical inspection book when required;
- (11) Practise prostitution in lodging-houses or similar places;
- (12) Live in lodging-houses;
- (13) Carry on their profession when infected with venereal disease.

Chapter III. — REGISTRATION, CANCELLATION AND SUSPENSION OF LICENCES.

Article 15. — Women may be registered either *voluntarily* or *compulsorily*. Compulsory registration is only permitted by special order and after the necessary enquiries have been made. The reasons for registration must be ascertained; statements are required from the principal party concerned and from witnesses; the woman is entitled to be heard and to produce not more than three witnesses.

When for any reason voluntary registration is refused, the applicant is medically examined, if considered necessary (a special register being kept for this purpose), and her name and address are taken, together with the reasons for the refusal.

Article 17. — The following may not be voluntarily registered:

- (1) Minors under 16 years of age.
- (2) Any minor claimed by her parents, husband or guardian.

In such cases, however, registration is granted if the minor had already practised prostitution before the age of 16, or if she continues to do so after having been claimed.

Article 18. — If in course of examination it is found that a woman proposes to practise prostitution, without knowing the consequences involved, or for extraneous reasons not of her own volition, the authorities take suitable steps to procure for her an honest means of livelihood.

Article 19. — The proceedings in regard to compulsory registration are carried out as rapidly as possible. The necessary documents must be prepared by the Civil Governor within three days, subject to appeal on the part of the person concerned or her parents, guardian, husband or other authorised representative if she is an emancipated minor or married.

The appeal is sent in to the proper Police authorities and must be accompanied by documentary evidence, which, however, is not necessarily accepted as conclusive. The appeal is then forwarded within 48 hours to the Civil Governor, with full particulars of the case. The Civil Governor's reply is entered in the register of prostitutes.

Article 22. — A licence is cancelled if the holder :

- (1) Marries ;
- (2) Leaves the country ;
- (3) Is claimed by one of her parents ;
- (4) Desires to take up an honest means of livelihood ;
- (5) Proves that she has given up prostitution ;
- (6) Is suspended for more than a year, or if the Police authorities apply for cancellation under Article 23.

The licence is *suspended* if the holder :

- (1) Leaves the city of Lisbon ;
- (2) Becomes a kept mistress.

Article 24. — The parent of a registered prostitute can have the latter's licence cancelled if the parent :

- (1) Furnishes proof of the possession of means to support the prostitute in question ;
- (2) Gives a written undertaking to induce the person concerned to give up prostitution and to inform the Police if she afterwards persists in the practice.

Article 25. — Any person who has made a prostitute his kept mistress may apply for suspension of her licence, provided :

- (1) He is over 21 years or is emancipated, and
- (2) He has sufficient means to meet the expenditure incurred.

On producing proof he must also give a written undertaking to be responsible for the behaviour of the woman, and must inform the Police when his relationship with her ceases. He must also pay a fee of \$ 6.

Article 27. — Women whose licences have been cancelled or suspended are still subject to Police supervision.

Article 29. — The suspension of a licence will be withdrawn if it is found that fraudulent means were used to obtain suspension or if the reason for suspension no longer exists.

Article 31. — Unlicensed prostitutes found in a licensed house are compulsorily registered without further formalities.

Chapter IV. — LICENSED HOUSES.

Article 32. — All registered prostitutes must secure a Police licence before obtaining a place of residence. They must, however, change their residence whenever required by the Police.

Article 33. — There are three classes of licensed houses, viz. :

- (1) Houses in which the licensed prostitutes live together under the proprietress ;
- (2) Houses in which the inmates have their own domicile ;
- (3) *Maisons de passe*, which they visit for purposes of prostitution.

Article 35. — The proprietress of a licensed house must state how many inmates she intends to receive. This number is stated on the licence and must not be exceeded.

Article 36. — Licensed houses are subject to frequent inspection in order to ascertain that they are kept in hygienic condition.

Article 37. — They may be inspected by the Police at any hour of the day or night.

Article 38. — The sale of wines and spirits is prohibited in licensed houses.

Article 39. — One person may not conduct more than one licensed house.

Article 40. — A married woman living with her husband cannot conduct a house without the written consent of her husband.

APPENDIX III.

THOSE PORTIONS OF A DRAFT LAW PREPARED BY THE DIRECTOR OF THE PORTUGUESE POLICE ADMINISTRATION WHICH RELATE TO THE REGISTRATION AND EXPULSION OF FOREIGN PROSTITUTES, ETC. (Lisbon, 1925.)

In pursuance of the International Conventions of May 18th, 1904, May 4th, 1910, and September 30th, 1921, for the Suppression of Traffic in Women and Children, I hereby decree as follows :

Article 1. — Apart from the exceptions laid down in the present Decree, no woman may be licensed as a prostitute in any part of the Portuguese Republic unless she has resided for at least three months in the locality in which she applies for registration.

Article 2. — No woman of foreign nationality may be registered as a prostitute without having obtained a proper written authorisation from the consular representative of her own country ; in such cases, however, the applicant will be registered even if the provisions of Article 1 have not been fulfilled.

Article 3. — Foreign women who practise prostitution or who, though not practising prostitution, apply for registration and who do not produce the authorisation referred to in Article 2, shall be handed over to the consular representative of their country for repatriation. If that official does not repatriate them, they shall be expelled from Portuguese territory by the Portuguese authorities, and if they return they will be arrested and proceedings will be taken against them under Article 4.

APPENDIX IV.

LISBON CIVIC POLICE — ADMINISTRATIVE INSPECTORATE.

On . . . (date) in this city of Lisbon, at the Inspectorate of Administrative Police. . . . (name) appeared before Inspector. . . . (name) and the undersigned Secretary. The Inspector questioned her as to her christian name, surname, age, status, occupation, parentage, nationality and address. She replied as follows :—

.....
.....

The Inspector further asked her, as required by the International Convention on the Criminal Traffic known as the "White Slave Traffic", what were the causes which had led her to engage in prostitution and the circumstances which had brought her to Lisbon.

She replied as follows :—

.....
.....

APPENDIX V.

EXTRACT FROM THE PORTUGUESE PENAL CODE OF 1886.

Section IV. — PROCURATION.

Article 405. — Should anyone, to satisfy the improper desires of a third party, incite, further or facilitate prostitution or corruption of any person descended from him, he shall be condemned to imprisonment of from one to two years and to the payment of a fine, and shall be deprived of political rights for twelve years.

Sub-Section 1. — A husband who shall have committed the same offence in respect of his wife shall be condemned to the maximum period of banishment and to the payment of a fine equivalent to the total amount of his income for from three months to three years, and shall be deprived of political rights for twelve years.

Sub-Section 2. — A guardian or any other persons entrusted with the education, direction or control of a person under twenty-one years of age, who shall commit the same crime in respect of that person under age, shall be punished with imprisonment of from six months to two years, and to the payment of a fine, and shall be deprived for twelve years of the right to be a guardian or member of a family council and of the right to teach, to direct, or to participate in the direction of any educational establishment.

Article 406. — Any person who habitually incites, furthers or facilitates the debauch or corruption of any person under twenty-one years of age in order to satisfy the improper intentions of a third party, shall be punished with imprisonment of from three months to one year and to the payment of a fine, and shall be deprived of political rights for five years.

ROUMANIA.

Roumania has signed and ratified the Convention of 1921, but has not adhered to the Agreement of 1904 or the Convention of 1910 for the Suppression of Traffic in Women and Children.

During the enquiry in Roumania, visits were made to Bucharest, Constantza, Czernowitch and Grigore-Ghica-Voda.

Credentials were presented to the Ministry of Foreign Affairs, through the agency of which introductions were given to the officials in the various cities able to furnish information on matters relating to the subject of the enquiry. Many private individuals also furnished useful information.

In addition, the investigators visited, with and without officials, some 45 licensed houses of prostitution in these four cities, where owners, inmates and others were interviewed. Visits were also made to *cabarets*, music-halls, *cafés* and other places where prostitutes, *souteneurs*, and their associates were interviewed.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

There is a system of licensed houses of prostitution and of inscription and medical inspection of prostitutes in Roumania. Extracts from the Roumanian Penal Code, dealing with offences against morals, are given in Appendix I. On the Penal Code the Director of Sûreté made the following observations :

"In each part of the country various laws are in force. We work under four different Penal Codes, the Roumanian, the Austrian, the Hungarian and the Russian. At the present time we are working to consolidate all these laws into one code. It requires a supermind to understand all the Penal Codes here, and therefore the officials in each of the respective sections are only familiar with the workings of laws there."

The Chief of Police at Bucharest gave a brief account of the actual position as regards the regulation of prostitution, as follows :

"The law regulating prostitution is based upon a regulation for the town of Bucharest dating back to 1898. We have three kinds of prostitutes, those who are *en carte*, those who are permitted to operate without an official card, and those who work clandestinely. We have 15 licensed houses where prostitutes are *en carte*. These women are compelled to appear regularly for examination at the clinic and are not allowed to change their places of abode without the permission of my office. They may not have the *souteneurs* to live with them, and, as a measure of self-protection, the women are required to deposit part of their earnings in a savings bank and not to withdraw the money without the permission of my office. In these licensed houses, 50 per cent. of the money earned by the inmates goes to the owner for board and lodging, 30 per cent. is deposited in the bank and 20 per cent. given to the women to be spent. The owner is responsible for the depositing of the money. In addition to these, we have women who are *en carte* but not in the houses, and also women who are not officially registered but who are tolerated and permitted to visit *maisons de rendez-vous* during certain hours provided that they submit to medical examination by a physician appointed.

The minimum age of inscription of prostitutes in Roumania is 18 years, but, from investigation and from the statements of *souteneurs* and others, it is evident that there are a number of girls under 18 practising prostitution in Bucharest. In addition, very young girls were found by the investigator in certain streets, parks, *cafés* and tea-rooms, willing to exchange their favours for a good time or pretty clothes.

A *souteneur* who operated in Bucharest told the investigator : "A good boy (*souteneur*) can pick a girl easy here. Why, along this street, 504-X, you can find any kind you want. They start in very young. A girl like this can get a passport if you marry her and she can get one, too, if you don't !"¹

A vivid picture of the ease with which *souteneurs* can pick up young unsteady girls was given by 99-P : "Any night you want to drive around with me I'll show you what I can get with this little car of mine. A girl if she is pretty don't have to look for men here: they look for her. Go to the place I told you. They ain't professional prostitutes. Regulars want money, not to have money spent on them. I don't say *all* you meet, but you can always get yourself one."

¹ This reference to passports evidently refers to irregularities admitted by the authorities to have existed prior to the passage of the Emigration Law of 1925.

On another occasion a *souteneur* (99-P) said: "They (*souteneurs*) live right in the houses with their girls! Yes, in the same room. Remember the other day when we went to those houses on X? (526-X). You didn't think they had customers did you? Those fellows were their *souteneurs*. Remember, it was early in the afternoon that we were there. Well, they were just clearing out then to make room for the customers."

99-P, when questioned about the methods used by the owners of the houses to secure new inmates, said: "There are more girls in this town than they've got use for. You see, the girls drift in here from other cities in Roumania and when the *madames* see a nice girl along the street they give her a chance in a house."

INCOMING TRAFFIC.

There is little incoming traffic into Roumania for purposes of prostitution, though a few such cases have been discovered. There is nothing in the regulations to forbid the inscription of foreign women. The authorities do not expel alien prostitutes or *souteneurs*. Clandestine entry is said to be easily accomplished.

Since 1919, 31 foreign prostitutes were registered in Bucharest (see Appendix II). In Czernowitch 43 were registered during the same period, of which 31 were Poles, 8 Russians and 4 Austrians.

While the investigator was at Grigore-Ghica-Vode, a station on the Polish frontier, he saw a man arrested for bringing in a young girl as his daughter. He confessed that she was not his daughter and that he had brought in and taken out other girls through this route.

The Hungarian authorities also intimated that there was considerable clandestine emigration of women across the frontiers into Roumania.

The authorities in Hungary were concerned over the number of Hungarian girls who were going to Roumania as entertainers in *cabarets*, where *cabaret* managers encouraged a complacent attitude on the part of the women entertainers towards the approaches of clients.

While in 512-X — a rendezvous of prostitutes and *souteneurs* in Bucharest — the investigator met a Hungarian "artiste" 105-G. This girl admitted that she was only 19 years of age and was born in Budapest. She was then playing with a troupe of artistes with whom she had arrived four days before. She said: "I played at the X (513-X) in Vienna and also at several first-class places in Budapest. We spend a week here and there. We go to 478-X in Constantinople. From there we go to Egypt. I get my fare paid and a small salary. I pick up a few dollars from the drink money, and now and then I meet a nice man. . . and in that way I live." An investigator in Czernowitch met several Hungarian entertainers who said that they had been sent there by agencies in Budapest, that they received wages of only \$1 a day, were physically examined like prostitutes, and that they always go out with men after closing hours in order to supplement their pay. The Roumanian authorities state that a number of foreign artistes, who come to Roumania to appear at cabarets or music-halls, also practise prostitution. For this reason, it is said, they are compelled to undergo medical inspection, but they are frequently expelled as undesirables. Thus, among 12,507 prostitutes registered on January 16th, 1927, there were 670 former artistes. A law on the proper conduct of *cabarets* is given in Appendix IV.

Girls under 21 years of age were found in the many houses of prostitution visited, but none who appeared to be foreign. The few foreign girls met with were adults and mainly Hungarians and Austrians, and a few were Germans and Greeks.

OUTGOING TRAFFIC.

The Kingdom of Roumania was in June 1925 mainly a "country of supply" and "transit" for women and girls taken out of or through Roumania, particularly from among the minority races, to be exploited for prostitution in other countries. The economic depression, the low rate of exchange, and an over-supply of prostitutes, were stated to be the chief reasons for this condition.

Souteneurs in Mexico, Buenos Aires, Paris, Egypt and Constantinople stated that Czernowitch was a place to which they often went to obtain girls. In Constantinople nearly every inmate, out of a group of eight houses of prostitution owned by one person, came from the city of Czernowitch. The investigator was also informed that certain individuals made frequent trips to Czernowitch to obtain women and girls for Egyptian houses of prostitution. A *souteneur* in Bucharest corroborated this statement, and added that girls who were out for a good time and who were not professional prostitutes could be secured in a certain public park in Bucharest during the nights when band concerts were given. A case illustrating this situation was that of a man — 32-T — who seduced a minor girl whom he met in a park in Czernowitch. He was about to take her to Constantinople for prostitution when the Roumanian Police arrested him.

The Director of Sûreté in Bucharest said that, owing to the destruction of documents after the war, many records in newly acquired districts of Roumania were missing, and he gave it as his opinion that there was no traffic in young girls into Roumania but that it was possible that young girls and women, already prostitutes and belonging to the minority races, were taken from the country. He further stated that the Police had a record of local

souteneurs but no list of persons engaged, or suspected of being engaged, in international traffic. The Chief of Police of Bucharest was of the same opinion, and said in the course of conversation: "Every woman has a *souteneur*, but they are local people and rarely go out of the country. We do not expel foreign *souteneurs* and prostitutes as such but we do expel them sometimes as undesirables. I cannot tell how many were expelled during the past five years. *Souteneurs* may also be arrested under the vagabondage law, but it is very difficult to prove that they have no other means of earning a livelihood than by living on the money of prostitutes."

The officials in Czernowitch stated that there is a traffic from and through Roumania to the Near East and to the Americas. In support of this statement, they said they had recently discovered a steamship agent who was issuing false passports to women to go to Brazil.

They also gave details of cases they had discovered. Among them were: (1) B.M. and two other men, who attempted to bring in from Poland on false passports three women destined for the Levant for prostitution. They were all convicted. (2) M.F. (whose wife the investigator met in a house of prostitution in Constantinople — see Turkish report), who was still in jail awaiting trial for taking a minor girl to Braila. (3) C.B., who was convicted for traffic in Czernowitch in 1919 and, in January 1925, secured a passport in the same place. The police record showed that C.B. had been married twice. This is the same man about whom information was secured in Constantinople to the effect that he had passed through Constantinople in March 1925 with two women, picked up in Czernowitch, and had placed them in houses of prostitution in Egypt (see Turkish Report). In addition, the police were suspicious of a number of other persons living in Czernowitch whom they named, and whom they said would not hesitate to enter into religious marriages with girls in order to take them out of the country for prostitution.

Other officials gave information including the names of traffickers and the details of their operations from Poland and Roumania to the East and to Bombay. Still another official gave the names of two brothers who had United States passports, the numbers of which he gave. They were said to be engaged in securing Roumanian passports to be used by Polish Jews, including women and girls, with which these Polish nationals could cross into Roumania and from there go to the Americas.

A Central Authority for combating traffic is to be set up in Roumania. Owing to the lack of a central office, information for country districts was not obtainable. A Commission composed of representatives of the Ministries of Health, Interior and Labour had been appointed to study the problem of traffic in women and children, to decide which Department shall become the "Central Authority", to investigate the subject of passport frauds, and to recommend the enactment of the necessary laws. Matters relating to immigration and to emigration are dealt with in the Ministry of Labour. A new and very complete law on immigration and emigration came into force in April 1925, of which a summary is given in Appendix V. There has been little time to watch the effects of this law, but it should be useful in controlling the issue of passports to minors, in supervising contracts to work abroad entered into by Roumanian subjects, and in the discovery and prevention of the use of false passports and birth certificates.

Passports are issued by the authorities of each town on presentation of the necessary birth certificates and papers of identity (see Appendix III). As already stated, the papers of identity have in many cases been found to be false. From underworld sources the investigator learned that prostitutes and *souteneurs* have no difficulty in securing passports. One prostitute said: "Why shouldn't they give us passports the same as anybody else? As long as a girl has her birth certificate they give her her passport. She can get one in three days. First, they look up to see that you are not wanted by the Police, and then they give it. If a girl is under age she must show letters from persons in the place to which she is going, saying that they will take care of her. To-morrow a friend of mine who is only 17 is getting herself a pass. She is going to Paris. A girl friend wrote for her and she showed the letter. She is a 'business girl' (prostitute) but she goes as an artiste. Her parents agreed to let her go."

APPENDIX I.

EXTRACTS FROM THE PENAL CODE ANNOTATED 1923
(May 1st, 1865, as modified by subsequent Laws.)

Article 130 of the Penal Code referred to in document 6165, dated April 4th, 1923.

Whosoever shall be guilty of bearing a passport containing a false name or shall deliver or manufacture such passport shall be liable to a term of imprisonment of from three months to one year.

Article 267. — Any person or persons degrading the morals of young people of either sex under the age of 21 years, by habitually encouraging, aiding or abetting them to engage in debauchery or lewdness, shall be punished with a term of imprisonment of six months to two years and a fine of....

If the individuals who have encouraged, aided or abetted debauchery are the father, mother or guardian of the young persons or other persons responsible for their control, the offender shall be punished with a term of one or two years' imprisonment and a fine of....

Section VII. — Paragraph 2. — RAPE OF MINORS.

Article 280. — Whosoever, by deceit or violence, shall rape or cause to be raped any minor or shall cause to consent or conceal for this purpose or remove from any place of residence or help to conceal or so remove from the authority of any person with whom such minor has been placed or confided shall be liable to imprisonment for not less than one year and not more than two years.

Article 281. — Any person or persons who, by deceit or violence, abduct a girl under 16 years of age, shall be sentenced to the maximum term of imprisonment....

Should the girl have consented to this abduction or voluntarily followed her seducer, without the parents or tutor having knowledge of the fact, the seducer shall be punished with a term of three months' to two years' imprisonment.

Article 282. — Should the seducer have married the girl he abducted, he may only be prosecuted if the persons who, under the Civil Code, have the right to demand the annulment of the marriage, lay complaint against him and he can only be convicted after nullity has been pronounced.

Article 283. — Whosoever shall induce, by deceit or violence, any person under 16 years of age to become a vagrant or a disorderly person or to commit any indecency for money, for the purpose of sharing the profits, shall be liable to imprisonment.

APPENDIX II.

FOREIGN PROSTITUTES REGISTERED ¹

Bucharest.

Year	Austrian	Bulgarian	Greek	Hungarian	Italian	Polish	Russian	Total	Total Number of all Registered Women
1919	—	—	—	—	—	—	—	—	77
1920	—	—	1 ^a	—	—	1 ^a	—	2	124
1921	—	1	—	4 ^b	—	—	—	5	130
1922	—	—	—	3	—	3 ^c	1 ^d	7	117
1923	3	—	—	2	—	—	1	6	81
1924	4	—	1	5	1	—	—	11	118
Total	7	1	2	14	1	4	2	31	647

¹ The figures for this table were obtained from two doctors of the Health Department.

^a Under 21 years of age.
^b 8 under 21 years of age.
^c 9 under 21 years of age.

APPENDIX III.

LAW ON PASSPORTS.

(Confirmed and approved by Royal Decree No. 1758 of March 19th, 1912, and published in Monitorul Oficial No. 280 of March 21st, 1912.)

Article IV. — Roumanian nationals inhabiting communes situated not more than 15 kms. from the frontier, may, on applying to the chief officers of the frontier Police stations, obtain cards authorising them to cross the frontier. These cards shall be valid for five days, as from the date of issue, and shall be only available for one journey.

Chief officers of frontier Police stations shall only issue these cards to persons who have, by some means or other, fully established their identity. The Minister of the Interior may decide in certain fixed circumstances that frontier cards, valid for five days, shall also be issued to persons not domiciled in localities situated in the above-mentioned zone.

Article V. — Passports shall be personal documents. A husband, wife and legitimate children, if minors — but not persons in the service of the family — may, however, be included in the same passport.

RULES FOR THE APPLICATION OF THE LAW ON PASSPORTS.

(Laid down under Decree No. 1980 of March 30th, 1912, and published in Monitorul Oficial No. 287 of March 31st, 1912.)

Article 6. — Passports shall be issued to Roumanian nationals and persons who, without having acquired Roumanian nationality, are nevertheless entitled to the protection of the Roumanian State.

Article 10. — Collective passports shall be issued to groups of persons proceeding abroad for scientific purposes, sport, etc., and to theatrical troops and tzigane orchestras.

The collective passport shall be drawn up in the name of the leader of the group and shall indicate the number of persons constituting the group. The surnames and names of these members shall be entered in the space reserved for this purpose in the passport. Should the space not be sufficient, there shall be attached to the passport a list of the surnames and names of the members of the group (but not that of the leader of the group) signed by the person in whose name the collective passport has been drawn up, and countersigned by the authorities issuing the passports.

Chapter II. — CARDS FOR CROSSING THE FRONTIER.

Article 16. — The chief officers of the frontier Police stations shall only issue frontier cards to persons who are able to establish their identity by some document or other, including : identity cards, electors' cards, receipt for payment of taxes, certificates to the effect that the holder has carried out a certain number of days' compulsory labour, etc. The chief officers of the frontier Police stations shall satisfy themselves that the persons concerned live in the communes included in the list in Article 15.

Article 23. — Owners of immovable property situated on the Austro-Hungarian frontier may obtain, as in the past, permanent certificates authorising them to cross the frontier in conformity with Article 11 of the Delimitation Convention concluded in Austria-Hungary, and published in *Monitorul Oficial* of April 10th-22nd, 1908.

APPENDIX IV.

LAW REGARDING THE SUPERVISION OF CERTAIN
PUBLIC ESTABLISHMENTS.

(Approved and promulgated by Royal Decree No. 812 of March 19th 1915 ; published in *Monitorul Oficial* No. 281 of March 20th, 1915, and published with certain amendments in *Monitorul Oficial* No. 261 of March 2nd, 1921.)

Article 30. — Should it be proved that any proprietor of a *café*, tea-house, *cabaret* or other similar establishment in the urban or rural communes habitually conducts or tolerates games of chance, facilitates prostitution, or harbours rogues, the offender shall be punished with a fine of 20-100 lei; and, in the case of a second offence, the establishment shall be closed and the offender shall be prohibited from ever conducting any similar establishment.

APPENDIX V.

SUMMARY OF A NEW ACT CONCERNING MIGRATION.

An important Act was promulgated on April 28th, 1925, for regulating migration in Roumania.

The following persons shall be deemed emigrants :

(1) Roumanian citizens leaving their country for the purpose of settling permanently or temporarily in a non-European country, and intending to earn their living by manual labour or by the exercise of a profession or calling, or by engaging in some permanent form of industrial activity;

(2) Manual workers who leave Roumania for a European country with a view to finding employment there.

The same definitions shall apply, *mutatis mutandis*, to immigrants.

The right to emigrate or immigrate may be restricted, *inter alia*, for the protection of the moral interests of migrants, or moral interests of the country; while restrictions may be imposed in respect of citizens of a State by which restrictive measures against Roumanian immigration have been taken. Roumanian children under 18 unaccompanied by their parents or who are not emigrating under the care of a trustworthy person for the purpose of rejoining them, minors from 18 to 21 who have not been expressly authorised to leave by their parents or guardians, unmarried women under 25 who are not accompanied by a thoroughly trustworthy person, married women who have not obtained their husband's permission to emigrate or who are accompanied by children under 15, persons liable to prosecution, persons who do not comply with the conditions for admission into the country of destination, persons unprovided with the documents required by the Roumanian authorities are not permitted to emigrate.

A special Chapter of the Act deals with emigrants' passports. These are of two kinds : (1) those delivered to persons of undoubted Roumanian nationality, and valid both for the outward and return journey; (2) those delivered to persons whose claim to Roumanian citizenship has not yet been definitely established. The latter form of passport does not confer the right of returning to Roumania.

It is intended to set up special offices for assisting and giving information to emigrants, both at ports of departure and destination. In all cases where more than 50 Roumanian emigrants are travelling together, the authorities shall be authorised to appoint a person to accompany them, and the cost, both the outward and return journeys, shall be borne by the transport undertaking concerned;

With reference to immigration, the Minister of Labour is authorised by the Act to prohibit or to restrict the entry of foreign workers belonging to certain occupations, with a view to preventing any congestion of the labour market. Immigration is prohibited as regards the following persons.... persons who have been convicted of misdemeanours.... all persons who fail to obtain a visa from the Roumanian Consular representative in the district of their original place of domicile.

SPAIN.

Spain is a party to the Agreement of 1904 and to the two Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

The enquiry of the investigators included visits to Barcelona, Cadiz, Madrid, Santander, Seville, Corunna and Vigo.

Credentials were presented to the Minister of Foreign Affairs at Madrid and through him conferences were arranged in the cities visited with the officials having information on the subject under consideration and with the officials of the Royal Patronata for combating traffic in women and children. The last-named association is composed of officials of the Government and members of voluntary societies and illustrates the value of establishing a central body in which both official and voluntary effort is represented. Memoranda and annual reports from the Spanish Government have yielded helpful information.

Two trips were made on trans-Atlantic steamers bound for Cuban and Mexican ports, and stopping at the Spanish ports of Santander, Vigo, Corunna and Gijón to observe the conditions at those ports and on emigrant ships. Visits were also made, with and without official escorts, to registered houses of prostitution and to *cafés* and *cabarets* frequented by prostitutes, *souteneurs* and underworld characters and to a number of *cafés* and other places frequented by persons connected with the shipping business.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

In all the towns visited in Spain there exist licensed houses and the inscription and medical examination of prostitutes.

A full account of the regime in force has been furnished by the Spanish Government to the third session of the Advisory Committee on Traffic in Women and Children ("Memorandum on the System of Regulating Prostitution and on Licensed Houses in Spain" — document C.T.F.E. 263).

Shortly summarised, the control of prostitution matters is under a Service of Public Prophylaxis for Venereal Diseases assisted locally by Provincial Health Boards. Women may not register as prostitutes under 23 years of age and registration is voluntary except in the case of women who are detected to be practising clandestine prostitution and who are, upon arrest, compelled to register.

In the whole of Spain there were 20,823 prostitutes registered in the five years ending December 31st, 1924, of whom 1,067 were foreigners.

In the many registered houses of prostitution visited in Spain by investigators, no case was discovered of an inmate under 21 and only among the clandestine prostitutes were a number of minors discovered. One among five such cases on the streets of Madrid was that of a 16-year-old Chilean girl (63-G).

While it is said to be against the law for men to own houses of prostitution in Spain, it was stated by members of the underworld that "they do, and of course their wives run the places".

In unregistered houses of prostitution the investigator was informed that quite young girls of 15 and 16 could be procured. In one case a *madame* sent for a girl who was not 16 and who was at work, but who practised prostitution in the evenings in the *madame's* house.

Extracts from the Penal Code on offences against morality are given in Appendix IV. The authorities apply the law strictly as regards the procuring of minor girls and several instances were reported in which parents or guardians and the owners of licensed houses were successfully prosecuted for the corruption of young girls.

From underworld sources in Spain the investigator learned that the local authorities in Barcelona had recently become extremely active in trying to suppress the activities of *souteneurs* in that city. This activity was apparently due to the steadily increasing co-operation between the officials of France and Spain, as will be shown hereafter. A *souteneur* in Barcelona said: "Barcelona is a very bad place to be in just now, especially if your girl's under age. Only the other day they locked up 14 boys (*souteneurs*). One of them owns that house (of prostitution) we were in, called 15-D.H. He took a girl out of school where he had placed her for two years since she was 14 and tried to have her for his mistress. Here they lock you up and throw the key away. Why, four months ago they locked up a couple of boys and they are still in jail awaiting trial" (this refers to the case of H.L.B. quoted hereafter).

Clandestine prostitutes were met with in *cafés* and in *cabarets* but soliciting, both here and in the streets, was not obvious except between 1-4 a.m. Protection for women working in *cabarets* and music-halls is contained, according to the Spanish Memorandum before referred to, in the Police Regulations regarding Public Spectacles, dated October 19th, 1913. How even such excellent measures are evaded is shown in a conversation with an employee of one of the biggest and best of these resorts in Barcelona.

This employee said: "Since you have been here, there have been at least four secret policemen". I said: "What would they want to come in here for?"; he replied: "You see all these girls? Well, we call them butterflies! That's a nice name for prostitutes! All the *cabarets* have them. There's 40 of them here. Now, remember, they are not registered. They work here. Each girl gets 7 pesetas a night and no percentage on drinks. They are here to dance with whoever wants to dance with them. The girls have to be over 21, and have the written consent of their parents before we can take them in. They can't solicit, but should they come to an agreement with a man whom they meet, they can leave the place with him, but if they leave they lose their night's pay. While they dance they must dance properly, otherwise a policeman can arrest them. That's why the police come in. For one reason, they want to see if everything is orderly; secondly, they are always looking for *souteneurs*. We just decorated the dance-hall, and every few dances we have what they call a 'moonlight' dance. The Chief of Police inspected it and made us put in four bright lights, so that when the lights go out it won't be too dark. All these things are done to protect these poor innocents. You know, as well as I do, that 7 pesetas don't pay these girls. We close at 3.30 and they usually get good custom."

The investigator said: "There's a bunch in here that are under 21". He said: "Sure they are". On being asked if they had to prove their ages he replied: "They have birth certificates, but they are all fake certificates. The boss gets them for them. You see, there's two ways of getting a birth certificate: one is through the Civil Register and the other through the Church. The boss has a fellow who fixes all these things up". In reply to the query: "When the girls present the false birth certificates, don't they (the authorities) get wise?" He replied: "When they look it up they do, but they don't always do it".

An interesting comment was made on the question of traffic in indecent literature in Barcelona by a *souteneur* — 52-P. He said: "They are very strict on that too. It ain't worth while taking the chance. Last time I left Havana I had a load of it. I used to get it sent to me in Hartford, Connecticut, when I returned to the United States. I sold a bunch of it there and made fine money, but I quit before they nailed me." He further mentioned that these pictures were manufactured in Paris and shipped to Havana. They were sent to him in letters and wrapped in newspapers.

INCOMING TRAFFIC.

From official sources and from conversations with the underworld, it was learnt that comparatively few foreign women are brought to Spain to remain there for prostitution. The traffic which exists is mostly through Spain and on its way to South or Central America. This traffic in transit is considered in the next section as outgoing traffic.

It has already been shown that the proportion of foreign registered prostitutes in Spain is very small, only 1,067 out of 20,823 in five years ending December 31st, 1924. In the *cabarets*, music-halls and *cafes*, especially in the large cities, there are more foreigners, particularly French and Italian. In most of the smaller towns visited, the number of foreign prostitutes was either nil or confined to one or two women who had been many years in Spain and all of whom were over 21 years of age. Statistics furnished by the Official Anti-Venereal Disease Clinic of "Luisa Fernanda" in Madrid (see Appendix III) show a total of 2,280 prostitutes inscribed between April 1923 and October 1924, of whom 172 were foreigners. Of these 172 prostitutes, 72 were French, 21 Portuguese, 18 South Americans, 13 from Tangier, 14 Italians, 6 English, 5 Germans and 3 North Americans.

During the summer season some foreign women come into Sardinero, a summer resort near Santander, in order to practise prostitution, and after the close of the season they return to the place from which they come. There was no evidence that these women were victims of any organised traffic. The Governments stated that at various dates the Barcelona Police deported and handed over to the French authorities ten professional prostitutes, one of whom was prosecuted in the Courts for alleged illegal practices connected with the White Slave Traffic.

In Barcelona a *souteneur* explained that traffickers had been known to go to France and make love to French girls. They represented themselves as wealthy Spanish merchants, and offered the girls luxuries to which they had not been used. After securing the confidence of the victims, the *souteneurs* would encourage them to come to Barcelona, where they induced them to lead a life of prostitution before preparing to ship them overseas.

It was further learned from underworld sources in Marseilles and in Barcelona that *souteneurs* accompanied by prostitutes or by minor girls enter Spain with documents which are false and forged. One *souteneur* said: "Whenever a young girl comes in from any other country, her passport always has the wrong age upon it. I know plenty of boys (*souteneurs*) and girls who pass through here on their way to Mexico and Havana, and the girls always have about nine years added to their ages." A particularly bad case of traffic was investigated through the courtesy of the Barcelona authorities, and is given here in full to illustrate both the methods of the traffickers, the numbers involved, and the great difficulty there is to obtain truthful and accurate statements from their unfortunate victims.

The Case of H.L.B. (Barcelona, October 1924).

Girl's Statement.

She is single, was born in France on March 27th, 1904; she worked as a hairdresser and occasionally she went out with a man but was not a prostitute; at a street fête in Paris, in July 1924, she met a man who said then his name was B. (also known by three other names); he spoke to her and told her that he was owner of a string of taxi-cabs in Havana, Cuba; he was wealthy and said that if she consented to live with him, he would give her anything that she desired. He bought her a ticket and requested her to meet him in Marseilles. Before leaving Paris, he introduced her to a man who was to accompany her to Marseilles. A day later, she left Paris with this unknown man and, on their arrival, they went to an hotel in Marseilles. Shortly after he left her, returning with a man whom she later on knew as A.B. A few hours later, B. came and took her from hotel to hotel on different days: B. and A.B. told her that she was to live with B. as his mistress in Barcelona; nothing was said at that time about becoming a prostitute, but she heard B. and A.B. discussing prostitution matters in Havana. These two men brought in a man who was to get her a false passport. The name of this man she does not remember. This man took her to the "Mairie" and secured her a birth certificate and later on she went with him to several offices. The men finally obtained her passport under the name of Sophie Gatigno in which her age was given as 28. She affixed her signature to the passport. He was paid by B. in her presence.

B. bought her a ticket from Marseilles to Barcelona, and she left by train via Cervere arriving in Barcelona about August 1st. She travelled alone. She was instructed to go direct on her arrival in Barcelona to the address of A.B., but if she did not find the place, to go to a lodging-house where B. had formerly lived. She went to the boarding-house, where she remained five or six days until B. arrived from Marseilles by sea.

While in Marseilles, she had learned that A.B. and one L.A.S. had left for Barcelona with two girls under age, and that these two girls were refused admittance into Spain at the frontier. The two men were not arrested because their connection with the girls was not known to the officials.

After B. arrived in Barcelona, he took her to live with him. He abused her and forced her to go out and practise prostitution and to turn over to him the money she earned. He also informed her that he would take her with him to Havana, Cuba, for prostitution purposes and place her in a house owned by one of his friends. While with B., she again met A.B. and L.A.S. and learned that they were making preparations to go to Havana with several women and that B. had formerly lived with another woman who was now in Havana, keeping a disorderly house. She ran away to A., who informed the police, who arrested a number of people, but B. escaped.

Police Account.

An inspector overheard a conversation in a *café* about taking women to Havana. The informant was questioned and, as a result, the Police arrested on or about September 20th, 1924, five men and eight women. In searching the rooms of two of the men, he found papers, letters and telegrams, showing that these people were engaged in traffic of women from Spain and France to Havana. He also found in their possession consular and other official blank forms properly sealed which he believed to be used for improper purposes. He also found a great deal of foreign drafts and money, as well as some twenty-three pictures of women, passport size. There was also a marriage licence found showing that one of the men had been married in Cuba. Among the papers found in A.B.'s possession was a letter containing a line as follows: "Elle a vingt ans, jolie fille, passeport impossible" (she is 20 years old and nice girl, passport impossible), and a telegram reading: "Keep girl until Thursday". It was found that A.B. was the owner of a disorderly house in Havana and that a woman he had been living with while in Barcelona had been placed in charge of this house. It was also found that one of the men was wanted by the French Police on a charge of corrupting the morals of a minor. The Police think this girl H. has given a false name, that she was a prostitute and had left B, largely because he beat her and took away her earnings. The result of the trial is not yet known. Careful enquiry was made in Marseilles but no trace could be found of the passport issued to H.L.B.

The Police admitted that it must inevitably be difficult to secure convictions in these cases when the evidence was largely circumstantial and when the principal witnesses were girls whose statements were largely open to question.

That members of the underworld thought differently was shown by the following conversation between an investigator and a *souteneur*, 52-P, in Barcelona:

"I said: 'Do you think they (the Police) got them (the traffickers) right?' He answered: 'Sure, you see these fellows did business with a couple of houses in Havana. They used to go to another country and represent themselves as wealthy Spaniards. They'd make love to a nice girl, give her fancy clothes, even diamonds. Then they'd tell the girls that business took them to Barcelona. They would always send the girls alone, and then meet them here. Then they'd put the girls in business and ship them away. The Police even found out that the boys cabled each other. The telegrams spoke of the girls as "The machine is not ready yet" — and "The suit case you forgot I am sending to you" — "The repairs are being made and will be ready soon."'"

OUTGOING TRAFFIC.

Most of the officials interviewed in Spain considered that there was little outgoing traffic of Spanish girls. The few cases which had been brought to their notice from time to time had been energetically dealt with.

The memorandum of the Spanish delegate in 1922 submitted to the Advisory Committee in Traffic in Women and Children contains the following important example of official activities :

“A number of girls were handed over to the French Consul at Barcelona, having been found in the hands of a gang of traffickers of different nationalities, who, in association with others in France, were engaged in procuring girls for licensed brothels in Cuba and the Argentine.

“On being notified of this by the Consul, the Barcelona authorities acted with great promptitude and succeeded in arresting six individuals, who were handed over to the Courts ; it turned out that some of these men were already wanted by the French consular authorities.”

Again, further proof of the vigilance of the authorities when their suspicions are aroused is furnished by the following letter of which a translation was kindly supplied :

“General Direction of Security.

Section O. P.

Office : Hygiene.

Madrid, October 6th, 1924.

“To His Excellency the Governor of Barcelona.

“Your Excellency,

“According to information received from various sources it appears that some international White Slave traffickers residing in Havana (Cuba) have recently come to Europe to recruit women for houses of prostitution in Havana.

“There is an organisation in Spain (Vigo, Santander and Barcelona) and the traffickers, knowing that they would be watched in France, avoid French ports and disembark in Vigo and Santander, whence they immediately get into touch with their intermediaries who are charged with recruiting prostitutes. Some of these traffickers have arrived from there and have been identified in France within the last few days.

“The women who are to be the object of the traffic pass the Franco-Spanish frontier secretly by sea or by little-used roads over the Pyrenees. The women contracted in Spain get false passports and documents prepared in Barcelona or Santander, as they sail by preference by Spanish or Dutch lines so as to avoid all contact with Frenchmen.

“The above is sent to you for your information and to be filed in the archives kept for such matters.

The Director-General of Security,
(Signed)

One of the “various sources” referred to in this letter was the French Government. A copy of a letter from the French Ambassador to the President of the Spanish Royal Patronata for combating traffic in women and children dated September 12th and couched in very similar terms was obtained. It constitutes a very good example of the value of international co-operation.

With regard to foreigners leaving from these ports, the Spanish authorities take no action provided that their passports appear to be in order. The inspection of outgoing foreigners was observed to be lax.

As regards the control of native emigrants, the laws and regulations are carefully drawn up and should provide ample machinery for their protection. *Inter alia*, these laws protect the emigration of minors and make provision for the supervision of contracts of work (a short summary is given in Appendix II).

The information obtained from underworld sources would indicate that French *souteneurs* with false passports used Spanish ports because they felt that they were less likely to be detected. They were aware that frontier inspections were superficial and that when they offered a French passport at a Spanish port, the Spanish control officer would be less likely to detect a fraud than the control officers in France. For precisely the same reasons, the Spanish *souteneurs* with false documents used French ports.

The Cuban Government, in a memorandum on the traffic, confirms the evidence that French prostitutes and *souteneurs* have entered Cuba through Spanish ports (see report on Cuba).

A Barcelona *souteneur* gave the following particulars of outgoing traffic : “Some go from here and some from ports on the Atlantic coast like Corunna and Santander. Any of these ports are good. It all depends upon the circumstances. Foreign *souteneurs* who leave from Paris and other places north go from the Atlantic ports. The boys from Southern France go from here. Some send their girls first out of here and they themselves leave from the North.”

.. While in a clandestine resort at 292-X, Madrid, the investigator discussed the South-American situation with the *madame*, 30-M, who said she had sent two girls to a house of prostitution in Montevideo, Uruguay, run by a friend of hers who had not only paid all the expenses of these girls but had given her, 30-M, a bonus for inducing the girls to go. When asked whether the girls in question were prostitutes, she said: "Oh yes, they both worked for me". She also stated that the girls were over 21 and hence had had no trouble in getting passports.

It has been shown that there is traffic in, through and out of Spain, although the recruiting of foreign women for licensed houses has been checked since the Government put a stop to their presence in these houses.

APPENDIX I.

TABLE SHOWING THE NATIONALITY OF THE PROSTITUTES REGISTERED IN SPAIN DURING THE LAST FIVE YEARS

<i>Nationality</i>	<i>Number</i>	<i>Observations</i>
Spanish	19,756	
Foreign :		
French	464	Persons convicted of an attempt to bring into or take out of Spain women or minors for purposes of prostitution : None.
Portuguese	317	
African	89	
Italian	39	
Argentine	33	
Cuban	32	
English	17	
Belgians	15	
North American	13	
Austrian	13	
Jewish	9	
Brazilian	5	
Venezuelan	4	
Algerian	4	
Porto Rican	4	
German	2	
Chilian	2	
Swiss	2	
Mexican	2	
Colombian	1	
Foreigners (Total)	1,067	
Spaniards	19,756	
Total	20,823	prostitutes registered in 5 years.

Madrid, December 31st, 1924.

APPENDIX II.

SUMMARY OF REGULATIONS ON EMIGRATION.

EXTRACT FROM MEMORANDUM TO THE ADVISORY COMMITTEE BY DON PEDRO SANGRO Y ROS DE OLANO, 1922.

The official body in Spain is the Central Emigration Board, while the principal private body is the "Asociación Española de San Rafael" for the protection and assistance of emigrants of whatever age or sex.

GOVERNMENT AUTHORITIES.

There are travelling inspectors, whose duty is to protect emigrants on board ship, to see that shipping companies observe the regulations for the treatment of emigrants, and to receive the just complaints of the latter and transmit them to the Central Emigration Board, which will take the necessary measures to secure redress.

The following Spanish ports are properly organised and equipped for the embarkation of emigrants; Barcelona, Valencia, Almeria, Malaga, Cadiz, Vigo, Villagarcia, Corunna, Gijón, Santander and Bilbao in the Peninsula; and Las Palmas, Santa Cruz de Tenerife and Santa Cruz de la Palma in the Canary Islands. At La Linea de la Concepción there is a board of inspection which deals with all matters affecting emigrants leaving Spain to embark at the English port of Gibraltar.

The "Asociación de San Rafael" has branches in all the above towns. In Spain, emigrants are only allowed to embark in the ports equipped for the purpose, although they are free to choose which of these ports they please.

Only companies authorised to transport emigrants are allowed to sell them tickets.

The necessity of providing emigrants with identification papers is met by the free issue of "identity books"; these contain a number of pages, clearly and concisely set out, to be filled in on issue by the competent authorities. They also contain pages for consular visas.

The "identity book" consists of two parts: the first part contains the pages reproducing the identification papers, while the second contains information regarding the rights and obligations of the emigrant.

The Royal Decree of May 2nd, 1921, lays down that, when the countries to which the emigrants are travelling require passports, the latter will be delivered free of charge by the competent authorities in Spain.

APPENDIX III.

OFFICIAL ANTI-VENEREAL DISPENSARY OF "LUISA FERNANDA".

STATISTICS OF THE NUMBER OF PROSTITUTES INSCRIBED IN THE DISPENSARY ACCORDING TO NATIONALITY AND DATE OF ENTRY.

<i>Date of Inscription:</i> <i>Year Month</i>	Spain	France	Portugal	Italy	Great Britain	Germany	Tangier	North America	South America	Total
1923 April	590	21	7	4	2	1	3	1	5	634
May	183	3	1	—	—	—	1	—	2	190
June	117	2	2	1	—	1	1	1	—	125
July	88	4	—	1	1	—	—	—	—	94
August	74	—	1	—	—	—	—	—	—	75
September	67	8	4	—	—	1	2	—	—	82
October	111	5	1	3	1	—	—	—	3	124
November	69	8	1	—	—	—	2	1	—	81
December	34	1	1	—	1	—	—	—	—	37
1924 January	135	5	1	—	—	1	1	—	2	145
February	63	2	1	—	—	—	1	—	—	67
March	75	2	—	2	—	—	—	—	1	80
April	78	3	—	2	—	—	2	—	3	88
May	65	—	1	—	—	—	—	—	—	66
June	71	1	—	1	—	—	—	—	—	73
July	63	—	—	—	—	—	—	—	—	63
August	72	—	—	—	—	—	—	—	—	72
September	112	2	—	—	1	—	—	—	1	116
October	61	5	—	—	—	1	—	—	1	68
Total	2,128	72	21	14	6	5	13	3	18	2,230

Madrid, October 31st, 1924.

APPENDIX IV.

EXTRACTS FROM THE PENAL CODE.

LAW DATED JULY 21ST, 1924.

Sole Article.

Articles 456, 459 and 466 of the Penal Code have been re-drafted as follows :

Article 456. — “. . . shall be punished :

“2. Any person who combines with others to procure, or publicly abets the prostitution of, one or more persons within or without the Kingdom, deriving profit from this traffic or making it a means of livelihood.

“3. Any person who by false pretences, violence, intimidation, abuse of authority, or coercion, compels an adult person to satisfy the passions of another, unless a heavier penalty is inflicted for the act under the provisions of this Code.

“4. Any person who, by the methods indicated in the preceding paragraph, shall detain any person in a state of prostitution against her will, compelling her to be party to any kind of immoral traffic, the plea of coercion on account of debts contracted not being admitted unless the provisions contained in Articles 495 and 496 are applicable to the case. . . .”

Article 459. — “The following shall be sentenced to imprisonment :

“First, any person who habitually causes, encourages or favours the prostitution or corruption of a person under twenty-three years of age.

“Secondly, any person who, to satisfy the immoral desires of another, shall provide facilities for procuring or shall attempt, by any inducement whatsoever, to procure minors by false pretences (even with their consent), and any person who, by means of contracts or promises, induces them to become prostitutes either in Spanish territory or abroad.

“Thirdly, any person who for the same purpose aids or abets, upon any pretext whatever, the continued corruption or detention of minors in houses or places of ill-fame.

“Any person who, legally having a minor under his paternal authority, and being aware of her prostitution or corruption by the fact of her presence in houses of ill-fame, does not remove her in order to prevent her continued corruption and does not take her under his protection, or in case he is destitute, place her under the control of the authorities, shall be sentenced to imprisonment and declared unfit to exercise guardianship, with forfeiture of paternal or marital authority (if any) over the minor for whom he is responsible.”

Article 466. — “. . . the Civil Authorities shall be empowered to place in a special institution or other similar house any minor who is found to be a prostitute or of corrupt morals, voluntarily or involuntarily, with the consent of her parents, guardians or husband, or if these do not exist, or if they have abandoned her or do not undertake custody of her.

“The Department of Public Prosecutions shall request, and the Legal Authority shall grant, in respect of the cases referred to in the preceding paragraph, the suspension of paternal, maternal or tutelary rights, and the appointment of a protector who shall be a person or body considered fit to exercise guardianship, to secure the repentance of the minor, and to remove her from the danger of vice or perversion, if necessary, by detention in a reformatory.”

SWITZERLAND

Switzerland signed and ratified the Agreement of 1904 and the Convention of 1921 for the suppression of the traffic in women and children. She acceded to the 1910 Convention. She could only become a party to these various acts after the adoption of the Federal Law of September 30th, 1925 (Appendix I), because such matters were until that date regulated solely by cantonal legislation.

A reply was received from the Swiss Government to the questionnaire issued by the Special Body of Experts in 1924. This reply, together with the annual reports to the Advisory Committee, has been carefully studied.

The investigators visited various towns in Switzerland and established contact with underworld characters.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Berne was found to be a city which is free from brothels and is noticeably free from prostitutes soliciting on the streets. On November 1st, 1925, licensed houses of prostitution were closed in Geneva.

There are no licensed houses in Lausanne. All persons approached in that city by the investigators stated that the police are exceedingly severe against prostitutes who solicit and that public sentiment in Lausanne is so against brothels that it would be quite impossible for a house to open without the police finding it or the matter being brought to their attention by a citizen.

It is quite evident that the police are very active. The prostitutes whom one meets on the streets are very cautious in their methods of approach, and usually wait for the man to make the first move. The prostitutes spoken to said, "We have to be careful. The police are very strict. If we talk to a man, they send us to gaol." The investigator said, "Don't they fine you instead of sending you to gaol?" He was told, "Yes, but they always give us both".

Most of the securing of trade by the prostitutes is done along the streets, but there are, however, many *Wein-* and *Bierstubes* which prostitutes frequent. The prostitutes do not boldly accost men, but usually conduct themselves in such a manner as to invoke initiative upon the part of the man.

These conditions were typical of many of the places visited in Switzerland.

INCOMING TRAFFIC.

In Switzerland foreigners practising prostitution are expelled in the same way that foreigners without any means of living are expelled. In Table A are set out statistics as regards deportation from 1923 to 1925, from which it will be seen that 198 were deported in 1923, of whom 97 were Germans and about 65 Italians; that 46 were deported in 1924, of whom 19 were Germans and 8 Italians; that 41 were deported in 1925, of whom 16 were Italians and 11 Germans. In Lausanne, a few foreign women were found in July 1925—French, Germans and Italians. All were over 21 and said that they had been in Lausanne several years.

In 1924 and 1925, when there were licensed houses in Geneva, the *madames* openly stated that they procured new girls from abroad either to fill a permanent vacancy or to meet a special demand, due to an influx of tourists or visitors. Extracts from the investigator's reports in 1924 are as follows: "15-M explained that her five girls are foreigners, two being Italians and three French girls. I asked her how she was able to get foreign girls, and she said, 'They always come in; besides, I have friends in Paris. I used to have two houses there. When I need someone, I just let them know and I get one'. During the remainder of my stay in Geneva I visited nine houses of prostitution, where the *madames* all corroborated what 15-M had told me. The inmates in the houses are nearly all French and Italian girls. They range in age from 25 to 35 years, and, so far as I could ascertain, have been practising prostitution for, at least, the last five years.

'Out of 14 different prostitutes met with in the streets of Geneva, 12 admitted being native born. Two claimed to be French. All were over 30 years of age.

"In 1925, just before the licensed houses were closed, there was a gymnastic fête in Geneva for which again girls were imported by the *madames*. 43-M said, 'I have nine to-night. I got three extras for the crowd we expect.' I said, 'Where are you getting your girls nowadays? Right in the town here?' She said, 'No, nearly all my girls are French. I have people in Paris that I know. Whenever I need a girl I have no trouble in getting one. It's hard now, I'll tell you! You know, the Swiss inspectors at the frontier

are getting so strict! When the girls try to cross they don't want to let them in. They make them answer all kinds of questions: they want to know who they are going to, what they are going to do when they get here, and all that stuff'. They were girls at least 25 years of age."

During the investigator's visits to the other seven houses of prostitution, he received information which substantiated everything which 43-M had told him. He states, "I noted some new faces among the inmates and learned that each house added from two to three inmates to the staff for the 'rush' business which is anticipated during the gymnastic fête. The inmates whom I saw or spoke to in the houses are all girls over 21 years of age. The majority are French, and the rest Swiss, Italians, Germans and negresses.

"In the 27-X and 677-X, both *cabarets*, I saw a new set of girls. From my conversation with them, I learned that the girls receive a very small salary for their services and apparently each one depends upon meeting men whom she can take to her apartments after the closing hour. The girls in these places are usually foreign girls, but apparently over 21 years of age. They remain in a place for a few months and then are sent to *cabarets* in other cities by the proprietors."

The investigator was fortunate in securing a copy of an authentic contract made between the proprietor of one of these establishments and an 18-year-old girl employee whom he engaged as an artist-society dancer to entertain the customers. Mention has been made in the report on Greece of the unsatisfactory nature of many of these contracts. The contract secured at Geneva is a good illustration of how, under binding agreement, a girl can be placed at the mercy of her employer, be transferred at his will, be discharged for a variety of reasons over which she has no control (such as "interruption, indisposition, loss of voice, disease or suspension of work or for any reason whatever"), how she may work unlimited hours each evening, gain a very small salary subject to capricious fines for not obeying rules which are unknown to her until they are posted daily on the notice-board. The inhumanity of such a contract is almost bound to produce disaster in the case of the foreign girl alone in a strange town, paid 5 francs a day, and without a friend to turn to when summarily dismissed. The contract is given in full in Appendix II. That such a contract is possible in connection with property owned by the city is apparently due to the entire lack of proper stipulations as to the dancing and the bar in the lease between the city and the lessee.

Incoming traffic into Switzerland may be said to be rare except in so far as foreign girls are obtained as entertainers and artistes under conditions which can but be favourable to their downfall.

OUTGOING TRAFFIC.

The Swiss Government states as regards outgoing traffic: "Switzerland is especially concerned as a country of transit. Certain cases indicate that women have been carried off to Canada and the Argentine. The frontier control regulations maintained by Switzerland since the war constitute a check on the traffic in women. No clear cases of the traffic in women have come to the attention of the authorities in the last few years. There is not the slightest evidence that alien prostitutes expelled from Switzerland have fallen into the hands of traffickers."

Enquiry in other countries has not shown that women are taken out of Switzerland in any numbers, though a few cases are to be found of Swiss prostitutes inscribed in neighbouring countries. There were 10 such Swiss women in Italy in the 20 months ending March 1924, and none there in the 12 months ending December 31st, 1925.

Table A.

DEPORTATION OF FOREIGN PROSTITUTES FROM SWITZERLAND.

Countries	1923	1924	1925	Total
America	—	1	—	1
Austria	5	4	4	13
Belgium	—	—	2	2
Czechoslovakia	1	—	—	1
Denmark	1	1	1	3
France	26	9	6	41
Germany	97	19	11	127
Greece	—	2	—	2
Hungary	1	—	—	1
Italy	65 ¹	8	16	89
Poland	1	1	—	2
Spain	—	—	1	1
Sweden	1	1	—	2
Total :	198	46	41	285

¹ Gives an approximate number as regards the Canton of Ticino. An average has been taken.

APPENDIX I.

EXTRACTS FROM THE FEDERAL LAW CONCERNING THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN AND THE CIRCULATION OF AND TRAFFIC IN OBSCENE PUBLICATIONS.

(September 30th, 1925.)

I. TRAFFIC IN WOMEN AND CHILDREN.

Article 1. — 1. Any person who in order to satisfy the desires of another shall engage in the traffic in women and minors, particularly by offering them employment, enticing them or corrupting them, shall be sentenced to penal servitude.

2. The penalty shall be penal servitude for at least three years :

if the victim is less than 18 years of age,
if the victim is the wife or relative in the descending line, offspring of the delinquent, the latter's adopted child or the child of the latter's husband or wife, or if the victim was entrusted to the care, guardianship or supervision of the delinquent,
if the delinquent has employed trickery, violence, threats, or compulsion,
if the delinquent has abused his or her authority as employer of the victim or has taken advantage of the victim's destitution,
if the victim has been taken abroad,
if the victim was to be delivered to a professional procurer,
if the delinquent is professionally engaged in the traffic.

3. Any person who has made arrangements with a view to the traffic in women or children shall be sentenced to penal servitude or imprisonment.

4. Furthermore, the delinquent shall in all cases be sentenced to a fine not exceeding 20,000 francs.

Article 2. — Any person who has committed abroad the offence specified in Article 1 shall be punishable under Swiss law, provided that the act is also punishable in the country in which it was committed, if he is arrested in Switzerland and is not extradited to another country or if he is extradited to Switzerland on account of this offence. If the law of the place in which the offence was committed is more favourable to the delinquent, he shall be judged according to that law.

The delinquent may not be punished for the offence if he has served the sentence passed upon him abroad, if that sentence has been remitted, or if it has lapsed.

If the delinquent has served abroad part only of the sentence passed upon him, that part shall be deducted from the sentence passed upon him in Switzerland.

Article 3. — Article 3, Section 15, of the Federal Law of January 22nd, 1892, on extradition to foreign States shall be amended as follows :

"Professional procuring ; traffic in women and children".

Part II on obscene publications, etc., is omitted.

APPENDIX II.

.....-DANCING RESTAURANT OF GENEVA.

Engagement of Mlle....

Salary : Five francs per day, lasting one month from September 9th to October 8th, 1926.

BETWEEN THE UNDERSIGNED :

Monsieur...., Director, party of the first part, and

Mlle...., living at....

declaring herself free of all other engagements, there has been acknowledged and agreed to the following :

Article 1. — Mlle.... engages herself as an artist society dancer to work every evening and at matinées, at the hours indicated by the director or his deputies, under penalty of fines established in the regulations of the Restaurant of, which she declares herself to know and to accept. The matinées are included in the price of the engagement. The service comprises Thés-Dansants from 4.30 to 6.30 and Thé-Restaurant of evening dancing from 9 to the closing hour.

Article 2. — The undersigned artist engages herself to consecrate all her talents without any reservation to the good of the service of the management. Under no pretext can she take part in any entertainment outside the.... without the written authorisation of the Direction. She must give a novelty at least every eight days. She agrees also to exercise the greatest care in her manner of clothing herself.

The artist agrees not to frequent, even as a consumer to the extent of having refreshments there, similar establishments under penalty of immediate annulment at the discretion of the management.

Article 3. — All the costumes and clothes as well as the orchestration of each piece composing the repertoire of the artist are at her own expense.

Article 4. — In case of fire, epidemic, repairs or any other event whatsoever, which shall provoke or cause the closing of the establishment to be ordered, the salary of the artist shall be entirely suspended and without indemnity. The same will be the case if she is forbidden by the authority (legal power) to appear on the stage or on the floor.

Article 5. — The management reserves to itself the absolute right to (discharge) annul immediately and without indemnity all persons employed in the Restaurant of under any title whatsoever (artists, musicians, personnel, etc.) in the following cases (circumstances):

1. Refusal to work in carrying out the general rules and those of the present engagement.
2. Vulgarity, insults or abusive (or threatening) language towards the heads of service of the Administration.
3. Quarrels, drunkenness, bad conduct or behaviour, scandal.
4. Negligence in work, in costumes and clothes.
5. Interruption, indisposition, pregnancy, loss of voice, disease or suspension of work for any reason whatever.

Article 6. — The Direction reserves to itself the exclusive right to annul the present engagement after the first appearance if it finds the talent of the artist insufficient, and this without any indemnity. According to rule absolutely expressed, the Director will be the only judge in the question and the undersigned artist declares herself to accept this clause.

Article 7. — The arrival of the artist is fixed for noon of the day before her debut. In case of late arrival, the Direction can, according to its pleasure, annul the contract without indemnity or put off the debut to a later date.

Article 8. — In case the artist does not come to keep her engagement or interrupts it in its course, she will pay to the Direction an indemnity agreed upon now by common consent in the sum of 500 francs.

Article 9. — The artist must attend promptly all rehearsals and performances. She must conform rigorously to all verbal orders, and rules put each day on the bulletin board (*tableau de service*). In case of an infraction, she will be subject to a fine established by the regulations.

Article 10. — Any artist who has been previously engaged in any concert-hall or theatre in Geneva must inform the Direction of it, before signing the present contract, under penalty of annulment.

Article 11. — From the day of signing this contract, the undersigned artist agrees not to contract any engagement in any other establishment of Geneva, under penalty of an indemnity fixed now by common accord at 1,000 francs to be paid by her to the Direction. This interdiction will end six months after the expiration of the present contract.

Article 12. — All these clauses and conditions being respected and executed, the Direction engages itself to pay the undersigned artist the salary stipulated at the head of this present contract. The payment will be made every Monday by the week or by the days passed.

Article 13. — The Direction will not be responsible for accidents which may happen to the artists in the course of their work, or during their presence on the stage or in the halls of the Restaurant-Dancing, Veranda or Terrace.

Article 14. — The management reserves the right to have the undersigned artist carry out this contract under the same conditions for all or a part of its duration in another establishment of Geneva or Switzerland. In case of a change of position the round-trip expenses, 2nd class, will be paid by the management.

The artist undersigned accepts quite definitely this clause and agrees to submit to it without any objection, complaint, or any other indemnity except the expenses of the trip as already stated.

Article 15. — The undersigned artist agrees to inform the management by registered letter ten days in advance of her debut the exact day of her arrival, failing which the management may cancel this contract.

Article 16. — The cost of the stamp and the registration of this document shall be at the expense of that one of the parties who occasions that formality. In case of dispute the parties agree to refer the matter for decision to the competence of the Genevese Courts.

Article 17. — For artists, personnel, etc., engaged by the month, the present engagement is annulable each month on the part of the management only, and by giving the artist notice ten days in advance.

Article 18. — For the execution of this contract the undersigned artist assigns as her residence at Geneva No. X. rue..., with the concierge of the establishment of the....

TURKEY.

Turkey is not a party to the Agreement of 1904 or to the Conventions of 1910 and 1921 for the Suppression of Traffic in Women and Children.

Through the courtesy of the Delegate of the Ministry of Foreign Affairs of Angora, in Constantinople, the investigators were placed in contact with the officials having information relevant to the enquiry.

Information was also obtained from the Italian and Austrian Consuls.

Visits with and without official escort were made to a number of houses of prostitution in the principal foreign districts of Constantinople where the owners, *madames* and inmates were interviewed. Resorts frequented by *souteneurs* and prostitutes were visited, and information was obtained in this way as to the practices and undertakings of these underworld characters. The information thus received was checked with official records and with information from respectable sources and was, in general, found to be accurate.

No reply has been received from the Turkish Government to the enquiry of the Experts, which was circulated in 1924, on the subject of international traffic in women. So far as possible, however, official information was obtained by conversation with heads of departments and experienced civil servants.

The enquiry has, as regards Turkey, presented features different from those found in the Americas and Europe owing to the general situation at the time of the investigation. In 1925 Turkey was passing through a period of reconstruction, and changes were being introduced into the habits and customs of the people. Political re-organisation was taking place and there was a considerable economic depression. Partly for these reasons it was difficult to obtain definite statistical information for pre-war years. The information was largely collected from conversations with persons of long residence and of experience in Constantinople, and from personal observation.

The report deals first with internal conditions, and then with traffic into, from and through Constantinople.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

It was freely admitted by officials and residents in Constantinople that, before the war, there was evidence of foreign women, often girls of Balkan nationality, being brought into Constantinople for purposes of prostitution.

At the time of the enquiry, prostitutes in Constantinople were inscribed above the age of 18. An account of the methods of registering licensed houses and of regulating prostitution are set out in Appendix I.

Statistics of the registered, unregistered and suspected prostitutes are set out in Table B, according to nationality. This table shows that there were 2,492 prostitutes of Turkish nationality, of whom 1,077 were Mohammedans, registered from 1920 to April 30th, 1925. For the same period there were 480 foreign prostitutes registered, of whom the large majority came from Russia and Greece. During this period, therefore, the foreign prostitutes registered in Constantinople numbered about one-fifth of those of Turkish nationality. Owing to the absence of statistics for each year, it is not possible to state, except as to Mohammedan women, whether the number of registered prostitutes has increased or decreased of recent years. The closing of the harems forced many of their former inmates into an economic struggle for which they were utterly untrained. The ban against the admission of Mohammedan women to licensed houses being removed, a number took to prostitution, so that about half the registered prostitutes in Constantinople are Mohammedans. There are thus three kinds of prostitutes in Constantinople, Turkish Mohammedan women, native women of other faiths, and the foreign women.

The Police state that they have difficulties with young girls under 18 whom they arrest for practising prostitution. These cases cannot be registered, and there are no institutions, other than the hospitals, to which such girls can be sent for shelter and for rehabilitation.

In Table A are set out the distribution of the houses of prostitution in Constantinople in May 1925, and some particulars as to the owners of these houses. At this date there were 241 licensed houses, of which 37 contained only Mohammedan women. Of the owners of these houses, 200 were subjects of Turkey and 41 were of foreign nationality.

Information could not be obtained as to whether the number of houses of prostitution in Turkey has increased or decreased of recent years.

Information which is in the hands of the Police would appear to be particularly accurate as regards the amount of prostitution in Constantinople in that they are able to give statistically, and by nationality, the number of unregistered and of suspected prostitutes. The Police have books containing photographs and names and finger-print records of the owners of houses of prostitution, of prostitutes of Turkish Mohammedan, minority races and foreign nationalities, and of male and female persons arrested as go-betweens.

In spite of this detailed knowledge, the Police are unable to take active steps to improve the moral condition of the city for several reasons. First, there is no law making it an offence to live upon the earnings of a prostitute. According to the Police, a *souteneur* can be prosecuted if he assaults a prostitute. He may also be proceeded against as a vagrant, but the evidence is difficult to establish in such a case. If a girl under 18 is brought into Constantinople and placed in a house of prostitution, it is possible to proceed against the person who procured her, and the owner of the house, for the offence of impairing the morals of the minor. There is no law by which *souteneurs*, as such, are deportable. It is difficult to take effective Police action when some of the Police are themselves in complicity with *souteneurs* and prostitutes. Evidence of this complicity was obtained from several reliable sources. A former official (O-70) stated that it was a well-known fact that a policeman considered himself lucky if detailed for duty in the brothel area.

Almost every woman either in or out of a licensed house has a *souteneur*, but, owing to the economic depression in Constantinople, it is admitted on all sides that prostitutes are finding it difficult to make their living and that for this reason there is trouble between them and the *souteneurs*. A physician of the dispensaries in Constantinople said that the *souteneurs* sit outside coffee houses opposite the houses of prostitution with pieces of chalk in their hands, each one marking on the rungs of his chair the number of visitors his woman received. If at the end of the day any woman did not pay the right amount, she was beaten.

There would be a fairly large exodus from the city to countries where there is a possibility of earning a livelihood more easily were it not for the fact that there was a debtor law in Constantinople. An informant (711-X) gave the following graphic account of the system to the investigator :

"Here is the present system. Take, for instance, a woman or girl who is brought to a house by a *souteneur*. She needs money and clothing. She has to register with the Police and Health Departments. It costs from 15 to 20 Turkish pounds to be inscribed with the authorities, and the *souteneur* gets about 20 Turkish pounds. The owner of the house brings in a Persian money-lender whom they call 'Tevadjis'. The money-lender makes her sign a legal document that she has received from him 100 Turkish pounds which she promises to repay in three months. She never receives that sum. The interest on 100 Turkish pounds is 30 Turkish liras for three months; this the money-lender deducts at once. He then gives her enough money to pay for her registration fee, and he takes or sends her to a clothing store, with which he has an account, and lets her select the clothing she needs, charging her a higher price than he himself is charged. All the woman has received in actual cash, or value in merchandise, for the 100 Turkish pounds promissory note which she has signed does not exceed 40 Turkish pounds. The balance of 60 per cent is kept by the money-lender for his services or trouble. If the woman is unable to pay off her debt at the end of three months, and usually she cannot do so, another 30 per cent is added for the unpaid balance, and this the owner deducts from her earnings. If, while paying off, she needs new clothing or additional money for herself or *souteneur*, the money-lender again steps in. If she is found venereally diseased and is sent to the hospital for treatment by the authorities she has to pay one Turkish pound a day. During her absence, if money is needed for the support of the *souteneur*, the money-lender is again called in. If, on visiting days, the other inmates pay her a visit to the hospital and take her some food and other delicacies, the *madame* advances the money but gets it from the money-lender on the woman's account.

"Under the laws here a person, man or woman who fails to settle debts when due may be imprisoned for 90 days. As these money-lenders have a legal claim backed up by promissory notes, these women are always in their clutches."

An owner of three houses of prostitution offered the investigator various women. This man pointed out the women who were for sale, and said that they might accompany the investigator if he would settle their debts and give a small bonus to their *souteneurs*.

TRAFFIC INTO, THROUGH AND FROM CONSTANTINOPLE.

The general impression amongst the well-informed in Constantinople is that, although women come into Constantinople and are taken out of it, this movement does not indicate incoming or outgoing traffic. It does, however, indicate that Constantinople is

primarily a channel through which traffic passes, and that it is a halting-place on the journey which is sometimes used for the purpose of training women to practise prostitution.

The Chief of Police of the Criminal Division at Czernovitch, Roumania, stated that, though difficult to prove, there was a traffic in women and girls from Poland through Czernovitch to Constantinople, and that occasionally arrests and convictions were secured of persons engaging in this business.

Several instances were discovered in support of these impressions. The informant (711-X) said :

"26-DH, whom I know well as an Italian *souteneur* and former owner of a house of prostitution at 719-X, Constantinople, seduced a Greek girl under 18 years of age about a year and a-half ago, and then sent her out to practise prostitution. She was not registered. You know, the better class of prostitutes are not in houses of prostitution, but practise in hotels and *maisons de rendez-vous*. About a year ago this Greek girl got tired of 26-DH, and she was induced by another *souteneur*, who had returned from South America, to run away with him to Brazil."

The investigator was himself introduced by a *souteneur* (95-P) to a Russian prostitute (104-G) who admitted she was 20 years old and who expressed a willingness to accompany him to Egypt. 95-P offered to make arrangements with the crew for her to be transported.

(a) *Incoming Traffic.*

As regards entry into Constantinople, the Police exercise a rigid inspection of all foreigners coming either by land or sea. Passports visaed by Turkish passport officers are essential, and travellers who intend to remain in Constantinople are obliged to register and fill in a form entitled "Declaration of intention to remain in the country" (see Appendix II). Clandestine entry is, however, effected in certain cases by means of false passports, including the substitution of passport photographs. Smuggling ashore from steamers also occurs.

An instance was met with of a man (37-T) transporting with fraudulent passports three prostitutes and two *souteneurs* from Poland through Roumania to Constantinople. He was arrested *en route* at Czernovitch and convicted. He had a Roumanian passport, though of Polish birth, and travelled under a false name.

The women arrested with 37-T were 129-G, who had a false passport giving her age as 21 and her country of birth as Russia. She appeared to the Police to be under 21 years of age. The second woman, 130-G, age 26, born in Odessa, Russia, had a Polish passport issued in Lemberg, and gave her occupation to the Police as "prostitute". The third woman, 131-G, age 29, born in Lemberg, Poland, had a Polish passport issued in Lemberg, and gave her occupation as "prostitute".

The Police said that these three men are *souteneurs* and traffickers and that they are now with the three women in Constantinople.

(b) *Through Traffic.*

Several instances were reported to the investigator of *souteneurs* procuring girls in Central Europe and bringing them to Constantinople *en route* for Egypt, Syria, South and Central America and Mexico.

96-P mentioned the case of a *souteneur* from Egypt who obtained a girl from Bucharest, promising to take her to Palestine. He brought her to Constantinople, and from there they went on to Cairo.

711-X mentioned the case of a *souteneur*, 32-T, who had been practically everywhere in the world and who always took girls with him. He had brought women from Roumania and Poland to Constantinople. On March 11th, 1925, this man passed through Constantinople with two girls, one less than 18 years of age, both of whom he had picked up in Czernovitch. They all sailed on the same ship for Alexandria, Egypt, but they travelled in separate classes. It was reported that on arrival in Alexandria 32-T was paid a sum of money and the girls left him.

On visiting Czernovitch, the investigator was furnished by the Police of that town with a list of persons suspected of being international traffickers. In it was the name of this man, 32-T. The Police had arrested him for traffic in Czernovitch in 1919 and had records of his photograph and finger-prints.

Further proof of the fact that this character is known by the underworld in different countries is furnished by the fact that "special regards" are sent to him in a letter sent by 29-DH, the keeper of a licensed house in Buenos Ayres, to her husband, 39-T, a suspected trafficker in Czernovitch. This letter has been photographed and has been reproduced (Appendix IV).

Another example is the case of 33-T, given by the same informant, who is reported to keep a woman in Constantinople, another in Beyrout and another in Alexandria. This man (33-T) was known to the Italian Consulate. He was sent for and it was found that, in fact, he had made several trips to Egypt and Syria, the last being in September and December 1924.

711-X reported a recent case in which a former Constantinople *souteneur* who had gone to Egypt stopped in Constantinople on his way from Czernovitch with a young girl he had picked up in that city to be taken to Egypt. They stopped at the house of 23-DH, so that the girl could be broken in as a prostitute before being taken to Egypt. This house is not licensed as a house of prostitution.

(c) *Outgoing Traffic.*

Special permission of the Police is required to leave Constantinople, whether by train or by steamer, and even for travelling into the interior.

Full particulars as to passport procedure are given in Appendix III. There is no discrimination in the issuing of passports or of visas, so that traffickers, *souteneurs* and prostitutes may obtain them as well as ordinary citizens. There is, however, more formality in connection with the issuing of a passport to a Turkish citizen, and especially is this the case when the applicant is a Mohammedan woman. No special protective measures are in force as regards emigration to distant countries, or as regards emigrants seeking work as entertainers or in *cabarets* in other countries. The consent of her husband is the only formality as regards the emigration of a married woman.

Owing to the operation of the debtor laws, prostitutes often find it difficult to leave Constantinople, and they thereupon in many cases resort to being stowed away on ships. The crews of the steamers plying in the Mediterranean are said to work in collusion with the *souteneurs* and prostitutes.

Captain 46-R, a pilot, admitted that members of the crew smuggled in and out of the city women who did not have the proper passports, and who looked like prostitutes, but he had not ascertained if they were so in fact.

20-DH, who owns houses of prostitution in Constantinople, stated that she had two Russian women inmates, one of whom, 119-G, had an offer from a Turk, 709-X, to smuggle her to Beyrout. She declared that hundreds of women went in that way and that their *souteneurs* followed. Another owner of a house of prostitution admitted that two Greek inmates of hers, 133-G, 19 years old, and 121-G, 22 years old, had run away from her without settling their debts, and that she had heard they were smuggled out of Constantinople on a ship going to Syria.

34-T's record at the Italian Consulate showed passport visas for many countries over a short period of years, and it was stated that he was a known *souteneur* who travelled with many different women. The old passport of 34-T showed among other things the following facts :

Passport,	dated Naples, August 28th, 1919.
	1921, showed visa for Turkey.
	1922, showed visa for Greece.
July	1923, visa for Portugal, issued in Paris.
	1923, registered with the Police in Madrid.
November	1923, passport amended for Portugal, France, Belgium and Holland, at Italian Consulate, Madrid.
	1924, visa for Turkey.
	1924, registered at Italian Consulate, Belgium.
May	1924, Hungarian visa issued at Vienna.
March	1924, Yugo-Slav visa issued at Vienna.
July	1924, Bulgarian visa.
November	1924, Austrian visa obtained in Zurich, Switzerland.
	1924, visa for Turkey obtained in France.

Examples of many cases of *souteneurs* travelling to, through, and from Constantinople with prostitutes have been given in this report for the purpose of proving that international traffic exists and that it is active and successful in its object.

In the course of the enquiry certain allegations were brought to the attention of the Special Body of Experts as to the treatment of Armenian girls in Turkey, including a statement that some of these girls were being exploited for immoral purposes.

The matter was carefully considered and it was decided that it raised a question which was mainly political and beyond the limits of the enquiry.

Table A.

PARTICULARS AS TO HOUSES OF PROSTITUTION IN CONSTANTINOPLE.

I. *Distribution of Houses (May 1925).*

District.	Street.	Number of Houses.	Remarks.
Taxim	Abanoz	32	
	Bairam	11	
	Buyuk Siba	13	
	Buyuk Yazidji	16	
	Feridieh	15	(All Mohammedan)
	Kilit	4	
	Kutchuk Siba	5	
	Kutchuk Yazidji	6	
	Lalló	9	
	Badem	5	
Galata	Bey Zadé	18	
	Bulbul	2	
	Ergin Erfa	18	
	Karo Oglan	9	
	Ouglak	2	
	Sherbet Hané	34	
	Sheftali	20	
	Eireglik Tsceshme	22	(All Mohammedan)
Kadikeuy			
Total No. of Houses		241	

II. *Owners of Houses (May 1925).*

Citizen or subject of :	Number
<i>(a) Turkey :</i>	
Mohammedans	37
Armenians	40
Greeks	92
Hebrews	31
	200
<i>(b) Foreign Nationals :</i>	
Austrian	6
French	1
Greek	6
Russian	22
Roumanian	7
	42
Totals	242

Table B.

STATISTICS OF PROSTITUTION IN CONSTANTINOPLE ACCORDING TO NATIONALITIES¹.

(1920 — April 30th, 1925.)

Nationality	Registered	Unregistered	Suspected	Total
<i>Turkish² :</i>				
Mohammedan	1,077	298	518	1,893
Greek	971	205	298	1,474
Armenian	279	66	56	401
Hebrew	165	19	22	206
Total	2,492	588	894	3,974

Nationality	Registered	Unregistered	Suspected	Total
<i>Foreign Prostitutes :</i>				
Austrian	32	3	3	38
Bulgarian	7	2	7	16
Czechoslovak	—	1	—	1
English	3	1	—	4
French	15	5	4	24
German	7	—	—	7
Greek	120	24	18	162
Italian	21	9	7	37
Persian	4	—	—	4
Polish	1	—	2	3
Roumanian	35	8	6	49
Russian	228	17	21	266
Serbian	7	3	—	10
Total	480	73	68	621

Summary of Above Table.

Total Turks	2,492	588	894	3,974
Total Foreign Prostitutes	480	73	68	621
Grand Total	2,972	661	962	4,595

¹ Figures as furnished by the Chief of the Morals Police, Constantinople.
² The Turks registered who came from outside Constantinople were 1390.
 " " unregistered " " " " 341.
 " " suspected " " " " 492.

Table C.

CERTAIN PARTICULARS OF FOREIGN PROSTITUTES IN CONSTANTINOPLE.

*I. Foreign Prostitutes Registered in Houses
(1920 — May 1925).*

Citizen or subject of:	Number	Age-Groups						Years of Registration						
		18-20	20-25	25-30	30-35	35-40	40andover	1920	1921	1922	1923	1924	1925(† May)	
Austria	7	—	—	—	—	—	—	—	—	—	—	—	—	—
Hebrew	3	10	—	3	3	4	—	—	7	—	—	1	2	—
Bulgaria	6	2	4	—	—	—	—	—	3	—	—	2	1	—
France	10	2	4	2	2	—	—	—	—	5	4	1	—	—
Greece	28	7	9	7	1	3	1	4	5	13	3	3	—	—
Italy	6	3	—	3	—	—	—	3	—	2	1	—	—	—
S.H.S. Kingdom	3	—	3	—	—	—	—	—	3	—	—	—	—	—
Roumania	21	3	6	9	3	—	—	3	2	4	6	5	1	—
Russia	33	—	—	—	—	—	—	—	—	—	—	—	—	—
Hebrew	45	—	—	—	—	—	—	—	—	—	—	—	—	—
Polish	17	95	16	43	31	3	2	—	28	21	14	22	10	—
Totals	179	33	72	55	13	5	1	45	34	38	39	22	1	—

¹ None of these prostitutes were recorded as punished for infractions of the Regulations.

II. Foreign Registered Prostitutes who left Constantinople for other Countries since 1920.

(Translation of Table furnished on April 30th, 1925, by Police.)

Citizen or subject of:	Number	Age-Groups						Years of Issue of Passports, and Departure.						Remarks.	
		18-20	20-25	25-30	30-35	35-40	40andover	1920	1921	1922	1923	1924	1925 († May)		
Russia	10	—	3	3	2	2	—	—	—	1	4	5	—	—	To Russia
"	7	—	5	2	—	—	—	—	—	—	—	6	1	—	To America
"	2	—	2	—	—	—	—	—	—	—	—	2	—	—	To Czechoslovakia
"	1	—	1	—	—	—	—	—	—	—	—	1	—	—	To Salonika
Polish	1	—	1	—	—	—	—	—	—	—	—	1	—	—	To Turkish border
France	1	—	1	—	—	—	—	—	—	—	—	1	—	—	To France
Totals	22	—	13	5	2	2	—	—	—	1	4	16	1	—	

APPENDIX I.

SYSTEM OF REGISTRATION OF PROSTITUTES AND HOUSES OF PROSTITUTION.

The Chief of the Morals Section of the Police Department explained to the investigator the procedure of licensing houses of prostitution and prostitutes as follows :

"My office licenses every registered house of prostitution and registered prostitute. We are very severe on this for health reasons. My office is responsible for enforcing the law, and the doctors of the Health Department in their dispensaries do the medical examining. We have in Constantinople some 275 registered houses of prostitution. There are no limits as to the number of houses, although, since I took office a couple of years ago, I have cut down the number.

"... A woman conducting a house of prostitution must agree that she will not employ any unregistered prostitutes, will notify my office of any change or transfer of women, and will have no scandal in the house. She must also agree that she will not permit a girl under 18 years of age to come to her place...

"Regarding the registration of prostitutes, we proceed in the following manner. Let us take first the cases of clandestine women who are picked up by the Police : if a woman is arrested for the first time, she is warned and an attempt is made to restore her to her parents, tutors or husband ; she is sent to the dispensary for a medical examination and, if found diseased, she is sent to the hospital. In case she is arrested the second time, she is photographed and again sent to the dispensary for medical examination. In case of a third arrest she is registered, if not diseased and if over 18 years of age. If under 18 years of age, her parent or tutor is sent for and told that they will be held responsible for the minor's acts.

"All women over 18 years of age who voluntarily apply to be inscribed must come to my office and make application. There are no special printed forms for it. They are sent to another Division where finger-prints and photographs are taken. They then return to my office. We send them to the dispensary for medical examination and there they are given a booklet indicating the class to which they belong. There are three classes of women : those who receive medical examination and treatment gratis, those who pay two Turkish pounds a month and those who pay four Turkish pounds a month.

"If a woman prostitute desires to retire from this business, she must apply to my office, stating the facts and giving reasons and we make an investigation. If we find she has means, such as being supported by someone, has money, a position, etc., we make the proper entry in our books and exempt her from the medical inspection. If a woman leaves the country or city, she must also notify us, and the owner must do the same."

APPENDIX II.

DECLARATION WHICH FOREIGNERS MUST SUBMIT ON THEIR ARRIVAL IN TURKEY.

After March 17th, 1331¹, foreigners within 15 days after their arrival at the border or ports of Turkey must submit a declaration, and they must prove by their passports the contents of their declarations. The declaration may be submitted to the Police by other than the declarant through such persons as hotel-keepers, concierges, etc. (Article 1 of Instructions.)

¹ Turkish year.

APPENDIX III.

PASSPORT PROCEDURE.

The Chief of the Passport Bureau explained the proceeding that a Turkish citizen must undergo in order to obtain a passport as follows :

1. The applicant appears before the "Mouktar", a civil official of the district in which the applicant resides, and obtains from him a certificate called "Il Mohaber", stating that the person actually resides in the district and is known to him.
2. With this and a birth certificate known as "Hamidie", applicant applies to the local Police station, where an application is filed, and they make an investigation.
3. The applicant then goes to the Passport Bureau with two witnesses where another application is filed, together with the documents obtained and with photographs, and, if all is found satisfactory, a passport is issued. If deemed advisable, the passport office makes another investigation. Minors must have the consent of their parents, and a married woman that of her husband.

The Chief of the Morals Police stated that he did not believe that passports were refused to known prostitutes or traffickers, or that visas were refused to foreign prostitutes or *souteneurs* wishing to depart.

APPENDIX IV.

Buenos Aires, November 2nd, 1924.

"My beloved and dearest Husband :

"Dear Husband, you write me to give you a detailed letter. The time is not opportune now, as it is two months before New Year and I do not know yet what is going to happen. As I have already written you once before, I am in partnership in my business, and I say that I must look out well and decide whether I should dissolve or let my partner remain in the business, or keep it myself. Because he would want of me a bargain, knowing that I want to depart for home. I toiled hard enough before I could bring it to a business of my own and therefore I must be patient until January when I will write you a detailed letter.

"I can write you now that business is very bad because of the influx of Russian-Poles who open every day new houses. For every two that were (in existence), 15 new ones are now opened. It is because of this that I am undecided what to do. I have already written you about this, what to do, or whether to retain the entire business myself, or to sell it. You have written me that business in Czernowitch is not very good, and because of this I want to withdraw and obtain the entire business of which I am now only part owner. I regret that I sold half of the business; I want to get an answer from you so I will know what to do.

"You know well that I am not like other women; when I will return home with the help of God, you will see what kind of a woman I am towards you. My entire worry is for you in spite of what that man has written bad about me. The future will show whether I am as bad towards you as was written to you by that man. Didn't I give 200 pesos to your brother? I believe that this will show that I did this because I consider you as my husband. I did this for my brother-in-law, and what else can they write bad about me?

"I wanted, dear Husband, to send you a few hundred dollars, but we do not know what's going to happen here. Each day there are new laws, and I hope to God that they should not close the business (place), because every day it is expected something new; and on account of this I am holding back the sending of money. You know well that I will not retain the money and buy myself foolish things.

"Concerning what you write about destroying the letters that you send me, please do not be a child, because here is not Czernowitch, where they would come to make a search of my house. I am not afraid of such things here. I laugh in their faces. Dear Husband, you write me that I should tell.... (136-P) that he should answer you. If he is a good friend of yours, he should need no urging to answer your letter. You should not make bad blood out of this! You should not write to him any more, because he is a rich man and perhaps it does not suit him to do so. He is mad at me, because he asked me to loan him 600 pesos and I told him that I have money, but not for him. He claims that you go every day to his mother-in-law and cry. I don't wish my enemies any worse situation than he is in!

"In addition, I have nothing new to write. I greet and kiss you a thousand times. Your wife, who is anxious to see you as soon as possible. Give my special greetings to Mrs....X and her husband, and special regards to....(32-T); also regards toX's wife andX, the Big One; regards to the others. Ask.... X if he remembers his auntX. Remain in the best of health and write soon.

Your Wife,
(Signed)(29-DH).

"P.S. — Be so kind and enquire whether my mother has received \$30; and also if my sister-in-law has received \$100 and \$10 additional in a letter. It would be better if you would go toX (City) (illegible)."

UNITED STATES OF AMERICA.

The United States of America has adhered to the International Agreement of 1904 for the Suppression of the White Slave Traffic, but owing, it is said, to the fact that legislation on prostitution is largely a State matter, the Federal Government has not adhered to the Conventions of 1910 and 1921.

A reply to the questionnaire issued in 1924 by the Special Body of Experts has been received from the Federal Government and has been carefully studied, together with the annual reports submitted to the Advisory Committee on Traffic in Women and Children.

In making a study of conditions as regards traffic, interviews were held with the Federal officials in the Department of Justice and in the Immigration Services as well as with Police and other officials in the many towns visited. Private organisations and private citizens who had special experience in traffic matters were also consulted.

Contact was established with underworld characters and some information as to their point of view and as to their activities was obtained.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

As already stated, the United States of America has a federal form of government and therefore, while certain matters are within the jurisdiction of the Federal Government, others are subject to the differing laws of each of the 48 States.

The Attorney-General of the United States is charged with the prosecution of criminal cases of international traffic in women and girls and with cases which involve such traffic between the separate States inside the United States (see Appendices II and V). All sex offences other than these come under the jurisdiction of the several States and their political subdivisions.

The system of official licensing of houses of prostitution, inscription of prostitutes and their periodic official medical inspection does not exist anywhere in the United States.

As regards public order and the suppression of prostitution, the better conditions have generally existed in those portions of the country which have been settled longest and in which public opinion has been formed. On the other hand, the conditions in the frontier or newer communities, where young, unmarried men predominate, have been and sometimes long remained unsatisfactory. Older cities, such as Detroit and Los Angeles, which suddenly doubled and tripled in size because of the automobile, motion picture or oil industries, also took on temporarily many of the conditions of frontier communities.

As prostitutes are not registered in the United States, a study was made of records of the Women's Court in the City of New York, 40 per cent of whose population is foreign-born, in order to obtain some idea of the proportion of prostitutes who are foreign-born. All women charged with sex offences throughout the greater city pass through this Court.

The Court records showed that from 1,200 to 1,400 women and girls of all nationalities are convicted in this Court every year of various offences relating to the practice of prostitution; that of that number from 300 to 350, or 25 per cent., admitted foreign birth.

Because of the likelihood that some of these women were concealing their foreign birth for fear of deportation proceedings, personal examinations of every convicted woman were made by the investigator during every Court day for the greater part of two months. This intensive investigation showed that the percentage of foreign-born women was 37 per cent. instead of 25 per cent. (see Appendix I). In addition, it is of interest to note that none of these women were under 21 years of age at the time of this examination, and that at the time of the trial the great majority had been in the United States for more than 2 years and many of them from 10 to 15 years.

As to nationalities, Great Britain, Ireland and Canada contributed together 90 out of the 284 women enumerated in Appendix I. Russia and Poland with 55, Italy with 26, Austria with 28, and France with 17 followed.

It should be remembered, in considering the statistics in Appendix I, that they represent all the women that a vigilant Police force could find practising prostitution; that all prostitution in New York is clandestine; that no class of houses of prostitution is either licensed or tolerated, and that solicitation for prostitution is prohibited on the streets, in music-halls, *cafés* and other places frequented by the public.

Inter-State Traffic.

The Mann "White Slave Traffic" Act (June 25th, 1910) penalises the *inter-State* as well as the foreign transportation of any woman or girl for the purpose of prostitution, or debauchery, or for any other immoral purpose (see Appendix II).

Owing to this wide definition, complaints of white slave traffic cases are made to the authorities in which men have brought girls from one State to another either as their mistresses or for a week-end liaison. The practice of the Department of Justice as regards such complaints has been to disregard them unless there has been some element of commercial exploitation of the girl or unless she is a minor under the age of 18 years.

A man, 45 years of age, transported on November 6th, 1923, from Calgary, Canada, to Spokane, Washington, a Canadian girl, 17 years of age. He informed the United States immigration authorities at the frontier that she was his daughter. He lived with her at an hotel as man and wife, after promising the girl that he would marry her. He had a wife in Canada. He was convicted.

More serious is the following case :

C. was arrested in New York City for bringing Chinamen to A.J. for immoral purposes. The girl had met C. when working at a *café*. He took her to Boston on promise of getting her a better job. He got her to pick up men on the streets there and to give him the money earned in this way. Later they returned to New York City and then went to Providence. C. went to Armenian coffee-houses and made arrangements for the girl to meet men; she charged the customers brought by C. \$2.50 to \$3 for intercourse and gave all the money so made to him. Arrangements were also made for her to prostitute herself with Chinamen and Turks at \$3. Arrest followed, C. pleaded guilty and was sentenced to 3 years in a penitentiary.

Owing to the strict State laws and to the wide interpretation given to the definition of traffic in women, there is no large city, and very few small ones, in the United States into which women can be brought for purposes of prostitution with any certainty that they will be able to operate as prostitutes for a sufficient period to make it worth while for traffickers to incur the expense of transporting women from State to State.

INCOMING TRAFFIC.

The laws and regulations of the United States to prevent alien traffickers, procurers, *souteneurs* or women from coming or being brought into the country for purposes of prostitution are elaborate and complete (see Appendices IV and V).

The immense difficulties of patrolling some 6,000 miles of sea-coast on the east and west and an equal stretch of land frontier on the north and south, makes it easily possible for the restrictions on entry into the country to be evaded. The Secretary of Labour, in whose Department is the Bureau of Immigration, has publicly stated on more than one occasion that the flow of clandestine immigration into the United States amounted to about 1,000 persons a day. This equals the number of persons legally admitted, and the question naturally arises as to what proportion of those entering clandestinely are *souteneurs*, prostitutes or traffickers. If these persons have in fact come in clandestinely in large numbers, they should be found in those cities which are near the Canadian and Mexican borders and near the islands of the West Indies, since smuggling operations on an extensive scale across the Atlantic or the Pacific are obviously impracticable. Intensive studies by the Army and Navy Commission on Training Camp Activities, and by the American Social Hygiene Association during the last ten years, have failed to show any extensive clandestine immigration of such persons in or through such cities.

It has been already stated that 40 per cent. of the population of New York is foreign-born, that 37 per cent. of the city's prostitutes are foreign, and that most of these foreign prostitutes have been many years in the country and so were probably not expressly brought to the country for immoral purposes. A waiter in a restaurant in New York who had worked in *cabarets* in South Africa and Buenos Aires, and therefore had a wide knowledge of underworld conditions, said of the foreign prostitutes now operating in New York : "They didn't come here to practise prostitution. Something goes wrong, their husbands leave them or they are caught having a good time and then they become regulars."

While the conditions as to laws, law enforcement and administrative machinery which exist in New York are not the same in all the large cities of the United States, there is no important variation in any of the cities in the proportion of foreign prostitutes to foreign-born residents. The city of Detroit may be taken as a good example. It is very close to the Canadian border and when studied in the winter of 1926 conditions as regards prostitution were so favourable that many prostitutes from other parts of the United States had gone there. Here, if anywhere, a high percentage of foreigners might be expected. The percentage of foreign-born residents in Detroit is 29.3 per cent. During a survey of prostitution conditions in Detroit a *souteneur* was asked how many Canadian and other foreign prostitutes there were in the city. He said : "There ain't many Canadians around the city. You will find a few, also a few Germans, Poles and Spanish, but they are all old-timers."

It is true that Mexican girls have been found practising prostitution in the American cities along the Mexican border, particularly when there were training camps for soldiers in this district during the war. But even under such abnormal conditions there were comparatively small numbers of Mexican prostitutes.

Europeans and other foreign women are not as a rule willing to undergo the hardships of being smuggled in by small boats from Cuba, or across desert wastes on the Mexican border, with the prospect of gaol or deportation staring them in the face, when opportunities are available for making money more easily and more plentifully elsewhere.

The Inspectors of Immigration report that persons do attempt to enter on false documents to evade the rigour of the "Quota Law", as the following example illustrates :

A Russian was discovered who had a Russian passport secured in Constantinople which stated that the man was born in Germany when, as a matter of fact, he had never been

there. He took this course so that he might secure admission to this country in the German "quota" when the Russian "quota" was filled up.

The Inspectors of Immigration stop many cases of persons of known bad character from entering the country, but they admit that "many immoral aliens slip by the immigration inspection".

One method which is used is to secure an American birth certificate. This paper is sent abroad to a party of the same age and nationality who applies to the American Consulate claiming American birth and saying that he or she was born in America, but left the country in early childhood. Affidavits and other documents are also furnished to substantiate this, and either the Consulate or the State Department issues a passport on which the party is admitted.

Other methods of fraudulent entry into the country which add to the totals are those used by deserting seamen and stewards, employed on passenger or freight boats coming to such ports as New York.

Examples of cases of international traffic which have succeeded in evading the immigration officials are not numerous, but those reported show how serious the position might be if vigilance were relaxed.

The Department of Justice files contain numerous cases of inter-State traffic. The following is a typical example of international traffic :

"F.M., his wife M.M. and a European R.R. were convicted of smuggling into New Orleans from Vera Cruz, Mexico, a young girl for purposes of prostitution. She stated she was kept a virtual prisoner in the house of F.M. R.R., who was an oiler on the boat on which the girl was brought to New Orleans, pleaded guilty and stated that he met her in a house in Vera Cruz, where she was earning her living as a prostitute. The girl was deported."

In order to learn what members of the underworld thought of the possibilities of bringing in girls, an investigator sought out a number of these individuals known to him to have engaged extensively in international traffic in New York before the passage of the Mann Act in 1910. Since the passage of the Act and since the closing of houses of prostitution in New York and in most other American cities, they have gone into other kinds of business, such as bootlegging or even something respectable.

43-R. said, "This country is no good any more, I'm sorry I didn't beat it (go) with the rest of the crowd when they left here for South America 15 years ago". Regarding the bringing of girls to the United States, he said, "You know as well as I do, it's the most difficult thing in the world for anybody to get in the United States now. . . And tell me this. After they get here, where are they going to practise prostitution ? Why, I can show you places where swell joints opened up and inside of a week they got raided. Tell me who is going to take a chance and spend money bringing something (prostitute) over here when conditions like that exist ?"

3-G. was interviewed. She is the former wife of 1-D.H., who was known as the king of the underworld, before he fled from New York 15 years ago and who is now living in another country. She said, "Do you think it's easy to get into the United States ? Why, I've been waiting 5 years to bring my niece in and she can't get within the quota. So how are prostitutes going to come in ? There's no houses of prostitution here any more. What chance does a foreign girl, who can't speak the language, have on the streets or anywhere else except in a house ?"

51-R., a former trafficker, now a bootlegger, speaking of bringing in girls for prostitution, said, "That thing is all off. If you had a girl here, she can't take a chance because the police would arrest her in no time. Every *souteneur* I know is either working or is a bootlegger."

Corroboration of this point of view was obtained from the American *madames* of houses of prostitution in Havana who had formerly conducted houses of prostitution in Texas and Louisiana. One of them said, "I left home in 1914. It was about the time things went bad in the States. I am glad I got away because it got worse and worse. Look at San Francisco, New Orleans and Chicago. They all went shut and I never regretted leaving."

During the year ending June 30th, 1924, 163 foreign prostitutes were debarred from entry and 186 deported after entry. Over 40 per cent. of each group were Mexicans, who attempted to walk across the border or succeeded in doing so and were simply sent back.

Some of the protective measures in force are described in the following paragraphs.

The Immigration Bureau maintains immigrant stations at ports of entry and on the Canadian and Mexican borders. Under Section 23 of the Immigration Law relating to the protection of aliens from fraud and to the disposal of aliens admitted to the country, the Secretary of Labour can establish and maintain immigrant stations at such interior places as may be deemed necessary in his discretion and assign inspectors to accompany aliens in transit from port of landing to interior stations. The Secretary of Labour may also assign inspectors or matrons to travel with the immigrants on their journey from other countries to the United States.

Several State Governments, such as those of New York, Massachusetts and California, have special immigration bureaux.

At most of the important immigrant stations there are workers and voluntary organisations engaged in assisting and rendering service to immigrants. At the port of New York (Ellis Island) 34 representatives of religious and social associations engaged in immigrant work have pooled their resources and formed themselves into a General Committee of Immigrant Aid to promote efficiency in immigrant work at Ellis Island.

The "cabin" passengers on incoming steamers are not taken to Ellis Island unless there is some reason why they may not land. This arrangement applies to steerage immigrants coming from the ten countries where, with the consent of the foreign Governments, United States immigrant inspectors are stationed to examine the immigrants before departure.

An exception to the general statement that there is proportionately little incoming traffic into the U.S.A. lies in the traffic in Chinese girls on the West Coast.

These very young girls are being smuggled into the United States and are held in what amounts to abject slavery; they are bought and sold like chattels and are delivered up to prostitution. The girls are Chinese, and the traffickers as well as the beneficiaries of this system are the members of the Chinese secret societies, called "Tongs", located chiefly in San Francisco. The Immigration Authorities find great difficulty in preventing this traffic entirely, though they do not believe it exists in large numbers, because these girls, some as young as 10 years, are entered on the documents as wives, sisters or daughters of returning Chinese American citizens, and their papers, secured in China, are, on their face, entirely regular. Nevertheless, a dozen of these young girls were rescued from prostitution in 1923, and placed in a home through information received from anonymous sources.

Examples of several such cases are the following:

"On February 6th, 1924, during a raid by the United States Prohibition Agents at a Chinese lodging-house in Fresno, California, a number of Chinese slave-girls were discovered, one of whom, B.L., placed herself in the hands of the ladies of the Chinese Mission. She related that her family in China were in poverty, that a Chinaman named W.S.H., an American citizen, negotiated with her mother in Hong-Kong for the purchase of her. The price was fixed at 450 Mexican dollars, and W.H. informed her that she was going to America as an entertainer in custody of one H.Y., and that, in order to pass the immigration officers, she must pose as the wife of H.Y. She passed the immigration officers as his wife on arrival. Immediately on landing in California she was turned over to S.Y., who forced her into a life of prostitution, taking her to an hotel. S.Y. told her that she had paid H.Y. \$500 to go to China and bring her to the United States. The records contain detailed evidence of the exploitation of this young girl, who finally was forced, through fear of imminent death, to borrow money and buy herself free from the persecutions of one of her principal exploiters. The following receipt which she insisted on obtaining was found in her possession:

(Translation of copy of receipt.)

"I, H.Y., write this receipt to B.L. B.L. is my good friend and now B.L. wants her freedom. She is willing to give 1,000 dollars to H.Y.'s own hand. After the money is received B.L. is released from H.Y. and H.Y. cannot go after her to demand more money or trouble her. Even though B.L. should gain more than 1,000 dollars H.Y. cannot demand more from her. Fearing that verbal evidence is not strong enough, this receipt is given as evidence.

"Signed by H.Y.'s own hand.

"Witness: W.W.S.

"12th year of the Republic of China,
8th day of the 11th month."

Shortly after B.L. had been received at the Mission in San Francisco, H.Y., accompanied by a lawyer, called at the Mission and demanded to see his "wife". The status of the case was explained to the lawyer, as well as that H.Y. had a wife in China. H.Y. has not taken any further action.

The criminals in this case escaped before they could be arrested.

Another Chinaman, J.W., brought in from Vancouver two 16-year-old Chinese girls and sold one of them in San Francisco for \$4,500 under the arrangement that she was to pay herself off to her new owner at the rate of \$13 a day for four years, after which she would be free. For two months she did this but was then rescued by the police and placed in the Chinese Mission as a ward of the Juvenile Court. J.W. was convicted and sentenced to four years' imprisonment and to pay a fine of \$2,500.

OUTGOING TRAFFIC.

The regulations governing the issue of passports to American citizens are set out in Appendix III.

The United States makes little or no effort, officially or unofficially, to prevent its young women and girls from migrating whenever and wherever they wish. There are no restrictions regarding the issue of passports to American citizens, except that in the case of unmarried minors they must have their parents' or guardians' written consent.

The Secretary of State at Washington, who issues all passports for the mainland of the United States, has, however, the right to refuse a passport to any citizen in his discretion. In practice this discretion does not appear to be exercised for the moral protection of women and girls going abroad, or for the prevention of the migration of prostitutes or *souteneurs*. On at least one occasion, however, the New York Passport Office advised young women against going to certain Central American *cabarets*. In particular, no apparent effort is made to verify the statements as to a girl's reason for leaving the country, contained in her application for a passport, nor is there any list of such reasons contained in the law or regulations which is stated to be unacceptable to the Government (see Appendix III).

There are no requirements that work contracts should be visaed by American Consuls at the points of destination, as a preliminary to the issue of passports, as is required in a number of European countries. There is no licensing or supervision by the Federal authorities of employment agencies which provide employment abroad for Americans.

As regards migration to Canada, Mexico, Cuba and Panama, there is little or no difficulty for anyone who looks and speaks like an American in walking across the Canadian or Mexican borders without a passport unless he or she has luggage. Americans are not required to have passports to enter Cuba or the Canal Zone, and once in the Zone anyone can walk across the street into the Panama cities of Colon and Panama.

Some evidence was discovered of an existing international traffic in American girls, but almost entirely directed towards Mexico, Cuba, Panama and the one or two cities in Canada in which houses of prostitution are still tolerated, such as Montreal and Prince Rupert. (See report on Canada.)

On the Mexican border, particularly near the American cities of El Paso, Brownsville and Laredo (Texas) and Nogales (Arizona) and San Diego and Calexico (California), there was found to be considerable crossing of American girls into the Mexican towns of Juarez, Matamoras, Nuevo Laredo, Nogalis, Tia Juana, and Mexicali, in all of which there are open tolerated prostitution districts. In most cases these girls were professional prostitutes, but in a few they were inexperienced minor girls who were seduced and placed in houses of prostitution without knowing what they were going to.

Some of these cases which occur on the Mexican border illustrate the procuring of women under false offers of employment, and show how important it is that there should be some control of contracts of employment. The following case may serve as an example:

F. D. offered three American girls positions as entertainers at a *café* in Nogales, Mexico, at \$20 per week and took them there from Bisbee, Arizona, in a motor-car. When they got there, W. S., the proprietor, made them practise prostitution. Both men were indicted but escaped to Central Mexico and could not be traced.

From New Orleans (Louisiana), Tampa, and other cities in Southern Florida groups of American girls are known to have left occasionally for the *cabarets* of Tampico and Mexico City in Mexico, as well as for those in Havana and the Panama cities at the ends of the Canal Zone. As most of these *cabarets* are really assignation houses of prostitution, the recruiting of American girls for such places under the guise of legitimate entertainers and artists is international traffic of a dangerous and insidious character for entrapping the inexperienced girl.

The manager of one such *cabaret* in Panama told the investigator that 18-R., a theatrical employment agent in New York, had furnished him with all the American girls whom he used in his *cabarets* and that the only kind he wanted were girls who would encourage the customers of the *cabaret* to drink and then go to hotels with them afterwards if desired. Girls who are inexperienced in debauchery are, however, sometimes secured by these *cabarets* (see case quoted in Panama report). The investigator called on 18-R in New York and enquired about the possibility of engaging girls for a proposed *cabaret* in Panama City. 18-R said, "I have sent over 300 down there and I know exactly what you want. You don't want innocents and you don't want prostitutes, but you want girls whom you could call a happy medium. If you had been here five minutes ago, you would have seen the swellest flock of blondes that you ever saw. . . . In the next room is a guy who is taking them to-morrow to X.817 in Panama." (See report on Panama.)

When asked whether the girls would have any difficulty getting into Panama he said, "No! They get their contracts; they get their way paid there and back and that's all there is to it! All I ask is two weeks' notice. You come up and I'll have them here and you can pick 'em out yourself."

The investigator when in Panama learned that the United States officials do, however, turn back American women as well as those of other nationalities whom they believe to be prostitutes, and also turn back girls going to these *cabarets* whose morals might be impaired by the conditions therein. It is evident that 18-R's classification quoted above of girls who are a "happy medium" is designed to counter this action by the Canal Zone authorities of the United States.

A notorious *madame* in Havana, who had previously conducted a house of prostitution in an American city, said, "I have nine girls in the season and I can always use fifteen. . . . In the winter season we get customers who leave from \$100 to \$150 in this house. . . ."

The investigator commented upon the fact that under those conditions more American girls ought to be attracted to Havana; the *madame* replied, "I have three Americans and three English; the rest are French. . . ." She further admitted that whenever she is badly in

need of American girls, she communicates with friends in the city of D. . . . (in the United States), and they send girls to her. She also said that she pays all the girls' travelling expenses and that the girls are required to repay her as soon as possible out of their earnings. When questioned as to whether or not she had recently procured any American girls in this manner, she replied, "That has not been necessary in the last three years. . . . You see, there are American opera companies and variety shows that come through here in all seasons of the year. The girls go broke and come in and beg for a place."

The United States is typical of a country faced with many difficulties, both geographical and social, which has made a determined stand against international traffic and has succeeded in waging a vigorous campaign against its operations. The fact that cases of both incoming and outgoing traffic occur is less remarkable than the fact that the authorities are able to keep those comparatively isolated among the thousands of emigrants received annually.

APPENDIX I.

NUMBER OF DIFFERENT WOMEN CONVICTED OF OFFENCES AGAINST MORALITY IN THE WOMEN'S COURT OF THE CITY OF NEW YORK, MARCH 1ST, 1921, TO FEBRUARY 28TH, 1922.

Country of Birth	Number convicted	
United States	946	
Austria	25	} 283
Belgium	3	
Canada	18	
Cuba and South American countries	14	
France	17	
Germany	11	
Great Britain and Colonies	30	
Hungary	9	
Ireland	42	
Italy	26	
Mexico	2	
Roumania	12	
Russia and Poland	55	
Scandinavian countries	12	
Spain	5	
Turkey	3	
Total	1,229	
Native-born		946
Foreign-born		283

APPENDIX II.

EXTRACTS FROM THE WHITE SLAVE TRAFFIC ACT.

(June 25, 1910 (36 Stat. L. 825).)

Section 1. — That the term "interstate commerce", as used in this Act, shall include transportation from any State or Territory or the District of Columbia to any other State or Territory or the District of Columbia, and the term "foreign commerce", as used in this Act, shall include transportation from any State or Territory or the District of Columbia to any foreign country and from any foreign country to any State or Territory or the District of Columbia.

Section 2. — That any person who shall knowingly transport or cause to be transported, or aid or assist in obtaining transportation for, or in transporting, in interstate or foreign commerce, or in any Territory or in the District of Columbia, any woman or girl for the purpose of prostitution or debauchery, or for any other immoral purpose, or with the intent or purpose to induce, entice, or compel such woman or girl to become a prostitute or to give herself up to debauchery, or to engage in any other immoral practice; or who shall knowingly procure or obtain, or cause to be procured or obtained, or aid or assist in procuring or obtaining, any ticket or tickets or any form of transportation or evidence of the right thereto, to be used by any woman or girl in interstate or foreign commerce, or in any Territory or the District of Columbia, in going to any place for the purpose of prostitution or debauchery, or for any other immoral purpose, or with the intent or purpose on the part of such person to induce, entice, or compel her to give herself up to the practice of prostitution, or to give herself up to debauchery, or any other immoral practice, whereby any such woman or girl shall be transported in interstate or foreign commerce, or in any Territory or the District of Columbia, shall be deemed guilty of a felony.

Section 3. — That any person who shall knowingly persuade, induce, entice, or coerce, or cause to be persuaded, induced, enticed, or coerced, or aid or assist in persuading, inducing, enticing or coercing any woman or girl to go from one place to another in interstate or foreign commerce, or in any Territory or the District of Columbia, for the purpose of prostitution or debauchery, or for any other immoral purpose, or with the intent and purpose on the part of such person that such woman or girl shall engage in the practice of prostitution or debauchery, or any other immoral practice, whether with or without her consent, and who shall knowingly cause or aid or assist in causing such woman or girl to go and to be carried or transported as a passenger upon the line or route of any common carrier or carriers in interstate or foreign commerce, or any Territory or the District of Columbia, shall be deemed guilty of a felony.

Section 4 provides a more serious penalty when the victim of the offence described in Section 3 is under the age of 18 years.

APPENDIX III.

ISSUE OF PASSPORTS TO AMERICAN CITIZENS.

Every person who is a citizen by virtue of birth, marriage or naturalisation may apply for a passport to the State Department, which is the only branch of the Government authorised to issue passports.

With the applicant for a passport must appear an identifying witness who is an American citizen who must swear that the applicant is the person he or she represents himself or herself to be and that the facts stated in the application are true to the best of the witness's knowledge and belief. The witness must have known the person for at least two years. Relatives may act as witnesses. In case an expired passport issued after January 3, 1918, is presented by the applicant and contains his signature and photograph no identifying witness is necessary.

Unless submitted with a previous application, an American-born applicant must present as evidence of birth a copy of birth or baptismal certificate, or an affidavit sworn to before a Notary Public, by either parent, a brother or sister or some other relative, preferably an older person. When an affidavit of a relative is not obtainable, some other person may make such an affidavit based on personal knowledge and the affidavit must show how the knowledge was acquired. All affidavits must show the place and date or approximate date of applicant's birth. Birth certificate or baptismal certificate must contain the seal of the city or church and to be acceptable must show outside of the date and place of birth that the record of baptism was made shortly after the birth of the person.

A person born abroad whose father was a native citizen must submit with the application the evidence of the father's birth in the same manner as a native-born applicant.

A naturalised citizen must submit with his application a certified copy of the court record of his naturalisation or a certificate of naturalisation.

An unmarried woman who is a native citizen of the United States must submit the same evidence of citizenship as a man. The same proceeding is necessary when she is naturalised or claims citizenship by virtue of parents' naturalisation.

A woman married before September 22, 1922, must submit evidence of her husband's birth in this country, or his naturalisation. A woman widowed or divorced before September 22, 1922, was privileged to retain the citizenship status of her husband or revert to her original citizenship status; in the first case she must prove her husband's citizenship and in the second case her citizenship....

An American woman whose marriage occurred after September 21, 1922, submits evidence of her own citizenship, whether she applies for her own passport or to be included in her husband's passport....

A passport will not be issued to a minor without the written permission of the parents or guardian.

APPENDIX IV.

IMMIGRATION EXAMINATION AT PORT OF NEW YORK.

Every alien in every class is subject to inspection.

Every alien must secure a visa to his passport. The cost of this visa is \$10, and it does not guarantee that the alien will be admitted upon arrival. In addition, every alien must pay a head tax of \$8. . . .

On or before reaching the pier, all cabin passengers and the steerage immigrants who have already been examined by United States Immigrant Inspectors abroad are inspected immediately. The other steerage immigrants, together with such alien cabin passengers and steerage immigrants previously examined abroad as are believed by the inspectors not to be entitled to land, are taken to Ellis Island for further examination.

After the medical and mental examination, the immigrants appear before an inspector who has before him a manifest record containing the essential facts concerning the immigrant. . . . As each immigrant comes before the inspector, he shows what money he has, answers a few questions, and is then asked to read about 40 words printed in his own language or dialect. . . .

The law provides that every alien is to be proved "clearly and beyond a doubt" entitled to land. When any case is doubtful, the immigrant is detained for further inspection. . . .

The following list of causes for exclusion suggests that considerable time is necessary to pass judgment on each immigrant. . . . The examination of each immigrant, however, averages a very few minutes. The inspector depends on information from the manifest; he may get a lead from the American consul; and he knows that there are regulations and precautions of Governments abroad and of steamship officials that are of value. . . .

Only 2 percent of the number of foreign-born individuals of any nationality residing in the continental United States as determined by the United States Census of 1890 are admissible as immigrants annually. This is generally known as the "Quota". The minimum quota for any nationality is not less than 100. Nationality is determined by country of birth, with a few exceptions.

Among the 30 classes of aliens excluded from the United States are :

- Professional beggars and vagrants.
- Persons who have been convicted of, or admit having committed, a felony or other crime or misdemeanour involving moral turpitude.
- Polygamists, or persons who practise polygamy or believe in or advocate the practice of polygamy.
- Prostitutes, or persons coming into the United States for the purpose of prostitution or any other immoral purpose.
- Persons who are supported by or receive in whole or in part the proceeds of prostitution.
- Contract labourers. — Aliens who have been induced, assisted, encouraged or solicited to migrate to this country by offer of or promises of employment, whether such offers or promises are true or false, or in consequence of agreements, oral or written or printed, express or implied, to perform labour in this country of any kind, skilled or unskilled. Skilled labour may be imported with the permission of the Secretary of Labor if labour of such kind cannot be found in this country.
- Persons who come in consequence of advertisements for labourers, printed, published, or distributed in a foreign country.
- Persons likely to become a public charge.
- Persons who may have been deported under any of the provisions of the Immigration Act, and who may again seek admission within one year from the date of such deportation.
- Persons whose tickets or passage is paid for by a corporation, society, municipality or foreign government; either directly or indirectly.
- Persons whose tickets or passage is paid for with the money of another, or who are assisted by others to come, unless it is affirmatively satisfactorily shown that such persons do not belong to one of the foregoing excluded classes.
- Stowaways.
- All children under 16 years of age, unaccompanied by or not coming to one or both parents, unless they go to reliable persons who will guarantee that they will be sent to school until they reach the age of 16 and that they will not become public charges.
- Persons coming from the prescribed zone of the Eastern hemisphere.

APPENDIX V.

EXTRACT FROM IMMIGRATION LAW.

(Act of February 5, 1917.)

Section 4. — That the importation into the United States of any alien for the purpose of prostitution or for any other immoral purpose is hereby forbidden ; and whoever shall, directly or indirectly, import or attempt to import into the United States any alien for the purpose of prostitution or for any other immoral purpose, or shall hold or attempt to hold any alien for any such purpose in pursuance of such illegal importation, or shall keep, maintain, control, support, employ or harbour in any house or other place, for the purpose of prostitution or for any other immoral purpose, any alien, in pursuance of such illegal importation, shall in every case be deemed guilty of a felony

Section 19. — That at any time within five years after entry, any alien who at the time of entry was a member of one or more of the classes excluded by law ; any alien who shall have entered or who shall be found in the United States in violation of this Act, or in violation of any other law of the United States ; any alien who at any time after entry shall be found advocating or teaching the unlawful destruction of property, or advocating or teaching anarchy, or the overthrow by force or violence of the Government of the United States or of all forms of law or the assassination of public officials ; any alien who within five years after entry becomes a public charge from causes not affirmatively shown to have arisen subsequent to landing ; except as hereinafter provided, any alien who is hereafter sentenced to imprisonment for a term of one year or more because of conviction in this country of a crime involving moral turpitude, committed within five years after the entry of the alien to the United States, or who is hereafter sentenced more than once to such a term of imprisonment because of conviction in this country of any crime involving moral turpitude, committed at any time after entry ; any alien who shall be found an inmate of or connected with the management of a house of prostitution or practising prostitution after such alien shall have entered the United States, or who shall receive, share in, or derive benefit from any part of the earnings of any prostitute ; any alien who manages or is employed by, in, or in connection with any house of prostitution or music or dance hall or other place of amusement or resort habitually frequented by prostitutes, or where prostitutes gather, or who in any way assists any prostitute or protects or promises to protect from arrest any prostitute ; any alien who shall import or attempt to import any person for the purpose of prostitution or for any other immoral purpose ; any alien who, after being excluded and deported or arrested and deported as a prostitute, or as a procurer, or as having been connected with the business of prostitution or importation for prostitution or other immoral purposes in any of the ways hereinbefore specified, shall return to and enter the United States ; any alien convicted and imprisoned for a violation of any of the provisions of section four hereof ; any alien who was convicted, or who admits the commission, prior to entry, of a felony or other crime or misdemeanour involving moral turpitude ; at any time within three years after entry, any alien who shall have entered the United States by water at any time or place other than as designated by immigration officials, or by land at any place other than one designated as a port of entry for aliens by the Commissioner-General of Immigration, or at any time not designated by immigration officials, or who enters without inspection, shall, upon the warrant of the Secretary of Labor, be taken into custody and deported : } .

PROVIDED, That the marriage to an American citizen of a female of the sexually immoral classes the exclusion or deportation of which is prescribed by this Act shall not invest such female with United States citizenship if the marriage of such alien female shall be solemnised after her arrest or after the commission of acts which make her liable to deportation under this Act.

URUGUAY.

Note. — The following report was written after an enquiry made on Uruguay in 1924. During the present year, however, the legislation of Uruguay has passed an important act (of which the text is given in Appendix IX) which substantially affects the whole question of prostitution and traffic in women in Uruguay and is likely to lead to far-reaching changes. The changes which have already taken place are summarised in the following extract from a memorandum of the Police Department of Montevideo :

" No executive regulations have yet been issued in regard to the law on this subject. No rules yet exist, therefore, for giving effect to certain measures and for ensuring the results which the law had in view. Nevertheless, the Police have taken steps to put into force without further delay the essential principles adopted, and it may be said that positive results of the greatest importance have already been achieved.

" 1. In the first place, all aliens residing in the country and believed to be procurers have been expelled. This measure was carried out without great difficulty, which shows that in every case the Police took action against persons who were engaged in exploiting women and on whom the penalties hitherto in force had already been imposed but who had served their sentences, or on whom it had been impossible to impose these penalties for lack of direct proof of the offence. Only one person, a naturalised Uruguayan, made use of the right of appeal provided for in Article 11 of the law. The principle of expulsion or rejection has therefore received immediate application in virtue of the law, and it may be said that all foreigners whose record showed them to have engaged in procuring have left the country.

" 2. The Police, taking the view that the persons exploiting prostitution referred to in Article 1 of the law included the proprietresses or manageresses of brothels, so-called 'artistes' pensions', and similar houses, immediately proceeded to close all these houses, thus preventing the continuance of prostitution therein. The Police are now considering the position of the prostitutes who resided in these houses, most, if not all, of whom have stated that they will continue to engage in prostitution whatever system or mode of tolerance is adopted.

" The situation has greatly changed, and will continue to do so the longer the law remains in force, particularly when the executive regulations to which I have referred are introduced."

The Government of Uruguay has adhered to the International Agreement of 1904, and to the International Conventions of 1910 and 1921, for the Suppression of Traffic in Women. The Director of Police, Montevideo, is the Central Authority appointed under the Agreement of 1904.

Through the courtesy of the Minister for Foreign Affairs, interviews were arranged with Police, health and immigration officials, from whom much information, statistics and documents were obtained.

The Chief of Police asked that a list of questions be prepared and submitted. Two such lists were prepared. The first of these was answered in writing. A written reply to the second list has not yet been received, but the matters to which it referred were discussed informally with the Secretary of the Police Department.

Four days were spent investigating methods of clandestine entry into the Argentine from Salto on the Uruguay River.

Visits were made to 147 houses of prostitution in Montevideo and many of the inmates and manageresses were interviewed. In addition, many *souteneurs* and men about town were consulted about traffic conditions.

INTERNAL CONDITIONS IN RELATION TO TRAFFIC.

Prostitution is State-regulated in Uruguay and there is a system of licensed houses. The Police Regulations for prostitutes are set out in Appendix I and the rules for their medical inspection in Appendix II.

The authorities stated that there were 119 licensed houses in Montevideo in 1924, containing 489 inmates. All these licensed houses and 28 additional ones were visited and many of the *madames* and inmates were interviewed.

The *madames* were unwilling to take any girl who was not inscribed. But, as regards taking in girls under 21, two or three of the *madames* were prepared to risk it if the girls could be furnished with false birth certificates or passports. One *madame*, 4-M, made the following statement on this matter : "The Police rules make it impossible for us to take

in girls under 21 years of age, but, if your girl were to decide to remain here, 9-DH (owner of 1-X and chief agent for 1-T and X-T) could get her a birth certificate". The man, 1-T was spoken of in many places as the owner of many cheap brothels and also of a number of better-class ones. He was a fugitive from justice who had been convicted. This man owns a club, 1-X, to which the owners of houses and *souteneurs* come to pay off the debts which they owe him.

All women who desire to register as prostitutes are given an identity card by the Police. They then register with the Health Department, which requires them to produce the document in question.

The minimum age for registered prostitutes was raised by Ministerial Decree in 1923 from 18 to 21 years for single women. (See Appendix III.) (Article 2 of this Decree permits the inscription of married minors within the limitations set forth in Article 1, section 1, of the Law of October 20th, 1916.)

It was learned that married women under 21 years of age may be registered and operate in licensed houses. Two women, both Uruguayan, who admitted that they were under 21, were found in houses. The Health Department stated that, when in doubt, they made a physical examination to determine the age.

The *madame* of a house of prostitution in Montevideo introduced a prostitute, 18-G. This prostitute looked very young and stated that she was only 18 years of age and had been practising prostitution for only a short time. She was said to have been brought to this house from the interior of Uruguay a week prior to the time the investigator met her.

In a very low-class house of prostitution, a Brazilian prostitute, 12-G, was interviewed. She gave her age as not yet 19, and admitted having practised prostitution in Brazil prior to her coming.

There are special measures for the protection of minors with a view to reforming them and to keeping them from association with adult criminals. (See Appendices IV and V.)

The Police reported that they had some 1,300 photographs and finger-print records of known or suspected caftens, the most notorious of whom (1-T) has been convicted, but was a fugitive from justice.

In Appendix VI are set out extracts from the Penal Code dealing with procurement and similar offences. This law, known as the Brum Act, was stated by the Police to have lessened to some extent the procurement of women and girls. The Government has not been, however, satisfied with this law and therefore introduced a draft Bill, making fundamental changes and improvements in methods of combating traffic¹. The Bill was submitted to Parliament by the Minister of the Interior, accompanied by a message from the President pointing out that it provided for the abolition of licensed houses, granted power to expel alien procurers, and further, in view of the difficulty of obtaining evidence, "extended to cases of procuring the rules of presumptive evidence governing appeals against summons issued by the administrative authorities". The Bill further provided for the supervision of employment exchanges, the registration of artistes' contracts and the protection of women immigrants.

OUTGOING TRAFFIC.

It has already been stated that the authorities in Uruguay are of opinion that the traffic in women to their country has for its ultimate destination places such as Buenos Aires.

Clandestine departure from Uruguay to Buenos Aires was frequent via the Salto-Concordia route on the Uruguay River at the time this investigation was made. One *madame* who was familiar with the methods of clandestine departure from Uruguay said: "The girls take the train from this city to Salto and then cross the Uruguay River to Concordia; then you are in the Argentine and can go wherever you want to."

For full particulars of the enquiry made at Salto see the report on the Argentine.

As regards leaving Montevideo for Buenos Aires by direct methods, all that is required is a Uruguayan cedula or card of identity and a certificate from the Police that the applicant has resided in Montevideo for at least two years. This is, however, subject to rejection by the Argentine Immigration Department at Buenos Aires. The matter is therefore in the hands of the Montevideo Police who issue the cedula. Identity cards can be secured easily, and there is reason to believe that some members of the underworld secure such certificates on false pretences. Registered prostitutes may leave the country at will; a note to the effect that they have left is made on their card by the Health Department.}

In spite of the facilities for leaving the country, the number of Uruguayan women found practising prostitution in other countries is insignificant. (See, in particular, tables attached to Argentine and Brazilian reports.)

Some of the underworld characters are of opinion that accommodation in Buenos Aires is more difficult to secure than in Montevideo because of the regulation in the former city that only one prostitute may be licensed in each house.

¹ This bill has now become law. (See Appendix IX.)

INCOMING TRAFFIC.

It was admitted by the Police Department that there was in 1924 some traffic in women and girls into Uruguay carried on by "well-known international traffickers", but that it was small in extent and was directed to Buenos Aires, the ultimate destination of both traffickers and their victims; in short, that Montevideo was only a halt on the way.

Article IV of the Brum Act above referred to directs "the Executive to take the necessary steps to prevent the entrance into the Republic of all individuals known to have engaged, in or out of the country, in the trade of women". The Presidential message relating to the amendment of this law states: "Foreign procurers have no difficulty in evading the vigilance exercised by the Police in the ports of this country", and it continues: "Some of the obstacles which prevent effective control of immigration for this purpose and which explain the strength of the international organisation of the traffic in women and children are: first, under the present immigration laws no person may be refused admission on any other ground than the interests of public health, and no enquiries may be made regarding the mode of life or morals of persons coming to settle in Uruguay; secondly, it is practically impossible in most cases for the international notifications provided for in Article 7 of the Paris Convention of May 4th, 1910, to arrive before the offenders, while it is extremely easy for them to conceal their iniquitous traffic: and thirdly, procurers are usually able to obtain forged papers or even genuine ones.

"The system at present in force, by which the powers of the Police are confined to refusing admission to Uruguayan territory to aliens engaged in the traffic in women, only excludes in practice procurers who are already known to the Police of every country."

The Immigration Department stated that women or girls, travelling alone in any class, must, in addition to passports, have certificates from the Uruguayan consuls at points of departure stating their identities, ages, nationalities, and that they are of good moral character. In a subsequent interview with a Uruguayan consul in a large city of Europe, he stated that he would issue the certificate to any adult woman who furnished "documentary proof from the authorities that she had never been convicted of crime" (see copy of this certificate attached as Appendix VII). Girls under age are not allowed to land at all, no matter what papers they have, unless they come with adult relatives, or with guardians authorised in writing by the girls' parents. The Immigration Law (see Appendix VIII) applies only to second- and third-class passengers, who may land if they are not diseased, infirm, or known or suspected criminals. As to suspects, the burden of proof is placed on them to prove within 24 hours that they are not criminals, otherwise they may not land. The correctional Justice of the Peace has final jurisdiction in such matters and his discretion is absolute.

The Police in 1924 stated that very few foreign women came to Montevideo to practise prostitution and that those already practising in the city had been there for many years, whereas the Health Department was of opinion that the foreign women now registered as prostitutes were inscribed very soon after arriving in the country. This fact was confirmed by investigation in the underworld, where several cases were found of women in licensed houses who had been a short time in the country, and also by the statements of many *madames* and *souteneurs* that foreign prostitutes were sent for or brought in considerable numbers for immediate entrance to the licensed houses.

The statistics and information furnished by the Health Department show an increase in the proportion of foreign prostitutes among the new inscriptions each year for the last five years (1919-23) from 26 per cent in 1919 to 42 per cent in 1923. (See Table A attached.)

From the table of new inscriptions, it is clear that, out of 227 prostitutes newly inscribed in 1923, there were 96 foreign women. Of these foreign women, 36 came from the South-American continent and 60 from Europe. Among the 60 foreign prostitutes from Europe, 38 came from France, 10 from Italy, 8 from Spain and 4 from Germany.

The Police Department stated that they received little or no co-operation from European Governments in the matter of notifications concerning caftens and prostitutes travelling to Uruguay, nor was there any exchange of information concerning such persons. They had a reciprocal agreement for the exchange of such information with the Police Departments of seven South-American countries.

Repeatedly underworld characters stated that they or their many acquaintances had entered Uruguay through Rivera to avoid inspection. A prostitute, 13-G, said that she booked from Germany to Rio de Janeiro, as she could not get a visa for Montevideo, and that she came in from Rio by train.

A prostitute who had used the Rivera route said: "The way in here from Rio is over the old American-built railroad. You cross the border at Rivera. All you have to do is to cross the street. You must go from Rio to Santos, from Santos to São Paulo, and then change at a lot of places before you finally reach Rivera. It is a long trip, which takes nearly five days, but a girl can always pick up money along the road that way."

The Immigration Department officials stated that anyone could enter Uruguay through Rivera from Brazil without documents. There was no immigration inspection at this point. Prostitutes also enter Uruguay by disembarking at Montevideo when, according to their tickets, they are destined for Buenos Aires.

<i>Summary.</i>												
Total for Uruguay	127	141	126	110	105	123	158	288	179	133	131	1622
Total of foreigners	186	154	105	76	75	69	57	110	89	73	96	1090
Grand total	313	295	231	187	180	192	215	398	268	206	227	2712
Percentage of aliens	59	52	45	30	36	36	26	28	33	35	42	40

Note. Out of 2,712 registered, only 21 were married; 34 were negresses.

APPENDIX I.

POLICE REGULATIONS : SURVEILLANCE OF PROSTITUTION.

GENERAL REGULATIONS.

[Translation.]

Article 1. — The Police shall give the Medical Department the help of its staff whenever required for the proper execution of the regulations regarding prostitution.

Besides the other provisions laid down by law and general regulations, the Police shall be guided in this matter by the following Articles :

Article 5. — It shall restrain all persons of either sex (a) from soliciting, even indirectly, in public thoroughfares or places open to the public ; (b) from following persons in the streets, inviting them with words or acts ; (c) from showing themselves at the doors, windows or roofs of houses of prostitution ; (d) from making advertisements of brothels, or engaging in procuring in any manner whatsoever.

Article 6. — It can compel the withdrawal of prostitutes from public places (thoroughfares, theatres, etc.) even if no offence has been committed under Article 5, in case of any attempt to invite public attention liable to create a disturbance.

Article 8. — The police shall prohibit the residence of prostitutes in *cafés*, beer-houses, premises licensed for the consumption of drink, furnished houses and similar establishments. The proprietors of such houses who, after having been notified of the prostitute's calling, fail to expel her shall be liable to fines of from 4 to 10 pesos, or a corresponding term of imprisonment, without prejudice to the execution of the present clause.

HOUSES INHABITED BY PROSTITUTES.

Article 9. — The police shall take care that not more than two prostitutes inhabit the same house, that there shall be no minors in the house, even if they are children or relatives of the woman or of their servants, and that no males shall reside in the house.

Article 12. — Houses of prostitution shall not be allowed to exhibit any signs to distinguish them from neighbouring houses, or to be painted any colour to denote any conventional distinction or difference.

Article 15. — Police officials shall be authorised to enter these houses and inspect all the rooms at any hour for the purposes of public order.

Article 19. — The Police shall give any aid required by the women living in these houses to prevent the entry or compel the withdrawal of any person attempting to enter or remain against the wish of the woman.

REGISTERED WOMEN.

Article 20. — Besides the register kept by the Medical Department, the Chief of Police shall also keep a register containing the information submitted by the former and any further information considered necessary for the proper execution of police surveillance.

Article 21. — For the purposes of registration every woman shall be obliged to furnish two identical photographs.

Article 22. — The medical booklet furnished by the medical authority containing the photograph and other information concerning the woman must be kept by her and shown upon request, under pain of a fine of 10 pesos. In case of loss, a fresh booklet must be requested at once from the issuing authority.

Article 23. — All registered women who desire to change their place of residence must advise the Police at once, giving notice of their new address, which shall be communicated the same day to the Medical Department.

CLANDESTINE PROSTITUTION.

Article 27. — The Police will take special care to prevent clandestine prostitution, reporting all women or houses engaged therein and taking all necessary measures for the execution of the regulations laid down by the Commission.

Article 28. — The Commission shall order eviction from all houses of clandestine prostitution.

Article 29. — The offence of clandestine prostitution shall be punished by a fine of 10 pesos or a corresponding term of imprisonment.

POLICE OFFICIALS RESPONSIBLE FOR THIS SERVICE AND THEIR DUTIES.

Article 30. — In all cases where the help of the Police is required for the supervision or inspection of premises where clandestine prostitution is carried on as for other similar necessary measures, officials of the central or special Police shall be employed in preference.

APPENDIX II.

REGULATIONS FOR THE MEDICAL INSPECTION OF PROSTITUTES.

Article 1. — The National Health Council shall, under Article 3, paragraph (c), of the Law of October 31st, 1894, organise and administer the medical inspection of prostitutes and appoint officials as laid down in Article 2, paragraphs (b) and (c), of that Law.

Article 2. — All women over 18 years of age who engage in prostitution shall be registered by the medical and Police authorities.

Article 3. — This registration shall be effected by order of a Commission composed of the President of the Economic and Administrative Board, the Chief Political and Police Officer and the President of the National Health Council upon a written report submitted by the Police. The Commission, after hearing the woman and examining any data it may consider necessary, shall decide the question of registration and notify the competent authorities.

The woman can appeal to the Departmental Judge against the decision of the Commission. Registration can also be decided by the Commission upon the prostitute's direct request.

Article 4. — Women under 18 years of age reported as prostitutes shall not be registered. The Commission shall hand them over, with their records, to the Trustee of Minors.

Article 5. — A prostitute can request cancellation of her registration if she desires to abandon prostitution. The request shall be made, verbally or in writing, to the Commission, which will decide after proper enquiry. The decision shall be entered in the records and forwarded to the authorities.

The cancellation of the registration shall be final in the above case and in that of death, and provisional in the case of the disappearance of the woman for longer than six months.

A woman whose registration has been cancelled and who should revert to prostitution shall again be registered as laid down in Article 3 and the fact noted in the register.

Article 6. — No registered prostitute can change her place of residence without previous notice to the Police.

INSPECTION.

Article 7. — Every registered prostitute shall submit to medical inspection in her home on the day and at the hour laid down by the medical authorities.

Article 8. — The inspection shall take place twice a week.

Article 9. — A registered prostitute who shall neglect to submit to medical inspection on the days fixed shall be liable to a fine of 1 peso, without prejudice to such inspection taking place on the following day, and should she not present herself on that day she shall be liable to a fine of 4 pesos or to a corresponding term of imprisonment, and shall still, nevertheless, be required to present herself for inspection.

Article 10. — A registered prostitute who cannot present herself for medical inspection on account of sickness shall advise the Medical Officer, who shall find out the nature of the complaint and judge whether her absence was justified.

Article 11. — Besides the ordinary visits, supplementary visits shall be necessary in the following two cases :

- (1) When the state of health of the prostitutes must be verified upon leaving hospital ;
- (2) In such cases as may be judged necessary by the Medical Department.

Article 12. — The Medical Department shall provide registered women with a medical booklet which must be shown at every inspection. The booklet shall contain the woman's photograph, identification marks and all necessary information. After every inspection, the state of health of the women shall be entered in this booklet, and, in case of sickness, this must be specified, stating whether contagious or not.

ISOLATION.

Article 13. — Every prostitute suffering from a venereal disease or syphilis in a contagious stage must be sent to hospital.

Article 14. — For this purpose a syphilitic ward shall be installed, the organisation of which will be carried out by the National Health Council.

Article 15. — The Medical Department shall advise the Police daily in writing concerning the registered prostitutes who have to be sent to hospital.

GENERAL PROVISIONS.

Article 16. — The Medical Department shall publish yearly health statistics concerning prostitution.

Article 17. — The product of all fines imposed for infractions of the present regulations shall be allocated or the support and amelioration of the prophylactic service.

PROVISIONAL CLAUSES.

Pending the establishment of a syphilitic ward for the reception of all prostitutes suffering from syphilis or venereal disease as laid down in Article 14 of the present regulations, the following procedure shall be observed :

- (1) Prostitutes suffering from these diseases who do not possess adequate means for their treatment in their own homes shall be sent to hospital at the discretion of the Medical Department ;
- (2) Prostitutes suffering from these diseases and who do not find themselves in the circumstances laid down in No. 1 shall be allowed to treat themselves in their own domiciles on the following conditions :
 - (a) They shall be visited daily by a medical officer of the Inspection Department ;
 - (b) Upon the door of their dwelling a placard must be affixed bearing in legible characters the word "sick".

The destruction of or damage to this placard shall be punishable by a fine of 10 pesos. The recurrence of such offence shall render the woman liable to be sent to hospital immediately.

APPENDIX III.

MINISTRY OF THE INTERIOR.

DECREE REGULATING THE PROCEDURE FOR INSCRIPTION ON THE
POLICE REGISTER OF PROSTITUTION.

[Translation.]

Montevideo, November 14th, 1923.

Article 1. — Before proceeding to inscription on the Police Register of Prostitution, the Police authorities shall require applicants to produce duly authenticated documents proving that they have attained their majority, and in the absence of such evidence the applicants may not be inscribed.

Article 2. — No women may be entered on the Register who are less than 21 years of age, except those who have contracted matrimony, and in regard to these women special attention shall be given to the stipulations of Article 1, section 1, of the Law of October 20th, 1916, with regard to the fraudulent intervention of third parties for the purposes of inscription.

Article 3. — The Police authorities shall detain and place at the disposal of the Commissioner for Minors any woman less than 21 years of age who indulges in prostitution or attempts to secure inscription on the above-mentioned Register.

Article 4. — Article 11 of the Decree of June 19th, 1917, shall be modified, 21 years being fixed as the minimum age at which women not under the care of their husbands, parents, or legal guardians may lodge for a longer or shorter period in licensed houses.

Article 5. — The present Decree shall be communicated, published and notified to the National Health Board for information and necessary action.

APPENDIX IV.

EXTRACTS FROM THE URUGUAYAN PENAL CODE ON THE
CORRUPTION OF MINORS.

[Translation.]

SECTION IV.

Article 297. — Anyone who, in order to gratify another's lusts, shall urge or incite a woman under twenty-one to prostitute herself shall be punished with imprisonment for from fifteen to eighteen months.

The penalty shall be increased if the offence is committed :

- (1) With a girl under twelve ;
- (2) By means of cunning or deception ;
- (3) By relations in the direct ascending line or by foster parents ;
- (4) By a person who is in charge of the minor as guardian, tutor or custodian, even if only temporarily.

Article 298. — Anyone who, without inciting to prostitution, shall encourage or facilitate it by the means and in the circumstances referred to in the preceding article shall be liable to imprisonment for from twelve to fifteen months.

SECTION V.

Regulations applying to the Foregoing Sections.

Article 299. — The crimes of violation, rape and abduction shall also be punished by fines :

- (1) To be paid as compensation to the victim if she is an unmarried person or a widow ;
- (2) To provide maintenance to any issue the woman may have, in accordance with the provisions of the Civil Code.

Article 300. — Relatives in the ascending line, guardians, teachers, or any person who, by abuse of his authority or charge, aids or abets in the perpetration of rape, or in the violation, abduction or corruption of minors, shall receive the same punishment as the principal offenders.

Parents and guardians shall respectively lose their parental and tutelary rights.

Teachers or persons responsible for the education or the care of youth shall be further disqualified from holding such office or charge for from eight to ten years.

APPENDIX V.

EXTRACTS FROM THE LAW FOR THE PROTECTION OF MINORS
OF FEBRUARY 24TH, 1911.

[Translation.]

CORRECTIONAL TREATMENT OF DELINQUENT MINORS.

Article 33. — Minors between the ages of 10 and 18 who commit offences punishable by the Penal Code with a fine or imprisonment, within the limits established in Article 36 of the said Code, shall remain in the charge of the public authorities and under the immediate control of the Council for the Protection of Minors during the period of time laid down in the Regulations and until attaining their majority, being subject to educational treatment in public institutions or otherwise, according to the provisions contained in this law.

Article 34. — Minors of 16 years who commit offences punishable by correctional imprisonment (penitenciaria) (Article 36 of the Penal Code) shall also remain in the charge of the public authorities until attaining their majority, subject, as far as is desirable, to the same treatment as that mentioned in the previous Article.

Article 36. — Minors committing repeated offences against municipal regulations and Police laws which come within the jurisdiction of the Courts, and those committing offences included in the Penal Code, shall likewise remain in the charge of the public authorities until they reach the age fixed by the Regulations.

As evidence of the repetition of offences, Police-stations shall keep personal records, which shall be examined by the Anthropometric Office.

Notwithstanding the regulations in the present Article and the previous Article, the judges may, at the request of parents or guardians or of the Council for the Protection of Minors, reduce or extend the period of correctional or educational treatment, regard in every case being had to the greater or lesser gravity of the offence and to the guarantees that can be offered with regard to the subsequent conduct of the minor.

If parents are unable by their position to offer sufficient guarantees of good conduct, the Courts may further determine that minors be placed under the control of the Council for the Protection of Minors.

APPENDIX VI.

PENAL CODE ON REPRESSION OF PROCURATION AND OTHER
SIMILAR DELINQUENCIES.

Approved October 20th, 1916.

[Translation.]

(Modification of the Fourth Section, Title 8, Book No. 2 of the Penal Code.)

Article 1. — The Fourth Section, Title 8, Book No. 2 of the Penal Code, will read as follows :

Of Procuration and Other Similar Delinquencies.

297. — The following will be considered guilty of procuration :

1. Anyone who should obtain or contribute to the obtaining (by any means other than the simple admission into a "tolerancia" house by the manager of same) that a woman should maintain illicit relations with one or more persons or abandon this country with that end in view, even with the consent of the victim, or should retain her against her will in a prostitute or similar house, even if apparently doing lawful trade, under any pretext whatsoever.

2. The manager of a "tolerancia" house who should knowingly admit the victim of the offence above mentioned, and in any case women under age, excepting those who, having attained the age of 18, should be inscribed in the prostitution registers at the time of the sanction of this law.

3. The person under whose guard, whether for tutorship or instruction, a minor not included in the exception mentioned in the preceding paragraph should be, and knowing of the habitual prostitution of the minor, should not protect her and try to prevent its continuation, or does not place her at the disposal of the authorities, if unable to safekeep her owing to lack of means.

4. Any individual who should exploit a prostitute and receive money obtained through her trade, whether he lives with the woman or not and has or has not other means of livelihood.

In the cases of Clause 1, the penalty will be of two to four years' imprisonment; in the cases of Clause 2, from 12 to 15 months' imprisonment, and from three to six months' imprisonment or equivalent fine in the cases of Clauses 3 and 4.

The penalty will be aggravated from one to two degrees if the victim should be younger than 12 years old.

The offence will exist even if some of the acts constituting it should have been carried out abroad.

298. — The following are aggravating circumstances of procuration :

1. The employment of improper means, abuse of authority or any other method of intimidation.

2. The capacity as tutor, guardian, teacher, etc., of the author of the offence, or if this has been committed by abusing family or domestic relationships.

3. To commit the offence with the co-operation of one or more persons.

4. When the victim is not yet 21 years of age, or is a married woman.

5. To make a practice of proxenetism habitually or by means of physical coercion.

The fact that the victim of procuration was a prostitute would be an extenuating circumstance.

Article 4. — The Executive Power will take the necessary steps to prevent the entrance into the Republic of all individuals known to have engaged, in or out of the country, in the trade of women, until the date of their departure from the country. Notwithstanding this, should anyone insist on landing, he can do so under the vigilance of the authorities, and should make his claim within 24 hours before the corresponding judge who handles proxenetism matters. Should he not make his claim within 24 hours, he can be compelled to leave the country. The judge will decide upon his claim, maintaining or annulling the administrative measure, in audience with the Police authorities and the interested party, shortly and summarily, in accordance with his conscience, being able to consider the information given by the said authorities as sufficient proof. There will be no further appeal to the decision of the judge. Whenever it should be necessary in the opinion of the judge, he can exact ample bail to complement the proof produced.

Article 5. — The managers of prostitution houses, "casas de citas", actresses' boarding-houses with character as such, and any other similar house, should have in visible places copies of this law and its regulating decree, in several languages, under penalty of \$100 to \$200 fine, or equivalent imprisonment.

Article 7. — In spite of the fact that the Executive Power will make of the present Law a regulation of general character, the same will dictate as soon as possible a special regulation for the so-called "actresses' boarding-houses".

APPENDIX VII.

CERTIFICATE OF IMMIGRATION.

[Translation.]

The Consul of the Republic of Uruguay in Paris

CERTIFIES

That..... of nationality..... of..... years of age — status..... profession..... according to information obtained by this Consulate, is capable of work and has a good moral reputation, and that he expresses the intention of establishing himself in the Republic of Uruguay.

In conformity with the measures established by Article 9 of the Immigration Law, promulgated June 18th, 1890, the present certificate is forwarded and should be remitted to the Inspector of Immigration at the Port of Montevideo, whereupon it will become valid.

Given in our Consulate at..... on the..... day of the..... month of..... year.

Consul.

Signature or sign or finger-print of right-hand thumb of the party affected.....
Number.....
Freely given.

APPENDIX VIII.

EXTRACT FROM THE LAW AND DECREE ON IMMIGRATION.

Montevideo, June 18th, 1890.

CHAPTER I.

Deals with Consular agents, for information and other propaganda, who are abroad.

CHAPTER II.

On Immigration.

Article 6. — Are considered as immigrants for the purpose of this Law, those persons being honest and capable of work who travel either by steamer or sailing ship as second- or third-class passengers with the intention of taking up their residence in the territory of the Republic.

Article 9. — Immigrants will be required to furnish proof of good conduct and of capacity for work by means of certificates obtained from the Consular agents of the Republic at the port of embarkation, or furnished to them, in due and proper legal form, by any local authority of their place of domicile.

The Decree of February 18th, 1915, Article 3, explains Article 9 as follows:

Are considered as undesirable emigrants:

- (a) Sick people suffering from leprosy, trachoma and tuberculosis.
- (b) Mentally afflicted.
- (c) Beggars.
- (d) Those who in consequence of any organic disease are incapable of work, etc.

Article 10 of the same Decree states that the inspectors of disembarkation will personally examine each suspected person and if they confirm that such persons are in the category of undesirable immigrants, they will forbid their disembarking, will impose on the steamship company the obligation of returning them, and will impose a fine of 100 gold pesos on the company in each case.

CHAPTER III.

Deals with advances made for the transport of certain immigrants.

CHAPTER IV.

Deals with the inspection of ships having immigrants on board.

CHAPTER V.

Deals with transportation, lodging and welfare of immigrants.

CHAPTER VI.

Deals with employment agencies and the placing of immigrants.

CHAPTER VII.

General dispositions.

APPENDIX IX.

LAW AGAINST PROCURATION,

March 27th, 1927.

The Senate and Chamber of Representatives of the Eastern Republic of Uruguay, in General Assembly met together, hereby decree :

Article 1. — Any person of either sex exploiting the prostitution of another or in any way concerned in procuring for purposes of gain, even with the consent of the victim, shall be punished by imprisonment for from two to eight years. In the case of a repetition of the offence, the maximum legal penalty shall be applied.

Article 2. — The minimum penalty shall be four years' imprisonment, if the victim is less than fourteen years of age or the offender a Police officer, or if the act is committed through deceit, violence, threat of grave injury, abuse of authority, or other means of intimidation or coercion, or if the offender is a relative in the ascending line, husband or brother, tutor or guardian of the victim, or if they are living together as man and wife.

Article 3. — Should the Police obtain knowledge of the prostitution of minors in the guardianship of some other person, they must notify the latter of this fact in writing, informing him that he must take steps to prevent the continuance of the prostitution or give information to the official guardian of minors, in order that he may take the necessary measures. Failure on the part of the guardian to comply with this obligation shall be punished with from two to four years' imprisonment.

Article 4. — Any clause in a woman entertainer's contract involving obligations in regard to the public other than those strictly connected with stage performances shall be null and void. Proof of the existence of additional contracts violating this prohibition shall be regarded as presumptive evidence of trafficking, and the director or impresario must answer the charge.

Article 5. — Employment agencies are obliged to inform the Police, under penalty of their premises being closed — even if the omission does not assist in establishing the fact that they are engaged in trafficking — of the destinations of the women and girls for whom they obtain employment, and investigations shall be made by the Police.

Article 6. — Any woman or minor entering the country unaccompanied by his or her parents or guardian, or the person legally responsible for him or her, must inform the immigration authorities of the purpose for which he or she has entered the country, and shall remain under observation until he or she is informed by the Police of the results of their investigations. In the case of girls under age, the authorities shall order their repatriation if the information obtained is unsatisfactory, unless the person in charge undertakes to find other employment for them.

PROCEDURE IN REGARD TO THE PRECEDING ARTICLES.

Article 7. — Offences punishable under Articles 1 to 5 of the present law shall be tried by the Police Courts in the Capital and the Departmental Courts in other parts of the Republic.

Article 8. — The provisions of the Code of Criminal Procedure and supplementary laws shall be applicable in such cases, but the judges, when passing sentence, shall have full liberty to sum up the evidence in accordance with the moral conviction they have formed on the matter.

THE EXCLUSION OR DEPORTATION OF FOREIGN TRAFFICKERS.

Article 9. — The President of the Republic shall order any foreigner of either sex who, either within the country or abroad, engages in the activities defined by and punishable under Article 1 of the present law to be excluded or deported.

Article 10. — If, when the exclusion or deportation order is given to the person concerned in the presence of two responsible witnesses, he should refuse to obey it, he shall be allowed to disembark or to remain in the territory, being detained at such domicile as he may select, in which case he must lodge an appeal against exclusion or deportation with any magistrate in the Capital or with the department judge in the other Departments. The appeal, which must be made within three days of the order, must plead the incorrectness of the facts upon which the order has been founded, and may be made in writing on plain paper or verbally, when it will be registered by the clerk of the Court. The judge shall notify the Police of the appeal, and, after hearing

within ten days the statements of their representatives and of the appellant or his lawyer, he shall decide the matter, according to the moral conviction which he had formed. If necessary, he may order previous enquiries to be made, but the decision may in no case be delayed for more than ten days after the case has been heard.

Article 11. — If the decision is not accepted by the Police or by the appellant, they must so state when they are notified thereof, and the Court shall, within 24 hours, send the dossier of the case to the Higher Court, which shall pass judgment without receiving pleas or evidence, and shall either confirm or annul the decision within three days of the receipt of the dossier.

Article 12. — Should the appeal be rejected, or should the person whose deportation is ordered fail to comply with the instructions given him in the matter, or to appeal against the deportation, the Police shall embark the said person at his own expense if he has means, or, if not, at State expense, in which case the Police Authorities shall specify the destination of the person thus expelled or deported, preference being given to his country of origin. Embarkation shall not take place without a certificate issued by the Registry of the Court competent to hear appeals of the kind mentioned in Article 10, testifying that no such appeal has been presented or that it has been rejected by decision of the Court.

Article 13. — Traffickers who return to the country after being excluded or deported are liable to the provisions contained in Articles 1 to 8.

PENALTIES INCURRED BY OFFICIALS.

Article 14. — Officials whose duty it is to assist in carrying out the present law, and who, by their acts or omissions, hamper its operation, shall be dismissed unless the offence requires more serious action.

Article 15. — Without prejudice to their general responsibility, judicial officers who fail to take action within the time-limits allowed by the present law shall be liable to a fine of from 100 to 300 pesos, to be imposed by the High Court of Justice, which shall instruct the Accountant-General's Department to deduct this sum from their salaries.

GENERAL PROVISIONS.

Article 16. — Article 18 of the Penal Code shall not apply to these offences.

Article 17. — The provisions contained in Articles 284, paragraph 8, and 285, paragraph 5, of the Civil Code shall apply to persons convicted of the offences referred to in the present law.

Article 18. — The Laws of July 19th, 1912, and January 30th, 1918, shall not apply to the offences mentioned in the present law.

TEMPORARY PROVISIONS.

Article 19. — The Police shall notify all foreigners of either sex engaged in the activities defined by and punishable under the Law of October 20th, 1916, that they are to leave the country within a maximum period of ten days.

Article 20. — The provisions contained in Articles 9 to 13 shall be applicable to the case mentioned in the previous article.

Article 21. — The Hall of the Senate, Montevideo, May 19th, 1927. To be communicated, etc.

ANNEXES



ANNEX I.

LIST OF COUNTRIES AND TOWNS IN WHICH ENQUIRY WAS CONDUCTED AND TIME SPENT BY INVESTIGATORS IN OBSERVING TRAFFIC CONDITIONS¹

<i>Algeria</i> : Nine days Algiers. Constantine.	<i>Germany</i> : Twenty-seven days. Berlin Hamburg	<i>Portugal</i> : Thirty-five days. Lisbon
<i>Argentine</i> : Eighty-four days. Buenos Aires. Concordia.	<i>Greece</i> : Thirty days. Athens Piræus Salonica	<i>Roumania</i> : Twenty-six days. Bucharest Constantza Czernowitz Grigora-Chica-Woda
<i>Austria</i> : Seventeen days. Vienna.	<i>Hungary</i> : Eight days. Budapest	<i>Spain</i> : Fifty-four days. Algeciras Barcelona Cadiz Corunna Madrid Santander Seville Vigo
<i>Belgium</i> : Twenty-four days. Antwerp Brussels Ostend	<i>Italy</i> : One hundred and eighteen days. Brindisi Catania Genoa Milan Naples Palermo Rome Syracuse Trapani Trieste	<i>Switzerland</i> : Twenty-seven days. Berne Geneva Lausanne
<i>Brazil</i> : Forty-six days. Rio de Janeiro	<i>Latvia</i> : Five days. Riga	<i>Tunisia</i> : Five days. Tunis
<i>Canada</i> : Twenty-eight days. Halifax Montreal Ottawa Quebec St. John's Vancouver Victoria Windsor	<i>Mexico</i> : Twenty-nine days. Juarez Mexicala Mexico City Progreso Tampico Tia Juana Vera Cruz	<i>Turkey</i> : Twenty-two days. Constantinople
<i>Cuba</i> : Eighteen days. Havana	<i>Netherlands</i> : Eighteen days. Amsterdam Rotterdam The Hague	<i>United States</i> : One hundred and eighty-seven days. Boston Detroit El Paso Key West Laredo Los Angeles Mobile New Orleans New York City Pensacola Philadelphia Providence San Antonio San Diego San Francisco Seattle Tampa Washington
<i>Czechoslovakia</i> : Nine days. Prague	<i>Panama</i> : Thirteen days. Ancon Colon Cristobal Panama City	<i>Uruguay</i> : Forty-four days. Montevideo Salto
<i>Egypt</i> : Thirty-five days. Alexandria Cairo Port Said	<i>Poland and Free City of Danzig</i> : Thirty-one days. Cattowici Horodenka Kolomeya Cracow Lemberg Sarafince Stanislaw Warsaw	
<i>England</i> : Fifty-four days. Hull Liverpool London Southampton		
<i>France</i> : One hundred and thirty-six days. Bordeaux Cherbourg Havre Lyons Marseilles Nantes Paris St. Nazaire Strasburg		

¹ This does not include time spent by the experts in studying the material collected, time spent in preliminary surveys, or time spent in places not included in the twenty-eight countries with which the report deals.

ANNEX II.

QUESTIONNAIRE ISSUED BY THE SPECIAL BODY OF EXPERTS
ON TRAFFIC IN WOMEN AND CHILDREN, ON APRIL 3RD, 1924.

1. Has your Government evidence of the existence and extent of any traffic in women and children for purposes of prostitution and is it in a position to supply information on this subject ?

If your Government has already sent reports to the Advisory Committee on the Traffic in Women and Children, can the information they contain be supplemented in any way ?

Please supply any information which has been obtained as to the sex, age, ostensible occupation and social standing of the traffickers, the funds at their disposal and the methods employed by them in procuring women, in despatching them to the country of destination and evading the penalties to which they are liable if detected.

2. From the information at present available and the evidence of the authorities, what are the principal countries from which women are obtained by the traffickers or to which they are sent ?

Have traffickers at any time obtained women from your country for purposes of prostitution or have they conveyed them through the territory of your country or sent them there ?

3. Does the information at the disposal of your Government indicate any change in the volume of this traffic since the world war ? If so, does the information suggest changes also in the age, status, etc., of the women and children secured for the traffic or changes in the methods used by the traffickers ?

4. Are there any official associations or individuals in your country who are concerned with the problem which the Committee is studying ?

5. Has your Government any available statistics regarding immigration and emigration for the years 1919-1923 inclusive ? It would be convenient if such statistics could be furnished in as full a manner as possible and especially on the following points :

(a) Total number of male and female immigrants classified according to nationality ;

(b) Number of foreign women who have been admitted in the last five years according to nationality and, if possible, classified also according to age-groups (under 18, 18-21, 21-30, and over 30), and according to occupations ;

(c) Number, age, nationality and length of residence of foreign women who are known to be regularly engaged in prostitution, either in licensed houses or elsewhere ;

(d) Is there any reason to believe that any foreign women admitted to, or leaving the country in recent years have been induced either directly or indirectly to enter or leave the country for purposes of prostitution ? Can you give figures regarding this subject ?

LIST OF COUNTRIES WHICH HAVE REPLIED TO THE 1924 QUESTIONNAIRE ISSUED
BY THE SPECIAL BODY OF EXPERTS ON TRAFFIC IN WOMEN AND CHILDREN.

Argentine
Australia
Austria
Belgium
Bulgaria
Czechoslovakia
Cuba
Denmark
Dutch East Indies
Egypt
Finland

France
Germany
Great Britain
British Colonies¹
Hungary
Iceland
India
Irish Free State
Italy
Japan
Monaco

Netherlands
New Zealand
Norway
Poland
Salvador
Siam
South Africa
Sweden
Switzerland
United States of America

¹ Uganda, Brunei, Mauritius, Turks and Caicos Islands, Grenada, Leeward Isles, British Virgin Islands, Trinidad, Tonga, Iraq, New Hebrides, Ceylon, Cyprus, Dominica, Falkland Islands, Fiji, Gambia, Gibraltar, Gold Coast, Gilbert and Ellice Islands, St. Helena, British Honduras, Kenya, Kelantan, St. Lucia, Montserrat, Nigeria, Northern Rhodesia, Sierra Leone, Solomon Islands, Somaliland Protectorate, Swaziland, Tanganyika, Tonga, Trengganu, Bahamas, Bechuanaland, St. Kitts-Nevis, British Guiana, Jamaica, Nyasaland, Seychelles, Zanzibar, Palestine, Hong-Kong, Straits Settlements, Kedah, Johore, Federated Malay States, Barbados, Basutoland, Bermuda, Southern Rhodesia.

ANNEX III.

TABLE SHOWING THE PARTIES TO THE INTERNATIONAL AGREEMENT OF 1904 AND TO THE CONVENTIONS OF 1910 AND 1921 FOR THE SUPPRESSION OF THE TRAFFIC IN WOMEN AND CHILDREN.

(According to information supplied up to July 24th, 1926.)

	AGREEMENT OF 1904			CONVENTION OF 1910			CONVENTION OF 1921		
	Signatures	Ratifications	Adhesions	Signatures	Ratifications	Adhesions	Signatures	Ratifications	Adhesions
Abyssinia									
Albania							♦	♦	
Argentina									
Australia			♦				♦	♦	
Austria			♦(1)	♦	♦		♦	♦	
Belgium	♦	♦		♦	♦		♦	♦	
Bolivia									
Brazil			♦	♦	♦		♦	♦	
British Empire	♦	♦	(2)	♦	♦	(2) (a)	♦	♦	(2) (b)
Bulgaria			♦			♦			♦
Canada			♦			♦	♦	♦	
Chile							♦	♦	
China			♦			♦	♦	♦	
Colombia							♦	♦	
Cuba			♦			♦	♦	♦	
Czechoslovakia			♦			♦	♦	♦	
Denmark	♦	♦	(3)	♦					♦(3)(a)
Dominican Republic									
Estonia							♦		
Finland			♦			♦			♦
France	♦	♦	(4)	♦	♦	(4)			♦(4)(a)
Germany	♦	♦	(5)	♦	♦		♦	♦	
Greece							♦	♦	
Guatemala									
Haiti									
Honduras									
Hungary			♦(1)	♦	♦		♦	♦	
India			♦			♦	♦	♦	
Irish Free State	(6)	(6)		(6)	(6)				
Italy	♦	♦		♦	♦		♦	♦	(7)
Japan			♦			♦	♦(8)	♦	
Latvia							♦	♦	
Liberia									
Lithuania							♦		
Luxemburg			♦						
Netherlands	♦	♦	(9)	♦	♦	(9) (a)	♦	♦	(14)
New Zealand			♦			♦	♦	♦	
Nicaragua									
Norway	♦	♦				♦	♦	♦	
Panama									♦(10)
Paraguay									
Persia							♦		
Peru									♦(11)
Poland and Danzig			♦			♦	♦	♦	
Portugal	♦	♦		♦	♦		♦	♦	
Roumania							♦	♦	
Salvador									
Serbs, Croats and Slovenes (Kingdom)									
Siam			♦			♦	♦	♦	
South Africa (Union of)						♦	♦	♦	
Spain	♦	♦		♦	♦				♦(12)
Sweden	♦	♦		♦	♦		♦	♦	
Switzerland	♦	♦				♦	♦	♦	
Uruguay			♦			♦			♦
Venezuela									
STATES NON-MEMBERS OF THE LEAGUE									
Afghanistan									
Costa Rica							♦		
Ecuador									
Egypt									
Hedjaz									
Iceland									
Liechtenstein									
Mexico									
Monaco			♦			♦			
The Government of the Unions (of the Socialist Soviet Republics)	(13)	(13)		(13)	(13)				
Turkey									
United States of America			♦						

(1) The Austro-Hungarian Empire adhered to the Agreement of 1904 and signed and ratified the Convention of 1910.

(2) The British Empire has adhered on behalf of:

1904 Agreement: Bahamas, Barbados, Central Africa, Ceylon, Cyprus, Fiji Islands, Gibraltar, Gold Coast, British Guiana, Hong-Kong, Jamaica, Iraq, Kenya, Leeward Isles, Malta, Mauritius, Northern Nigeria, Nyasaland, Southern Rhodesia, St. Helena, Senegambia, Seychelles Isles, Sierra Leone, Somaliland, Straits Settlements, Trinidad, Uganda, Wei-Hai-Wei, Windward Isles. Also adhered to by Newfoundland.

(2) (a) 1910 Convention: Bahamas, Barbados, Ceylon, Cyprus, Falkland Isles, Fiji Islands, Gibraltar, British Guiana, Grenada, Gold Coast, Honduras, Hong-Kong, Iraq, Jamaica, Kenya, Malta, Mauritius, Nyasaland, Seychelles Islands, Southern Rhodesia, Saint Lucia, Saint Vincent, Straits Settlements, Trinidad, Windward Isles. Also adhered to by Newfoundland, Isle of Man, Jersey and Guernsey.

(2) (b) 1921 Convention: Bahamas, Barbados, British Guiana, British Honduras, Ceylon, Cyprus, Falkland Islands, Fiji Islands, Gibraltar, Gold Coast Colony, Grenada, Hong-Kong, Iraq, Jamaica, Kenya, Leeward Islands, Malta, Mauritius, Northern Rhodesia, Nyasaland, St. Lucia, St. Vincent, Seychelles, Southern Rhodesia, Straits Settlements, Trinidad.

(3) Extended to Iceland.

(3) (a) Subject to ratification.

(4) The French Colonies have adhered. Morocco and Tunis have adhered independently.

(4) (a) This adhesion does not include French Colonies and Protectorates nor the Mandated Territories.

(5) Adhered to by German Colonies.

(6) Great Britain signed and ratified the Agreement of 1904 and the Convention of 1910.

(7) The Italian Colonies have adhered.

(8) The signature by Japan does not include Chosen, Taiwan and the Leased Territory of Kwantung.

(9) The Dutch East Indies adhered independently.

(9) (a) The Dutch East Indies, Surinam and Curaçao adhered independently.

(10) Subject to ratification.

(11) Ad referendum.

(12) This adhesion does not include the Spanish possessions in Africa nor the territories of the Spanish Protectorate in Morocco.

(13) The Russian Empire signed and ratified the Agreement of 1904 and the Convention of 1910.

(14) Including the Dutch East Indies, Surinam and Curaçao.

ANNEX IV.

INTERNATIONAL AGREEMENT FOR THE SUPPRESSION OF THE
WHITE SLAVE TRAFFIC,

Signed at Paris, May 18th, 1904.

Article 1.

Each of the Contracting Governments undertakes to establish or name some authority charged with the co-ordination of all information relative to the procuring of women or girls for immoral purposes abroad; this authority shall be empowered to correspond direct with the similar department established in each of the other Contracting States.

Article 2.

Each of the Governments undertakes to have a watch kept, especially in railway stations, ports of embarkation, and *en route*, for persons in charge of women and girls destined for an immoral life. With this object instructions shall be given to the officials, and all other qualified persons, to obtain, within legal limits, all information likely to lead to the detection of criminal traffic.

The arrival of persons who clearly appear to be the principals, accomplices in, or victims of, such traffic shall be notified, when it occurs, either to the authorities of the place of destination, or to the Diplomatic or Consular Agents interested, or to any other competent authorities.

Article 3.

The Governments undertake, when the case arises, and within legal limits, to have the declarations taken of women or girls of foreign nationality who are prostitutes, in order to establish their identity and civil status, and to discover who has caused them to leave their country. The information obtained shall be communicated to the authorities of the country of origin of the said women or girls, with a view to their eventual repatriation.

The Governments undertake, within legal limits, and as far as can be done, to entrust temporarily, and with a view to their eventual repatriation, the victims of a criminal traffic, when destitute, to public or private charitable institutions, or to private individuals offering the necessary security.

The Governments also undertake, within legal limits, and as far as possible, to send back to their country of origin those women and girls who desire it, or who may be claimed by persons exercising authority over them. Repatriation shall only take place after agreement as to identity and nationality, as well as place and date of arrival at the frontiers. Each of the Contracting Countries shall facilitate transit through its territory.

Correspondence relative to repatriation shall be direct as far as possible.

Article 4.

Where the woman or girl to be repatriated cannot herself repay the cost of transfer, and has neither husband, relations, nor guardian to pay for her, the cost of repatriation shall be borne by the country where she is in residence as far as the nearest frontier or port of embarkation in the direction of the country of origin, and by the country of origin as regards the rest.

Article 5.

The provisions of the foregoing Articles 3 and 4 shall not affect any private Conventions existing between the Contracting Governments.

Article 6.

The Contracting Governments undertake, within legal limits, to exercise supervision, as far as possible, over the offices or agencies engaged in finding employment for women or girls abroad.

Article 7.

Non-signatory States can adhere to the present Agreement. For this purpose they shall notify their intention, through the diplomatic channel, to the French Government, which shall acquaint all the Contracting States.

Article 8.

The present Agreement shall come into force six months after the exchange of ratifications. If one of the Contracting Parties denounces it, this denunciation shall only have effect as regards that Party, and that only twelve months after the date of denunciation.

Article 9.

The present Agreement shall be ratified, and the ratifications shall be exchanged, at Paris, with the least possible delay.

In faith whereof the respective Plenipotentiaries have signed the present Agreement, and thereunto affixed their seals.

Done at Paris, May 18th, 1904, in a single copy, which shall be deposited in the archives of the Ministry of Foreign Affairs of the French Republic, and of which one copy, certified correct, shall be sent to each Contracting Party.

ANNEX V.

**INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE WHITE
SLAVE TRAFFIC,**

Signed at Paris, May 4th, 1910.

Article 1.

Whoever, in order to gratify the passions of another person, has procured, enticed or led away, even with her consent, a woman or girl under age for immoral purposes, shall be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Article 2.

Whoever, in order to gratify the passions of another person, has, by fraud or by means of violence, threats, abuse of authority or any other method of compulsion, procured, enticed or led away a woman or girl over age for immoral purposes, shall also be punished, notwithstanding that the various acts constituting the offence may have been committed in different countries.

Article 3.

The Contracting Parties, whose legislation may not at present be sufficient to deal with the offences contemplated by the two preceding Articles, engage to take or to propose to their respective legislatures the necessary steps to punish these offences according to their gravity.

Article 4.

The Contracting Parties shall communicate to each other, through the intermediary of the Government of the French Republic, the laws which have already been or may in future be passed in their States relating to the object of the present Convention.

Article 5.

The offences contemplated in Articles 1 and 2 shall, from the day on which the present Convention comes into force, be deemed to be lawfully included in the list of offences for which extradition may be granted in accordance with Conventions already existing between the Contracting Parties.

In cases in which the above provision cannot be made effective without amending existing legislation, the Contracting Parties engage to take or to propose to their respective legislatures the necessary measures.

Article 6.

The transmission of Letters of Request relating to offences covered by the present Convention shall be effected :

1. Either by direct communication between the judicial authorities ;

2. Or through the intermediary of the diplomatic or consular agent of the demanding State in the country to which the demand is addressed. This agent shall forward the Letter of Request direct to the competent judicial authority, and will receive direct from that authority the documents establishing the execution of the Letter of Request ;

(In these two cases a copy of the Letter of Request shall always be addressed at the same time to the superior authority of the State to which the demand is addressed.)

3. Or through the diplomatic channel.

Each Contracting Party shall make known, by a communication addressed to each of the other Contracting Parties, the method or methods of transmission which it recognises for Letters of Request emanating from that State.

All difficulties which may arise in connection with transmissions effected in cases 1 and 2 of the present Article shall be settled through the diplomatic channel.

In the absence of any different understanding, the Letter of Request must be drawn up either in the language of the State on whom the demand is made or in the language agreed upon between the two States concerned, or else it must be accompanied by a translation made in one of these two languages and duly certified by a diplomatic or consular agent of the demanding State, or by a sworn translator of the State on whom the demand is made.

The execution of the Letters of Request shall not entail repayment of expenses of any kind whatever.

Article 7.

The Contracting Parties undertake to communicate to each other the records of convictions in respect of offences covered by the present Convention where the various acts constituting such offences have been committed in different countries.

These documents shall be forwarded direct by the authorities designated in conformity with Article 1 of the Agreement concluded at Paris on May 18th, 1904,¹ to the corresponding authorities of the other Contracting States.

Article 8.

Non-signatory States may accede to the present Convention. For this purpose they shall notify their intention by a declaration which shall be deposited in the archives of the Government of the French Republic. The latter shall communicate a certified copy thereof through the diplomatic channel to each of the Contracting States, and shall inform them at the same time of the date of such deposit. The laws of the acceding State relative to the object of the present Convention shall also be communicated with the said declaration.

Six months after the date of the deposit of the said declaration the Convention shall come into force throughout the extent of the territory of the acceding State, which will thus become a Contracting State.

Accession to the Convention shall necessarily entail, without special notification, a concomitant accession to the Agreement of May 18th, 1904, in its entirety, which shall take effect, on the same date as the Convention itself, throughout the territory of the acceding State.

The preceding stipulation does not, however, derogate from Article 7 of the aforementioned Agreement of May 18th, 1904, which remains applicable in cases where a State prefers to accede solely to that Agreement.

Article 9.

The present Convention, completed by a *Final Protocol* which forms an integral part thereof, shall be ratified, and the ratifications shall be deposited at Paris as soon as six of the Contracting States are in a position to do so.

A protocol recording all deposits of ratifications shall be drawn up, of which a certified copy shall be transmitted through the diplomatic channel to each of the Contracting States.

The present Convention shall come into force six months after the date of the deposit of the ratifications.

Article 10.

In case one of the Contracting States shall denounce the Convention, such denunciation shall only have effect as regards that State.

The denunciation shall be notified by a declaration which shall be deposited in the archives of the Government of the French Republic. The latter shall communicate a certified copy, through the diplomatic channel, to each of the Contracting States, and shall inform them at the same time of the date of deposit.

Twelve months after that date the Convention shall cease to take effect throughout the territory of the State which has denounced it.

The denunciation of the Convention shall not entail as of right a concomitant denunciation of the Agreement of May 18th, 1904, unless it should be so expressly mentioned in the declaration; if not, the Contracting State must, in order to denounce the said Agreement, proceed in conformity with Article 8 of that Agreement.

Article 11.

If a Contracting State desires the present Convention to come into force in one or more of its colonies, possessions, or consular judicial districts, it shall notify its intention to that effect by a declaration which shall be deposited in the archives of the Government of the French Republic. The latter shall communicate a certified copy thereof, through the diplomatic channel, to each of the Contracting States, and shall inform them at the same time of the date of deposit.

The said declaration as regards colonies, possessions, or consular judicial districts, shall also communicate the laws which have been therein enacted relative to the object of the present Convention. Laws which may in future be enacted therein shall be equally communicated to the Contracting States in conformity with Article 4.

¹ *Treaty Series*, No. 24 (1905).

Six months after the date of deposit of the said declaration, the Convention shall come into force in the colonies, possessions, and consular judicial districts mentioned in such declaration.

The demanding State shall make known, by a communication addressed to each of the other Contracting States, which method or methods of transmission it recognises for Letters of Request destined for those colonies, possessions, or consular judicial districts in respect of which the declaration mentioned in the first paragraph of the present Article shall have been made.

The denunciation of the Convention by one of the Contracting States on behalf of one or more of its colonies, possessions, and consular judicial districts, shall be made under the forms and conditions laid down by the first paragraph of the present Article. Such denunciation shall take effect twelve months after the date of the deposit of the declaration thereof in the archives of the Government of the French Republic.

Accession to the Convention by a Contracting State on behalf of one or more of its colonies, possessions, or consular judicial districts shall entail, as of right and without special notification, a concomitant accession to the Agreement of May 18th, 1904, in its entirety. The said Agreement shall come into force therein on the same date as the Convention itself. Nevertheless, the denunciation of the Convention by a Contracting State on behalf of one or more of its colonies, possessions, or consular judicial districts shall not necessarily entail a concomitant denunciation of the Agreement of May 18th, 1904, unless it should be so expressly mentioned in the declaration: moreover, the declarations which the Powers signatories of the Agreement of May 18th, 1904, have been enabled to make respecting the accession of their colonies to the said Agreement are maintained.

Nevertheless, from and after the date of the coming into force of the present Convention, accessions to and denunciations of that Agreement as regards the colonies, possessions, or consular judicial districts of the Contracting States, shall be made in conformity with the stipulations of the present Article.

Article 12.

The present Convention which shall be dated May 4th, 1910, may be signed in Paris up to July 31st following, by the Plenipotentiaries of the Powers represented at the second Conference for the Suppression of the "White Slave Traffic".

Done at Paris, May 4th, 1910, in a single copy, of which a certified copy shall be communicated to each of the Signatory Powers.

FINAL PROTOCOL.

[Translation.]

At the moment of proceeding to the signature of the Convention of this day, the undersigned Plenipotentiaries deem it expedient to indicate the sense in which Articles 1, 2, and 3 of that Convention are to be understood, and in accordance with which it is desirable that the Contracting States, in the exercise of their legislative sovereignty, should provide for the execution of the stipulations agreed upon or for their extension.

A. — The stipulations of Articles 1 and 2 are to be considered as a *minimum*, seeing that it is self-evident that the Contracting Governments remain entirely free to punish other analogous offences, such, for example, as the procuring of women over age, even where neither fraud nor compulsion may have been exercised.

B. — As regards the suppression of the offences provided for in Articles 1 and 2, it is fully understood that the words "woman or girl under age, woman or girl over age" refer to women or girls under or over twenty completed years of age. A law may, nevertheless, fix a more advanced age for protection, on condition that it is the same for women or girls of every nationality.

C. — With a view to the suppression of the same offences the law should decree, in every case, a punishment involving loss of liberty, without prejudice to other penalties, principal or accessory; it should also take into account, apart from the age of the victim, the various aggravating circumstances which exist in the case, such as those referred to in Article 2, or the fact that the victim has been in effect delivered over to an immoral life.

D. — The case of detention, against her will, of a woman or girl in a brothel could not, in spite of its gravity, be dealt with in the present Convention, seeing that it is governed exclusively by internal legislation.

The present Final Protocol shall be considered as forming an integral part of the Convention of this day, and shall have the same force, validity, and duration.

Done and signed at Paris in a single copy, May 4th, 1910.

ANNEX VI.

INTERNATIONAL CONVENTION FOR THE SUPPRESSION OF THE TRAFFIC
IN WOMEN AND CHILDREN,

Geneva, September 30th, 1921.

Article 1.

The High Contracting Parties agree that, in the event of their not being already Parties to the Agreement of May 18th, 1904, and the Convention of May 4th, 1910, mentioned above, they will transmit, with the least possible delay, their ratifications of, or adhesions to, those instruments in the manner laid down therein.

Article 2.

The High Contracting Parties agree to take all measures to discover and prosecute persons who are engaged in the traffic in children of both sexes and who commit offences within the meaning of Article 1 of the Convention of May 4th, 1910.

Article 3.

The High Contracting Parties agree to take the necessary steps to secure the punishment of attempts to commit, and, within legal limits, of acts preparatory to the commission of, the offences specified in Articles 1 and 2 of the Convention of May 4th, 1910.

Article 4.

The High Contracting Parties agree that, in cases where there are no extradition Conventions in force between them, they will take all measures within their power to extradite or provide for the extradition of persons accused or convicted of the offences specified in Articles 1 and 2 of the Convention of May 4th, 1910.

Article 5.

In paragraph B of the final Protocol of the Convention of 1910, the words "twenty completed years of age" shall be replaced by the words "twenty-one completed years of age".

Article 6.

The High Contracting Parties agree, in case they have not already taken legislative or administrative measures regarding licensing and supervision of employment agencies and offices, to prescribe such regulations as are required to ensure the protection of women and children seeking employment in another country.

Article 7.

The High Contracting Parties undertake in connection with immigration and emigration to adopt such administrative and legislative measures as are required to check the traffic in women and children. In particular, they undertake to make such regulations as are required for the protection of women and children travelling on emigrant ships, not only at the points of departure and arrival, but also during the journey, and to arrange for the exhibition, in railway stations and in ports, of notices warning women and children of the danger of the traffic and indicating the places where they can obtain accommodation and assistance.

Article 8.

The present Convention, of which the French and the English texts are both authentic, shall bear this day's date, and shall be open for signature until March 31st, 1922.

Article 9.

The present Convention is subject to ratification. The instruments of ratification shall be transmitted to the Secretary-General of the League of Nations, who will notify the receipt of them to the other Members of the League and to States admitted to sign the Convention. The instruments of ratification shall be deposited in the archives of the Secretariat.

In order to comply with the provisions of Article 18 of the Covenant of the League of Nations, the Secretary-General will register the present Convention upon the deposit of the first ratification.

Article 10.

Members of the League of Nations which have not signed the present Convention before April 1st, 1922, may accede to it.

The same applies to States not Members of the League to which the Council of the League may decide officially to communicate the present Convention.

Accession will be notified to the Secretary-General of the League, who will notify all Powers concerned of the accession and of the date on which it was notified.

Article 11.

The present Convention shall come into force in respect of each Party on the date of the deposit of its ratification or act of accession.

Article 12.

The present Convention may be denounced by any Member of the League or by any State which is a Party thereto, on giving twelve months' notice of its intention to denounce. Denunciation shall be effected by notification in writing addressed to the Secretary-General of the League of Nations. Copies of such notification shall be transmitted forthwith by him to all other Parties, notifying them of the date on which it was received.

The denunciation shall take effect one year after the date on which it was notified to the Secretary-General, and shall operate only in respect of the notifying Power.

Article 13.

A special record shall be kept by the Secretary-General of the League of Nations, showing which of the Parties have signed, ratified, acceded to or denounced the present Convention. This record shall be open to the Members of the League at all times; it shall be published as often as possible, in accordance with the directions of the Council.

Article 14.

Any Member or State signing the present Convention may declare that the signature does not include any or all of its colonies, overseas possessions, protectorates or territories under its sovereignty or authority, and may subsequently adhere separately on behalf of any such colony, overseas possession, protectorate or territory so excluded in its declaration.

Denunciation may also be made separately in respect of any such colony, overseas possession, protectorate or territory under its sovereignty or authority, and the provisions of Article 12 shall apply to any such denunciation.

ANNEX VII.

MEMORANDUM TO THE COUNCIL ON THE COMMENTS SUBMITTED BY GOVERNMENTS REGARDING PART II OF THE REPORT OF THE SPECIAL BODY OF EXPERTS¹.

To the Council of the League of Nations:

The Body of Experts desires to submit to the Council the communications received from Governments on the subject of Part II of its Report together with its comments on them. The Governments of nineteen out of the twenty-eight countries which were visited and studied by the Body of Experts have sent communications and in one case caused information to be conveyed.

The observations of the Governments are of three kinds :

- (1) *Corrections of fact.* These corrections have been made in Part II as reviewed by us.
- (2) *Wrong impressions arising from a misunderstanding of the Report.* Passages which gave rise to such misunderstanding have been revised.
- (3) *Criticism of the methods of the enquiry.* We deal with this criticism in our detailed comments.

We desire to express again to all Governments our thanks for their co-operation in the enquiry, without which, as pointed out in Part I, our duty could not have been performed; and also for the trouble which they have taken to examine Part II so as to enable us to make this part of the report as accurate as possible.

We recognise that the delicate and difficult task entrusted to us could not well have been completed without the risk of some misunderstanding and even criticism. We have endeavoured throughout our enquiry to carry out our work in an impartial spirit and with a sincere desire to arrive at the truth. We are glad to find that, for the most part, the communications made by the Governments raise points of a minor character and do not in any case, in our opinion, affect the validity of our conclusions.

We would further point out that, since the enquiry was begun, several Governments have passed new laws or taken new administrative action to deal more effectively with the traffic in women.

Finally, we desire to repeat what was said in the introduction to Part I of our Report :

“ In the course of our report, many cities and countries are mentioned by name because it seemed to us impossible to give any useful account of the results of our enquiries without adopting this course. But we wish to make it clear that, when countries are referred to by name, it is not intended to single out any particular country or to suggest any criticism whatever of its authorities. All nations alike are equally desirous of stamping out this evil, but the circumstances of some countries undoubtedly make the task more difficult than it is for others. The possibility of further action must depend on finding the weak points in existing international machinery and in trying to strengthen it by effective co-operation. ”

¹ The page references to Part II of the Report by the Special Committee of Experts are, of course, to those in the original edition.

Reply of the Argentine Government.

[Translation.]

Buenos Aires, September 30th, 1927.

In reply, with reference to the Argentine Republic, I have to inform you that the Government Department concerned has made the following observations :

(1) Prostitution in Buenos Aires is proportionate to the quantity and nature of the population, which contains an enormous percentage of foreigners, as well as of bachelors who, owing to their recent arrival in the country, have no established position. They are consequently unable to marry and to settle down until they possess relative economic independence.

(2) Foreign women are not chaste when they enter the country, as is proved by Table C, page 26 of the Report, from which it appears that shortly, sometimes less than a week, after their arrival, they are already inscribed on the municipal register of prostitutes. This is not due to their environment, which is that of a hard-working, commercial city with a healthy population and an index of morality far superior to that of other much older cities with a more homogeneous population and more satisfactory legislation.

(3) Prostitution does not take its rise in the Argentine, although as a rich country it attracts the traffic. Most of the women come from Europe, and especially from France. Although, as a rule, they enter the country by legal means, they sometimes get in clandestinely, as is the case in any country with extensive frontiers.

(4) It is not the fault of the Argentine authorities that these women enter legally, since their papers are in order and have been made out by the authorities of the country of origin or transit. If these documents have been drawn up with connivance or are forged, this fact could easily be proved at the port of embarkation, not at the port of arrival, where foreigners cannot be delayed unduly without a legitimate reason out of respect for personal liberty, which is accorded to them on the same terms as to our own nationals, especially in view of the lack of rapid means of establishing at enormous distances the veracity of the facts contained in these personal documents. This verification is particularly difficult if no information has been laid, and if there is nothing else to make the authorities suspect any false statements in the documents.

(5) The existence of the "caftens" in the Republic, though hidden, is none the less a fact, but the police can take no measures against them but those permitted by law, and the law does not punish the person who lives upon the proceeds of prostitution, but only him who "by means of deceit, violence, threats", etc., occasions or takes advantage of it (Articles 125 and 126 of the Penal Code). This applies to women over age, who form the majority of our prostitutes. In the case of minors, a distinction is made by the law, and the procedure is clearly indicated in Article 125.

(6) It is, moreover, extremely difficult to take effective action against "caftens" without denunciation by the victim, whose evidence is necessary to prove the existence of the crime, without which no action is possible; and, as is well known, with very few exceptions the woman who says that she is exploited will not testify against her *souteneur*, since it is to her advantage not to do so, seeing that as a rule she lacks the resources necessary to manage her own affairs.

(7) It usually happens that these women, if they tire of the regular life in a licensed house, make themselves economically independent after a time; when they have acquired a better knowledge of the conditions they then break off their association with the "caftens" and start clandestine work on their own account.

(8) The existence of clandestine prostitution on a larger or smaller scale has no connection with the White Slave Traffic, since, as already stated, the women who undertake the work are usually prostitutes who were formerly on the register, and, in other cases, women over age who sell their bodies in obedience to their own impulses or necessities, if this can be accepted as an excuse.

(9) With regard to some of the details in the Advisory Committee's report relating to the entry of women intended for prostitution by the Salto-Concordia route, this matter is of greater concern to Uruguay than to the Argentine Republic, since it is from the former country that the clandestine crossings are arranged.

(10) In emphasising the ease with which the "rufianes" are able to secure blank stamped papers signed by the prostitutes, to be used at any moment as evidence that the women have no right to remain in the houses kept by those procurers, thus enabling them to be turned out at a moment's notice, the fact is apparently overlooked that this stamped paper is obtainable anywhere, without any statement of the purpose for which it is intended.

(11) The observation in this report regarding travelling to Brazil from the Republic being allowed without passports contains a serious error, since not only a passport, but a certificate of good conduct as well, is required by the authorities of the former country.

(12) The statement to the effect that false identity cards are obtained from the police of the capital is not in accordance with the facts. Confusion may have arisen in connection with an actual forgery of identity cards which was discovered and suppressed some time ago; the police had nothing to do with this, as it occurred chiefly in the city of Montevideo.

(Signed) Antonio SAGAMA.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY
OF THE ARGENTINE GOVERNMENT.

We have read with interest the first nine paragraphs, and recognise the difficulties with which the Argentine Government is faced. We have endeavoured to indicate these difficulties so far as is practicable in relation to our study of international traffic.

The statement in paragraph 10 regarding the blank stamped papers referred to has been noted and a reference has been made to it in the report. The fact that these papers may be bought anywhere is already mentioned in the text.

The correction suggested in paragraph (11) regarding travel to Brazil has been made.

In regard to the last paragraph, we would point out that no statement appears in our report to the effect that false identity cards are obtained from the police of the capital.

Some other modifications have been introduced into the text in order to establish the accuracy of certain facts.

Reply of Austria.

[Translation.]

Vienna, June 15th, 1927.

The Police Department is of opinion that the reports of the persons entrusted with making secret investigations on the repression of the traffic in women and children in Vienna are, on the whole, accurate and according to facts. Up till now, it has not obtained any information as to the activities of an individual who is alleged to have engaged prostitutes at Vienna and Budapest for the purpose of sending them to Hamburg and Buenos Aires; it has, however, got into touch with the "Zentralpolizeistelle zur Bekämpfung des Mädchenhandels" at Berlin with a view to ascertaining whether or not there is such a person.

The Police Department has moreover learned that a German, domiciled at Buenos Aires, who has for several years lent his services to immigrants, has published, in reply to a work by M. Albert Londres which appeared quite recently under the title of "Le Chemin de Buenos Aires", an article in the *Berliner Börsenkurier* of May 15th last, according to which the rumours on the subject of the traffic in women and children in the Argentine are not accurate and are, in any case, grossly exaggerated.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY
OF THE AUSTRIAN GOVERNMENT.

We have read the reply of the Austrian Government and appreciate the statement that the report is on the whole accurate and according to the facts.

Reply of Belgium.

[Translation.]

Brussels, July 25th, 1927.

I have the honour to forward herewith copies of three observations submitted by the Service de la Sûreté publique Belge (Annex) on the remarks relating to Belgium which appear on page 29 of the English text of Part II of the Report of the Special Body of Experts on the Traffic in Women and Children.

I would add that the attached observations might usefully be supplemented by the following information regarding the conditions under which Belgian passports may be issued to children who are minors, and in particular to girls below 21 years of age :

" In order to obtain a passport, every child who is a minor must produce an authorisation from his (her) father or guardian, or, failing either of these, an authorisation from the Justice of the Peace for the district in question.

" Where the applicant is a girl, she must furnish evidence as to the object of her journey; for instance, by producing her engagement contract. In the latter case, the name and address of the person who acted as agent must be furnished, together with an authenticated declaration by which the said agent accepts liability for the reimbursement of any expenses which might be caused by the repatriation of the girl.

" Where there is no agent, the liability for reimbursing the expenditure must be undertaken by the parents or, if the latter have no assets, by a third party acting as guarantor.

" The competent Belgian authorities reserve their right to reject any application if they have grounds for suspecting that the journey is undertaken with an immoral object."

For the Minister:

(Signed) Pierre LE TELLIER.

Annex.

OBSERVATIONS BY THE BELGIAN POLICE DEPARTMENT.

1.

See page 29 of the English text.

"Foreign prostitutes are not registered in Belgium, and there are therefore no statistics showing the number and the nationalities of such women who are operating in the country."

Remarks.

The communal regulations make no distinction between Belgian and foreign prostitutes.

Both Belgian and foreign prostitutes are registered in the police registers. When a foreign prostitute is registered, the fact is notified forthwith to the Department of Police, which takes prompt steps to have her expelled or deported.

As a fact, it is not possible for a foreign prostitute to make a lengthened stay in Belgium and her name can only remain for a very brief space on any police register in the country.

81. V. 1927.

2.

See page 39 of the French and page 29 of the English text.

"... Women expelled by Royal Decree are liable to fine and imprisonment if they return."

Remarks.

Article 6 of the Law of February 12th, 1897, concerning foreigners only provides imprisonment (15 days to six months) in case of the violation of an expulsion order, and makes no distinction between men and women.

81. V. 1927.

3.

See page 39 of the French and page 30 of the English text.

"The migration laws of Belgium do not exclude foreign prostitutes as such, and Belgian consuls in other countries have no instructions regarding the refusal of visas to women of this character."

Remarks.

There are no laws in Belgium regarding immigration, but foreigners are only allowed to enter the country on production of a document which may be, according to the nationality of the person concerned :

Either a simple identity card, bearing a photograph of the person ;
Or a passport, with or without a Belgian visa.

These documents are filled in, in the great majority of cases, from statements by the parties themselves. Prostitutes naturally take care that no reference appears to their shameful occupation. Nevertheless, if a foreign prostitute applies for a visa, and the consul, by some chance, discovered her real character, he would refuse to grant the visa.

8. VI. 1927.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE BELGIAN GOVERNMENT.

We have noted the Belgian Government's reply and have revised our report so as to avoid misunderstanding on the points to which attention has been drawn by l'Administration générale de la Sûreté publique of Belgium.

We have also paid heed to the new measures taken by the Belgian Government regarding the issue of passports to minor girls.

In addition, we have clarified a number of other paragraphs of the report which might have been misinterpreted.

Reply from Canada.

Ottawa, September 21st, 1927.

An examination of that section of Part II of the Report of the Special Body of Experts relating to Canada (pages 38 to 41) requires very little comment from Canada. There are several errors either in the information supplied or in the conclusions drawn therefrom.

In the first paragraph, under the caption "Incoming traffic" (page 38), there is a complete misapprehension of the status of aliens as compared with Canadians in their effort to enter the United States. Aliens do not enter on a parity as suggested. All persons not

born in Canada, regardless of the length of their residence and regardless of their naturalisation in Canada, are subject to the U.S. quota law and are admitted from Canada only under the same conditions as they would be admitted from their own country.

In the fourth and fifth paragraphs on page 89, a wrong conclusion has been reached regarding the movement of Chinese. Only one Chinese immigrant has been admitted to Canada since 1923. The only Chinese admissible to Canada are merchants, students, professional people and Chinese returning to Canada after having registered out in accordance with the provisions of the Canadian Chinese Immigration Act. Students and professional people are admitted only for temporary residence. The Chinese Immigration Act debars even the wives of Chinese resident in Canada.

In note (b) at the bottom of page 89, it is said that Rouss's Point is the place at which the majority of persons enter Canada from New York, Buffalo and Troy and that the Canadian immigration officer does not question anyone. The place intended is Rouses Point. It is not the port of entry for people from Buffalo and Troy and it is only one of several ports of entry through which traffic reaches Montreal from New York. It is evident that the investigator responsible for this information travelled on a sleeper and did not understand the use of the form to which reference is made, which form is used only on the sleeper. The information supplied indicates that the investigator obtained very little information about Canadian inspection and therefore arrived at wrong conclusions. A similar faulty conclusion may be seen in the second paragraph on page 89, in which it is suggested that the immigration inspection at Halifax is more stringent than that at other ports of entry. There is the added statement in that paragraph that a large number of Jews from Russia and the Near East are being admitted at Halifax. The investigator did not obtain this information from Governmental records, because there is practically no movement at all of Jewish people from the Near East.

The above are the only observations we desire to make on the Canadian section of the confidential Report.

(Signed) W. J. EGAN.

COMMENTS OF THE BODY OF EXPERTS
ON THE REPLY OF THE CANADIAN GOVERNMENT.

We have revised the material in our Report relating to Canada. The statements which were incomplete or confusing have been amended in order to rectify the text.

Reply of Cuba.

[Translation.]

Havana, April 26th, 1927.

I am glad to inform you — and would request you to communicate this information to the Council — that the Cuban Government has been very happy to note the praise bestowed on the Cuban Administration in these reports for the success of its vigorous campaign against the traffic in women and prostitution in general, Cuba being referred to as a model country for the energy with which she is combating this criminal traffic.

The measures adopted by the Cuban Government two years ago in this matter are still applied with all severity; the entry of foreign women through Cuban ports is controlled, while persons who fail to comply with the regulations are punished and expelled. Under these circumstances, we believe that it is impossible for *souteneurs* to enter the country.

The Cuban Government desires to convey to the Council — and through the Council to the Committee of Experts — its hearty congratulations on the most effective and useful work carried out in connection with the traffic in women, and for the accurate and truthful manner in which the facts are set out regarding the situation in Cuba and the results obtained by that country in her endeavour to prevent the former traffic in women by all means at her disposal.

(Signed) Miguel Angel CAMPE,
Under-Secretary of State.

COMMENTS OF THE BODY OF EXPERTS
ON THE REPLY OF THE CUBAN GOVERNMENT.

We appreciate the observations of the Cuban Government and have noted with pleasure the progress made since the beginning of our study.

Reply from Czechoslovakia.

[Translation.]

Prague, October 12th, 1927.

The Czechoslovak Ministry for Foreign Affairs has the honour to submit the following observations :

It is stated, in the second paragraph of the introduction to the part concerning Czechoslovakia, that the investigator visited houses of prostitution at Prague, and, further on, that he visited 15 such houses.

This statement appears to be based on a misapprehension, since, on the date on which the investigator visited Prague, all houses of prostitution had been closed in virtue of the Law of July 11th, 1922, on the suppression of venereal diseases.

As regards the section entitled "Internal Conditions in Relation to Traffic", it may be mentioned, however, that the Ministry of Public Health issued a Provisional Ministerial Decree, dated November 14th, 1922, to meet the necessities of the transitional period following on the promulgation of the aforesaid Law. The Ministry of Public Health subsequently issued a Decree dated April 9th, 1926, containing detailed regulations for the co-operation of the State police in enforcing the Law on the suppression of venereal diseases.

As the investigator was unable to obtain statistics of the women engaged in prostitution at Prague, the Ministry for Foreign Affairs ventures to attach a copy of the pamphlet of Dr. H. Pelc (Annex), on page 213 of which will be found statistics on the subject from 1911 to 1922.

For the Minister :

(Signed) M. P. BOFONOV.

Annex.

REGULATION OF PROSTITUTION IN PRAGUE
FROM 1911-1922.

Year	Number of Prostitutes		Total
	Licensed houses	Free	
1911	180	288	468
1912	181	318	499
1913	189	331	520
1914	159	368	527
1915	159	377	536
1916	187	396	583
1917	210	377	587
1918	225	327	552
1921 (November)	63	248	311
1922 (1 month)	59	287	346

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY
OF THE CZECHOSLOVAK GOVERNMENT.

We have revised our Report to correct the paragraphs which were misleading owing to the wrong use of terms such as "licensed houses". We have also inserted the tables furnished by the Government.

A number of other minor changes have been made.

Reply from Egypt.

[Translation.]

Cairo, October 6th, 1927.

1. There are no benevolent societies in Cairo dealing with the traffic in women and children or the help to be given to prostitutes expelled from Egypt. The Egyptian Government itself defrays the expenses incurred through the expulsion of prostitutes.

2. The way in which foreign prostitutes enter the country may be summarised as follows :

A. Port Said.

It may be said that, since 1925, the traffic in women and children has almost completely ceased. The police have not reported, either in the port or in the town proper, any case of such traffic, which was formerly carried on on a large scale. This is due to the vigilant supervision exercised, conjointly with the police, by the Society for the Protection of Necessitous Girls and Women. Women and young girls who come to Egypt in order to become prostitutes land at Alexandria.

B. *Alexandria.*

There is only one society at Alexandria, namely, the International Society for the Suppression of the Traffic in Women. Unlike other associations for the protection of young girls coming alone to Egypt with a view to taking up a profession, this society has no special premises for housing prostitutes. So long as the penalty inflicted upon keepers of clandestine brothels remains as small as it actually is, it cannot be hoped that the number of minors given over to clandestine prostitution will decrease. Such cases can hardly be included under the name of "traffic in women", since the girls in question become prostitutes of their own free will or at the suggestion of women frequenting these houses.

It is through the agency of the store-keepers of the "Messageries Maritimes" boats and of certain French dragomen that women and young girls coming to Egypt succeed in entering the country in order to earn a living there. Enquiries made on this subject by the competent authorities show that some of the sailors on these boats are concerned in this traffic. It is not true that the port authorities encourage the landing of such girls.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY
OF THE EGYPTIAN GOVERNMENT.

The facts of the first two paragraphs of the Egyptian Government's reply have been incorporated in our reply.

With regard to the last paragraph, we would point out that two references are made in the text to this matter and that our Report contains no suggestion that the port authorities encourage the system of smuggling.

Reply from France.

[*Translation.*]

Paris, September 29th, 1927.

With regard to the part of this Report which deals with French territory, the Government has no observation to offer on the information furnished to the Committee of Experts by the qualified French authorities. On the other hand, it must protest strongly against the publication of confidential information which cannot be controlled, most of which seems to have been received by unauthorised agents and not by the members of the Committee themselves — and in any case not in the presence of any qualified French authority — from *souteneurs* or persons of equally dubious morals, to whom they were apparently directed and recommended by South American traffickers. The information thus obtained regarding alleged facts seems to have been very readily accepted by the authors of the Report without any attempt at verification. Being based on these necessarily disconnected data — which seem, moreover, to have been regarded as no less valuable than official information, or even as more valuable — the report conveys a general picture which does not in the least represent the truth.

In order that an accurate idea may be afforded of the details of the enquiry in different countries, the French Government asks that a schedule should be appended to the report showing the time spent by the experts themselves in each of the countries dealt with. It would also be most desirable that the report should contain a survey of the situation in various cities where experiments in the abolition of regulation have been tried and have failed, so that the influence of these measures on the extent of the traffic may be judged.

The French Government must leave to the investigators the whole responsibility for conclusions reached by such methods. It desires that this communication should, in accordance with the Council's decision, be forwarded to the Committee of Experts, in order that the necessary corrections and additions may be made to Part II of the Report before publication.

(Signed) A. BRIAND.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY
OF THE FRENCH GOVERNMENT.

The reply of the French Government raises several questions of a general character.

1. The reply suggests that we have attached less value to information derived from official sources than to that furnished by underworld enquiries and that the latter class of information is worthless.

As to the former point, we regret that the French Government should have received such an impression. The greatest value has, in every case, been attached to official information. We think the impression may be attributed to the method of presentation of the report on France and substantial modifications have been made with the object of removing such impression.

With regard to the value of evidence derived from conversations with traffickers, *souteneurs* and other members of the underworld, we would draw attention to what is said on this point in the introduction to Part II of the Report. These enquiries were not made by

unauthorised persons, but by investigators qualified by their special knowledge of the subject and appointed for that reason.

We fully recognise the danger of accepting unreservedly any statements made by persons of immoral character, but we would point out that regard must be paid to the circumstances under which such statements were made.

In the course of the enquiry, the statements which were received from members of the underworld and which are reproduced in our Report were made to, or in the presence of, investigators by persons who were considered to be engaged in the same traffic as themselves and there could therefore have been no reason for falsehood.

Even so, it is not suggested that the reported conversations are in every case statements of facts and we have made reservations with regard to them in the introduction. However, we believe that they express the actual opinions of the persons who made them and who guided their actions accordingly.

Every possible effort was made to verify, by reference to official sources or otherwise, statements made by the underworld before deciding upon their publication and a great deal of material so obtained has not been used. Confirmation was secured in a large number of instances. Names and addresses in one country were found to be accurate when followed up in another country and persons who were said by others to be doing certain things were found in fact to be so engaged. Original evidence, including letters, telegrams, and forged documents, were secured.

2. The French Government asks that a schedule should be appended to the Report showing the time spent by the experts themselves in the countries dealt with. Such a schedule is now annexed to the Report. As stated above and in the Introduction, the enquiries on the spot were made by trained investigators under the immediate supervision of the Director of Investigations. However, in a number of countries, members of the Body of Experts devoted a good deal of time to procuring information and visiting officials with the Director of Investigations. The Chairman also visited the majority of the countries in arranging for the enquiry and for conference with the Director of Investigations. This was particularly true of France, where the Chairman and the Director of Investigations spent considerable time in planning the enquiry on the spot with officials and with the French member of the Body of Experts. The latter also went with the Director of Investigations to Marseilles, where they spent ten days interviewing local officials and pursuing the enquiry.

If it is suggested that more time was spent in certain countries than in others, the fact is admitted. It was not the main object of the enquiry to investigate national conditions in regard to prostitution, but to follow the track of an international traffic wherever it might lead. No clues were available in certain countries, either because they did not exist, or because they could not be found owing to the lack of official data, and above all important unofficial data. In other countries, owing to favourable circumstances, it was possible to secure more information from underworld circles and thus to obtain more abundant material. More time was spent in these countries and the information thus secured was made use of in the reports on other countries.

We do not pretend that the enquiry made, even though it extended over two years, was complete or could possibly cover the whole ground, having regard to the immense area in question.

It may be that there exist in this area other routes of traffic in women which were not discovered by us. All that can be said is that, within the time available, we followed up closely every possible source of information which might lead to a useful result.

3. The French Government further suggests that the report should contain a survey of the situation in various cities where experiments in the abolition of regulation have been tried and have failed. We are only aware of one such case and there is reason to believe that the experiment was not of sufficient duration or conducted under such conditions as was likely to make a special study of any great value. It was not, however, part of our duty to study specially the comparative effects of policies based on regulation and on abolition respectively, but it may be pointed out that, incidentally, the report throws a good deal of light on the question, because as we have stated in Part I of the Report, evidence of traffic was found principally in those countries where official regulation of some kind exists.

Reply of Great Britain.

Foreign Office, London, June 11th, 1927.

In reply to your letter No. C.L. 80, 1927, of April 1st last, I am directed by Secretary of State Sir Austen Chamberlain to state that His Majesty's Government in Great Britain do not desire to offer any detailed observations on that portion of Part II of the Report of the Special Body of Experts on the Traffic in Women and Children which refers to this country. The information contained in the Report coincides with the experience of the police and other authorities in this country. The statements as regards the prostitution conditions in London and Liverpool, where the enquiries appear chiefly to have been pursued, have, of course, been made on the responsibility of the authors of the Report.

2. I am to point out that the tables reproduced at the end of the report on Great Britain appear to give figures for London (Table A) and Liverpool (Table B) only and not for the whole country. The enclosed tables (Annex) give similar information for the whole of England and Wales, and I am to suggest therefore that, for the sake of accuracy, these may be substituted for the existing tables before the report is published. If this suggestion is adopted, it would be necessary to make certain corrections in the two paragraphs on page 81, in which quotations are made from the tables. The new paragraphs might run on the lines suggested in the enclosed draft.

(Signed) G. H. VILLIERS.

Annex.

ENGLAND AND WALES.

Table A.

Crimes of Procuration known to Police and Number of Persons proceeded against for Procurations and living on Prostitutes' Earnings in the Years 1914 to 1923.

Year.	Procurations.		Living on Prostitutes' Earnings ¹ Persons proceeded against.		Total.
	Crimes known.	Persons proceeded against.	Summarily.	Committed for Trial.	
1914	43	43	858	13	871
1915	16	12	126	8	134
1916	23	20	101	3	104
1917	12	11	88	1	89
1918	5	6	57	-	57
1919	7	5	94	-	94
1920	8	10	180	1	181
1921	6	6	152	-	152
1922	11	10	178	-	178
1923	9	6	145	-	145
Totals	140	129	1,429	26	1,455

Table B.

Number of Persons proceeded against for Prostitution and Brothel-Keeping in the years 1914 to 1923.

Year.	Prostitution.		Brothel-Keeping. Persons proceeded against.		Total.
	Persons proceeded against.	Summarily.	Committed for Trial.		
1914	9,853	712	3		715
1915	6,965	789	3		792
1916	5,570	778	2		775
1917	5,719	1,052	1		1,058
1918	5,842	768	5		778
1919	5,021	510	5		515
1920	5,800	869	1		870
1921	5,771	852	7		859
1922	5,067	885	10		895
1923	2,410	429	11		440
Totals	57,518	6,189	48		6,187

Third Paragraph.

This should read as follows:

"Extracts from the Criminal Law are to be found in Appendix 1. Statistics with regard to offences of procuring in England and Wales are given in Table A, from which it will be seen that the number of crimes known has fallen from 43 in 1914 to 9 in 1923. In the same table are shown the number of proceedings against persons for living on prostitutes' earnings and again the numbers have fallen from 371 in 1914 to 145 in 1923."

Fourth Paragraph.

This should read:

"It proved difficult to estimate the number of prostitutes operating. The number of persons proceeded against in England and Wales is set out in Table B and shows a reduction from 9,853 in 1914 to 2,410 in 1923. The number of persons proceeded against for brothel-keeping shown in the same table has fallen from 715 in 1914 to 440 in 1923."

¹ Including male persons soliciting for immoral purposes.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE BRITISH GOVERNMENT.

We regret that, owing to a clerical mistake, tables which referred to London and Liverpool respectively were presented as applying to the whole of England and Wales. This error has been corrected and the text revised.

We appreciate the observations that our Report coincides with the experience of the police and other authorities.

Reply of the German Government.

[Translation.]

Berlin, November 16th, 1927.

Part II of the Report of the Special Body of Experts contains, in the chapter relating to Germany, the following statements :

(1) Houses of prostitution are said still to exist at Altona, and at Berlin and Hamburg there would appear to be many houses whose inmates are engaged in prostitution.

(2) Prostitutes and *souteneurs* are said to carry on an extensive traffic in indecent pictures and publications.

(3) It is alleged that, although the German Government in principle refuses to register foreign prostitutes and deports them, a large number of foreign women are living in Berlin who have for years been engaged in prostitution.

(4) It is stated that the traffic in women proceeding from Germany to other countries, although not large, does exist, and that it would therefore seem urgently necessary to introduce legal protection for artistes.

The German Government desires to submit the following observations on these points :

General.

The German Government would refer to its report dated April 9th, 1927, on the measures taken in 1926 for the suppression of the traffic in women and children, which report was forwarded to the Secretary-General of the League of Nations.

Ad (1). Under the Law of February 18th, 1927, on the campaign against venereal diseases (*Reichsgesetzblatt*, page 61) which came into force on October 1st, 1927, the keeping of a brothel or similar establishment is punishable as constituting procuration. This law also prohibits the assignment of certain streets or quarters for the practice of prostitution (*Kasernierung*). In pursuance of the same law, negotiations are now in course with the French High Commissioner at Coblenz regarding the suppression of the licensed houses established by order of the occupation authorities in the Rhineland zone under French occupation.

Ad (2). An energetic and successful campaign is being waged against the sale of indecent pictures and publications, in execution of the International Convention of May 4th, 1910, the International Agreement of September 12th, 1923, and the German penal laws. Nevertheless, in existing circumstances, this traffic can never be wholly suppressed.

Ad (3). As regards foreign prostitutes, rescue measures are tried first of all, and if these are found to be unsuccessful, deportation is ordered.

Ad (4). Emigration to overseas countries takes place principally through the ports of Hamburg and Bremen. The police keep a constant watch over all persons leaving German territory; they are in touch with the "Zentralpolizeistelle zur Bekämpfung des internationalen Mädchenhandels" (Central Police Office for the Suppression of the International Traffic in Women) at Berlin, and work hand in hand with the emigration authorities. At Hamburg, it has not been possible to prove a single case of traffic in women in the last ten years. The fact that women no longer young and in any case over 21, who are on the way to becoming prostitutes, leave German territory on some pretext or other with the object of engaging in prostitution abroad cannot be denied, nor is it possible to prevent all such cases.

As regards the issue of passports to artistes who are minors and who wish to go abroad, the rule in Prussia is that the Artistes Associations and the Theatres Section of the Office of the Chief of Police at Berlin (*Polizeipräsidium*) must first be consulted. Further, a draft Reich Law on Theatres has been prepared in which it is proposed to make the obtaining of a licence compulsory for managers of troupes of women dancers, etc. Thus, some of the protective legislation which the Special Committee of Experts considers necessary already exists, and the rest is now in course of preparation.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE GERMAN GOVERNMENT.

We note with much satisfaction the measures which have been taken since our report was prepared and also those which are contemplated in the future. We have included in the Appendix extracts from the new law on combating venereal disease.

Reply from Hungary.

[Translation.]

November 11th, 1927.

With reference to your letter of July 15th, No. C.L.92, and more particularly with reference to Article 2 of the decision by the Council of the League of Nations, dated June 16th last quoted in your letter, I have the honour to communicate to you the following observations by my Government concerning Part II of the Report of the Special Committee of Experts, with the request that you will insert in the text of the Report the corrections asked for.

The part referring to Hungary, that is to say to Budapest, since the expert visited no other place in Hungary, does not give a true picture of the situation in regard to the supervision by the police of public morals. The expert's statement that at Budapest the side streets were crowded with prostitutes is quite contrary to the facts. According to statistics compiled in 1920, Budapest has 1,599 streets and squares, of which 790 streets and 81 squares are in the inner part of the town. (Prostitutes do not walk the streets of the suburbs. Prostitutes are permitted to move about in the following streets :

Districts I to III (Buda) (in three streets): Donáti lépcső, Apolda Utca and Gulbaba Utca ;

District IV (three streets): Magyar Utca, Bástya Utca and Vármegye Utca ;

District VI (nine streets): Paulay Ede Utca, Zichy Jenő Utca, O Utca, Nagymező Utca, Jókai Utca, Horn Ede Utca Dessewffy Utca, Rózsa Utca and — after 11 p.m. — on the Boulevard Toréz ;

District VII (thirteen streets): Valero Utca, Dob Utca, Munkas Utca, Alsóerdősor, Rottenbiller Utca, Garai Utca, Nefeletjs Utca, Thököly Ut, Bem Utca, Klauzál Utca and — after 11 p.m. — on the Boulevards Erzsébet and Rákóczi ;

District VIII (nine streets): Kender Utca, Fecske Conti Utca, Vig Utca, Bérkocsis Utca, Lujza Utca and (sometimes) in the Német Utca and — after 11 p.m. — on the Boulevard József and in Nepszínház Street ;

District IX (four streets): Liliom Utca, Ferenc Utca, Ollói Ut (occasionally) and — after 11 p.m. — on the Boulevard Ferenc.

No prostitute is permitted to move about in Districts V and X and there is not a single prostitute living in the latter.

Prostitutes are therefore only to be seen in 41 streets within the inner town, which consists of 871 streets and squares ; accordingly, it is untrue to say that *all* the side streets in Budapest are crowded with prostitutes.

If the expert had taken the trouble to obtain his information from the Budapest police regarding the supervision of the behaviour of prostitutes in the streets, he could have learned, on the basis of authentic figures, that, during 1925, the police authorities in charge of public morals passed 8,105 sentences of imprisonment for more or less lengthy periods upon prostitutes who were guilty of unseemly behaviour in the streets.

In our opinion, it is not enough to collect data with the help of prostitutes themselves without having recourse to the competent authorities, especially as it is a well-known fact that prostitutes are in every respect unreliable. The Hungarian police, moreover, is deserving of full confidence. The central authority for the defence of public morals in Budapest was at the expert's disposal, and if the latter had expressed a wish to be made acquainted with the facts, that authority would have provided them. The authority would have acquainted the expert with Decree No. 120835-XIII 1913 of the Royal Ministry of the Interior, whereby it is forbidden for the tenants of disorderly houses to keep prostitutes' clothing. The Budapest Police Regulations do not allow prostitutes to borrow money from tenants, and the police rigorously supervise the execution of these decrees.

The statement by the expert in the report to the effect that he had visited some 16 licensed houses is completely wrong. In 1926, there were only six licensed brothels in Budapest. At the present time, there are only five.

The expert asserts that clandestine prostitutes abound in the streets of the capital. Thirteen detectives and 29 plain-clothes officers belonging to the "Police des mœurs" have for several years past patrolled the streets, but it is only after a long and discreet investigation and after collecting a large mass of evidence that these highly experienced officials can decide with certainty whether a woman walking about in the streets is or is not a clandestine prostitute. How could a single American gentleman during a stay of a day or two have gained sufficient experience to justify him in making categorical statements, such as the one we have quoted, on the subject of alleged clandestine prostitutes ?

It is a fact that conditions of living in Budapest, and indeed economic conditions in general, are still more or less precarious. It is also true that in Budapest, as in all large cities, there are a considerable number of clandestine prostitutes; but the description which the investigator has given does not correspond to the facts of the case.

We most emphatically protest against the method adopted by the investigator of obtaining his general information on public morals and the morals of our women from brothel-keepers, who, as everybody knows, belong morally to the lowest class and constitute the very dregs of the population. We disapprove of the printing of this part of the Report, and we request that it should be omitted altogether, or at any rate properly corrected.

I venture to submit a few further observations on details:

Page 94, paragraph 1: Turkeve is not in the county of Pest, but in the county of Szolnok.

Page 94, paragraph 2: there is no commune of Ots in Hungary.

Page 96, Appendix IV: replace the word "section" (of law) wherever it occurs by the word "article".

With regard to penalties (Article 46) — these have been increased and fixed as follows by the Decrees No. 5340/1924 M. E.: the minimum fines are multiplied by 2,500, the maximum by 5,000. Since the introduction of the new *pengő* currency, these sums have to be converted into *pengős* at the rate of 12,500: 1.

(Signed) BARANYAI,

*Chargé d'Affaires of the Royal Hungarian
Delegation accredited to the League of Nations.*

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE HUNGARIAN GOVERNMENT.

We regret to find that there are several inexact expressions either in the English or in the French text which appear to have given rise to misunderstanding. For instance, the statement about the condition of the side streets in Budapest was intended to apply, not to all, but to some of the streets. The statement that sixteen houses of prostitution were visited was intended to mean that sixteen places were visited where prostitution was carried on, including six licensed houses.

Of the two geographical errors mentioned at the end of the letter, one was traced to a previous official communication from the Hungarian Government, the other is a printing error in the French text only of the Report.

These errors have been corrected and other changes have been made in passages which have evidently given rise to misunderstanding.

As regards the comments which the Hungarian Government makes as to the conduct of the enquiry, we would point out that the statements about unregistered prostitutes were not made on the authority of a single investigator. Personal observations were made by other investigators who went to Hungary on several occasions.

As regards the use made of the information gained from members of the underworld, reference is made in the comments which we make on the reply from the French Government.

Reply from the Italian Government.

[Translation.]

Rome, November 17th, 1927.

In Part II of the Report of the Special Body of Experts on Traffic in Women and Children, there is first of all a reference, in the chapter concerning Italy, to the fundamental principles of the law on prostitution. It is stated that "prostitution is regulated in Italy by the inscription of prostitutes and by the licensing of houses of prostitution".

It is added "it would appear that women of any nationality over 18 years of age may be inscribed as prostitutes and operate in licensed houses".

I should point out that this reference to the legal system of the law is not in accordance with the facts and that it is inaccurate to say that a woman of 18 can be inscribed as a prostitute and can operate in licensed houses.

The Ministerial Report of the Parliamentary Sub-Commission appointed to consider the draft of a Public Security Laws (Consolidation) Act, which was subsequently approved by Royal Decree No. 1848 on November 6th, 1926, indicates that two opposing theories have evolved with regard to prostitution. The former is that the State should decree the abolition of houses of prostitution; the essence of the latter is that the State should take action and definitely recognise the existence of prostitution. The Report holds that neither of these theories is acceptable. It points out that the first proposal would not ensure public morality; on the contrary, the abolition of licensed houses would leave the door wide open for even greater corruption and turpitude. Prostitution would continue in a clandestine form and there would be no possibility of really suppressing it — a state of affairs which would cause infinite harm to the moral and physical health of the people.

As for the second suggestion, it is clear that prostitution can never be granted legal recognition.

The choice, therefore, fell upon a solution midway between these opposite theses and not greatly different from the Regulations of 1891.

This law certainly does not consider prostitution deserving of legal protection, but it does face the truth and recognise the impossibility of abolishing, by act of law, a natural and social phenomenon resulting from very various and complex causes, which cannot be eliminated or in some cases even mitigated.

The solution adopted does not therefore authorise prostitution, but tolerates its existence, provided the necessary precautions are taken to protect public decency, health and public safety.

The difference between authorisation and toleration is, from a legal point of view, profound.

Authorisation is an act on the part of the authorities which entitles citizens to engage in certain lawful and honest activities. The citizen has a legitimate interest in obtaining the protection of the authorities for the regular and peaceful development of the activities thus authorised.

Toleration, on the other hand, is not granting a person permission to act, but rather refraining from preventing the actions of a person, provided the person's acts do not pass beyond certain bounds, when they would become harmful to public interest. Thus acts are tolerated within certain limits; but beyond these limits they are prohibited.

It is in accordance with these conceptions that Italian law does not permit so-called clandestine prostitution.

This also is the reason for which Article 194 of the Law on Public Safety — which is more severe than the former Regulations of 1891 — lays down that the local police authorities shall, at the request of the proprietor or on their own account, declare to be places of prostitution any premises in which prostitution is habitually carried on. These premises are declared to be such, not with a view to authorising their existence, but in order that it may be possible to close them if ever they become harmful to public decency, health and public safety.

The untiring efforts of the Italian police in recent years, under the impulsion of the national Government and in conformity with the above principles, have rendered far less frequent the shameful sight of clandestine women prostitutes seeking to secure clients in public places.

If, from an international point of view, countries are to be classified as abolitionist or anti-abolitionist, it would not be right to include Italy among the anti-abolitionist countries. In any case, it will be observed that the distinction is inaccurate, for it does not entirely coincide with the facts.

It should further be noted that it is incorrect to state that, under Italian law, a woman may, when she is 18, have herself registered as a prostitute and operate in houses of prostitution.

The statement is inaccurate in two respects :

Because, as stated in the note to the Ministry of Foreign Affairs dated May 18th last, the prostitution of minors is prohibited in Italy. Women under 21 years of age are absolutely forbidden to live in brothels for purposes of prostitution.

At the most there may be a few such women in clandestine houses, that is to say, houses which the police have not yet identified or against which they have not yet been able to obtain positive proof or perhaps among street prostitutes. But whenever minors engaged in prostitution are discovered they are, according to circumstances, restored to their family or placed in reformatories.

Article 201 of the Law on Public Security lays down that minors under 18 years of age shall not be allowed to enter premises used for purposes of prostitution. This provision must not of course be considered singly; it must be taken in conjunction with the whole system of administrative and penal law under which, as we have pointed out, the prostitution of minors is forbidden. It must be taken to mean that boys under 18 are prohibited from entering houses of prostitution.

The declaration reported by the experts is inaccurate because there does not exist in Italy, as is stated in the Report, any system of official authorisation of prostitutes, the existence of the latter being merely tolerated. Whatever their age may be, prostitutes are neither inscribed in any register nor included in any list.

The Italian Ministry of the Interior does not dispute the fact that the enquiry carried out on behalf of the League of Nations was conducted most carefully and conscientiously, but, in its opinion, the convictions and impressions which the investigators have carried away or appear to have derived from their investigations in Italy do not at all correspond to the realities of the situation.

The subject of the investigation was naturally a most difficult one, for it is no easy matter to become intimately acquainted with the haunts of prostitution, where lying and deceit are rife. But the difficulties become even greater when the persons responsible for the investigation are foreigners and do not thoroughly understand the country in which they are operating, or its morals, its habits and customs, its language, its mentality or — in this particular case — the physiology of the people.

In actual fact, in Italy, as everywhere else, cases of the traffic are found.

The statistics attached to the annual reports which the Central Italian Office for the Suppression of the Traffic in Women furnishes to the League of Nations, as arranged, give the returns for the traffic offences which it has been possible to verify.

While allowing for the fact — as pointed out in the note to the Ministry of Foreign Affairs — that only a small proportion of the actual traffic offences come to the knowledge of the authorities, owing to the peculiar nature of the offence, there is every reason to believe that the traffic in Italy has not reached such proportions as to give grounds for serious anxiety, as is only natural when one considers the healthy mentality of the Italians. On the publication of the Decree of March 23rd, 1923, establishing the new offence, which was previously unknown in Italian law, the Italian police directed its attention to the movement of prostitutes. It then realised that there was a regular uniform movement from one house to another and began to suspect the existence of a special organisation appointed to direct it.

This suspicion resulted in the circular of March 29th, 1925, which appears as Appendix II in the Report of the Investigators.

It may be said, however, that, while the suspicion was not dispelled in the course of the investigations and enquiries, nothing occurred to strengthen it.

In a number of cases, the prostitutes themselves give one another addresses of houses of prostitution and they sometimes ask the tenants of such houses to furnish them with addresses.

As regards such changes of residence, which are in the majority of cases desired by the prostitute, extreme offences are rarely found in connection with the traffic or any other crime.

Of all the foreign prostitutes examined, only a negligible minority made any statement which pointed to the existence of criminal associations for the exercise of the traffic.

In connection with foreign prostitutes, one point should be noted as being inaccurate, namely, the investigators' impression that, in 1924, there was little demand for foreign prostitutes in Italy, though the situation appeared to be changing in the years following.

This impression is due apparently to a comparison of the statistics given in Annex A with those of Annex B, but, as mentioned in the note to the Ministry of Foreign Affairs, these statistics are not really comparable.

All foreign prostitutes who arrive in Italy are subjected without distinction to an examination, designed if possible to determine whether they are victims of the traffic. Italian prostitutes, on the contrary, are only examined on occasion.

Hence the proportion arrived at by the investigators does not represent the real position and this impression that they have obtained is incorrect.

There is every reason to believe that there has latterly been a certain decrease in the influx of foreign prostitutes into Italy, owing partly to the strict watch kept by the police and partly to a number of other causes, including economic causes.

Italy, as has been repeatedly mentioned, has no system of official authorisation for the exercise of prostitution, so that it is impossible to form even an approximate estimate of the proportion of foreign prostitutes as compared with Italian prostitutes.

With reference to the information given to the investigators by the *souteneur* "Lenone" at Naples, the Ministry of the Interior desires to submit reservations as to the value to be attached to these confidences, for he knows the special psychology of delinquents and persons with no moral sense; he knows that they take a pride in exaggerating their own offences and improper acts, especially when they are encouraged to talk about themselves; they try to make their audience believe that they are possessed of great skill and cunning, and sometimes even make out that they are the authors of actions which exist only in their own imagination.

It is essential, therefore, to discount the value of these statements of the Naples *souteneur*, especially if the latter had been persuaded to talk by promises of money or an appeal to his vanity.

It should be noted, lastly, that, while it was an easy matter, as one French prostitute said, to cross the Italian frontier unperceived in 1924, the frontier vigilance service, which has been reorganised, has now reduced that possibility very considerably, if indeed such a possibility still exists.

If it is proposed to publish the Experts' Report, the Ministry is of opinion that no amendments should be introduced, but that the present note should be published with it *in extenso*.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE ITALIAN GOVERNMENT.

We are greatly obliged to the Italian Government for the full explanation which it has been good enough to furnish of the reasons underlying the policy of the Government in regard to the control of prostitution. We have studied this statement with much interest and have examined with care the Law of November 1926. We desire to point out that this law maintains registration with the police of all houses where prostitution is carried on, subject to the observations of certain conditions and regulations (Article 198). The person who manages any house of prostitution is required to send a list of the names and addresses of the inmates to the police (Article 199). The hours of opening are fixed by the police (Article 200). There is power to close any house when it becomes a centre of infection or when women are withheld from the police or medical inspection (Article 215). Provision is made for the regular inspection of women engaged in prostitution when inside registered premises and in certain cases for those outside, and for sending them to curative institutions when they are suspected to be suffering from infectious diseases (Article 211).

It appears to us that it is difficult to maintain that this system does not entail the legal recognition of prostitution or that it differs on any material point from the system of official regulation of prostitution which has been adopted for many years in other countries. It certainly cannot be claimed that it embodies any of the fundamental principles of the

abolitionist system. Moreover, we do not consider that there is any middle course between the two systems.

• We regret that, by a misreading of the law, it was stated in the report that women of 18 can be registered as prostitutes. This mistake has been corrected and other changes have been made to meet remaining comments made by the Italian Government.

As regards the doubt thrown towards the end of the letter on the value of information derived from the underworld, reference is made to the comments on the letter from the French Government.

Reply of the Latvian Government.

[Translation.]

Riga, November 15th, 1927.

I have the honour to inform you that the Report, in the opinion of the competent Latvian authorities, who were consulted with reference to this information, contains certain inaccuracies. Thus, the number of registered prostitutes in April 1927 having been 411, the number of clandestine prostitutes can scarcely, in the opinion of the Riga police, exceed double that number—that is to say, 800 or 900. Accordingly, the number of 4,000 clandestine prostitutes, quoted in the Report as the estimate of a Riga police official, must be regarded as exaggerated and is contradicted by the above-mentioned official statement from the Riga Chief of Police.

Similarly, the statements of a *souteneur* living at Riga that persons of that type make money by smuggling in certain articles would appear very much exaggerated. It is true that the import duties on certain commodities which are considered in Latvia to be luxuries are fairly high, but it must be pointed out that, as Customs supervision is both vigilant and effective, no friends on the boats could help such persons by smuggling these articles in and selling them by the crate.

I should be very glad if you would take account of these observations when considering the communications received from all the other Governments concerned.

(Signed) G. ALBAT,
Secretary-General.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE LATVIAN GOVERNMENT.

We have amended our report to obviate misunderstanding on the points referred to by the Latvian Government.

Reply of the Netherlands.

[Translation.]

October 8rd, 1927.

Part II of the Report of the Special Body of Experts on Traffic in Women and Children contains a summary of the situation in the Netherlands (pages 115 to 118).

On the whole, the facts set out in this Report may be taken to be correct as regards the Netherlands. In certain places, however, the quoted statements of prostitutes or other denizens of the underworld might, if set down without comment, give rise to misunderstanding.

For instance, in the last line but one on page 116, a *madame* states that she "cannot have any girls but Dutch girls, as the law does not allow it". It seems scarcely necessary to state that there is no such law in the Netherlands. Persons of this class cannot be expected to understand the legal considerations which have led the authorities to adopt certain legislation. A foreigner observing the night life of a Dutch town might be inclined to draw false conclusions from what he saw, unless some competent person explained to him the reason for these measures.

For instance, in paragraph 4 on page 117, a Belgian prostitute states: "There are plenty of Belgian girls in Holland. I know at least twenty in The Hague alone."

It is quite impossible that there should be in the Netherlands so large a number of Belgian women living on prostitution. At The Hague, it is the official duty of the Public Morals Police and certain plain-clothes policemen to prevent prostitution among women "street-walkers". These police officials know nearly all these prostitutes — if not by name, at least by sight. Of all these unfortunate women, only one possessed Belgian nationality, and she has become Dutch by marriage. Nor can the statement be correct that women, when they are interrogated by police, often give a false name. No such case has ever come to the knowledge of the Central Police Commissariat at The Hague.

At Amsterdam, as in the other towns, the police are constantly trying to ascertain whether there are any foreign women or girls engaging in prostitution. They endeavour to locate such women by frequently visiting their haunts, such as clandestine brothels and bars. The

proprietors of these places prefer not to receive foreign women in their establishments on account of the risk of expulsion.

Official record is kept of the stay of foreigners in the various communes. In certain towns, similar police measures are adopted in the case of persons engaging in prostitution. Apart from the reasons mentioned below, this record is kept for purposes of public security, as it is important that the police should be fully cognisant of underworld doings. Nowhere, therefore, is there any question of the regulation of prostitution; the names of prostitutes are only entered in the police records after some offence has been committed. Women who have been registered are not in any way hampered in their movements.

When considering the statement of a *madame* referred to at the bottom of page 116: "This refers to a sort of informal registration that takes place. For instance, at Rotterdam, the police have a complete list of all the women who are known to practise prostitution in the city", the above observation should be borne in mind, and it should also be remembered that there exist at The Hague and at Rotterdam, for instance, city ordinances which render it illegal for women prostitutes to attract the attention of men by word or gesture on or near public thoroughfares, or to loiter at or about the entrance to a house. But before sentencing a woman for an offence against these ordinances, magistrates require proof of the fact that the accused is engaged in prostitution. If the name of the accused woman figures in the police list of known prostitutes, the magistrate may hold this to be sufficient proof of the fact that the woman is leading a disorderly life.

As no regulation of prostitution exists in the Netherlands, it is incorrect to speak of "licensed houses", because this term is often connected with the idea of an official or semi-official recognition of such practices. It would be more correct to speak of "clandestine brothels".

In order to form an exact opinion as to conditions in the Netherlands, it should be borne in mind that the Penal Code contains provisions concerning procuring, the traffic in women, and opportunities afforded to third persons to engage in debauchery. In certain communes, these provisions have been completed by the promulgation of municipal ordinances rendering punishable certain acts not covered by the Penal Code, as, for instance, soliciting by prostitutes in the street.

In the light of the above, the opening phrases of the chapter "Internal conditions in relation to traffic" are not quite correct. The Report says: "There is no formal regulation of prostitutes in Holland". This is perfectly true, but when the report says that "prostitutes are permitted to operate", this expression might be taken to mean that the authorities explicitly allow prostitutes to ply their trade. The authorities do not in any way regulate prostitution, but they do take steps to counteract its concomitant perils. Instead of the above sentence, it would be preferable to say, "The authorities are unable to prevent prostitutes from plying their trade so long as the latter cause no open scandal or breach of the public peace". The words "but they may not approach a man upon the street or solicit from windows" are too far-reaching, in that the Penal Code contains no such prohibition as the words might lead the reader to believe. It would be preferable to say, "In several towns, there are municipal ordinances which prohibit prostitutes from soliciting on the street or loitering in doorways or at windows with a view to attracting attention".

The twenty-eight policemen referred to in the following sentence are not exclusively employed in enforcing city ordinances regarding prostitution. In a Dutch town, a section of the Public Morals Police is not, as in countries in which prostitution is still regulated, told off to supervise licensed houses and prostitutes; it is a branch of the judiciary which takes cognisance of all acts covered by the Penal Code or by certain municipal ordinances and connected with offences against morality. This branch of the police also deals with social relief in this connection.

From the last sentence of this paragraph, "girls under 21 found practising prostitution are sent to a reformatory", it should not be concluded that such girls may be despatched straightaway to such an institution. Before action can be taken, however, a lengthy procedure must be complied with, in conformity with the provisions for the protection of children contained in the Civil Code, the Penal Code, etc. When a girl has been caught practising prostitution, it may happen that preventive measures are taken in her interests, and these measures may finally lead to her being sent to a reformatory after her parents or guardians have, if necessary, been deprived of or have forfeited their right of guardianship, or the girl has been placed under the control of a guardian.

With regard to paragraph 5 on page 115, which begins, "The investigator visited brothels in Amsterdam, Rotterdam and The Hague", it should be remembered that there are four different kinds of establishment in which debauchery is practised: (a) hotels at which a man and woman stay together; (b) houses in which prostitutes live alone; (c) clandestine brothels; (d) houses used as meeting places. If a criminal case concerns one of those small hotels to which couples go to pass a few hours or the whole night, it must be proved that the hotel-keeper knew that these persons were not married. The police keep an eye on such hotels to see that the practices in question do not assume such a form as to bring them within the scope of the law. As soon as the police are satisfied that any house is a secret brothel, they take appropriate steps. Often, however, it is more than a little difficult to obtain sufficient evidence to secure a conviction. Such houses may, if necessary, be closed under municipal order.

In paragraph 9 of page 115, it is said that there are three distinct districts in Rotterdam where quite open houses of prostitution are tolerated, from which, with the full knowledge of the police, active solicitation takes place. It should of course be borne in mind, as stated

above, that prostitution is not regulated, and that therefore official or semi-official toleration of houses of prostitution in three different quarters of the town is quite out of the question. Prostitutes are free to reside where they will in town, but they naturally take up their abode mainly in the localities in which they are likely to have most success. In the inner town of Rotterdam, this applies to three quarters. On its own authority, the police can take no action against such proceedings. A prostitute standing before the door of her house would not dare to invite a passer-by to enter in the presence of a police official, but when a passer-by speaks to her and is invited to enter, no action can be taken.

Appendix II (page 118). — The article printed as No. 248 is *Article 248 (ter)* of Chapter XIV of the Penal Code.

The two following articles of the same Chapter of the Penal Code might be added to the three articles mentioned on page 118.

Article 250 (bis). — Any person who usually or habitually causes or deliberately encourages debauchery between third parties shall be punished with a term of imprisonment not exceeding one year or a fine not exceeding 1,000 florins.

Article 250 (ter). — Traffic in women shall be punished with a term of imprisonment not exceeding five years.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE NETHERLANDS GOVERNMENT.

We have given consideration to this reply and have endeavoured to meet every point by revisions calculated to prevent any misunderstanding of the regulations in force. We have added the two articles of the Penal Code to the Appendix as suggested and have made other minor alterations. Other changes proposed by members of the Body of Experts have been made to clarify the text.

Poland.

First reply of Poland.

[*Translation.*]

Geneva, June 24th, 1927.

In the Report of the Special Body of Experts on the Traffic in Women and Children (document C. 52. 1927. IV — Part II) on page 129, heading (C) "Government Measures", mention is made of an appeal addressed by the Ministry of the Interior to the railway officials.

In view of the fact that an enquiry made by the Polish authorities has shown that such an "appeal" was never made to anyone, I have the honour to ask you to be good enough to have this passage deleted from the final text of the Report which will be made public.

(Signed) F. SOKAL,
*Minister Plenipotentiary and Delegate
to the League of Nations.*

Second reply from Poland.

[*Translation.*]

Geneva, July 2nd, 1927.

With reference to my letter of June 24th, No. 1270/27, I have the honour to inform you that the Polish Government sees no objection to the publication of the Report of the Body of Experts on Traffic in Women and Children (document C. 52. 1927. IV — Part II), provided it be found possible to omit the passage referred to in my previous letter. (This passage occurs on page 129 of the Report, beginning with the words "In an appeal to railway officials..." and ending "originate from Poland")

(Signed) F. SOKAL,
*Minister Plenipotentiary,
Delegate accredited to the League of Nations.*

Third reply from Poland.

[*Translation.*]

Geneva, September 26th, 1927.

With reference to my letter of July 2nd, No. 1522, concerning Part II of the Report of the Special Committee of Experts, I have the honour to inform you that the Polish Government has, by a Presidential Decree of July 29th, 1927, considerably strengthened the law in respect of the campaign against the traffic in women and children.

I enclose No. 70 of the *Legal Gazette* of the Polish Republic, dated August 12th, containing the text of this Decree, No. 614 (Annex). I think it desirable that there should be some mention of the promulgation of this law, the importance of which you will realise, in the final text of Part II of the Experts' Report, under paragraph C, concerning the "Government measures" (page 129), and that the text of the law should be published in the appendix to the chapter on Poland (page 130).

Moreover, I feel it my duty to inform the Special Committee of Experts, through you, that the arrangements for the formation of a women's police force have been completed, as a result of action on the part of the Ministry of Labour and Social Welfare, by the constitution of a special corps of women police for the safeguarding of public morals. This force will maintain a watch in all railway stations in order to keep away persons who are suspected of intending to trade on the innocence of women travelling alone. These measures have given excellent results. The Polish Government would be glad if the above information could also be inserted in the official text of Part II of the Report on page 124, the passage which concerns "internal measures to combat traffic".

(Signed) F. SOKAL,
*Minister Plenipotentiary and Delegate
accredited to the League of Nations.*

Annex.

DECREE ISSUED BY THE PRESIDENT OF THE REPUBLIC ON JULY 29TH, 1927, CONCERNING THE PENALTIES FOR OFFENCES CONNECTED WITH THE TRAFFIC IN WOMEN AND CHILDREN AND OTHER OFFENCES CONSTITUTING INCITEMENTS TO IMMORALITY.

In virtue of Article 44, paragraph 6, of the Constitution, and of the Law of August 2nd, 1926, empowering the President of the Republic to promulgate legislative decrees (*Legal Gazette* of the Polish Republic, No. 78, Item 443), I hereby decree :

[*Translation.*]

Chapter I.

Article I. — The following provisions shall be in force in the territory in which the Penal Code of 1852 is operative :

§ 1. Any person inciting or inducing another person to become a professional prostitute shall be sentenced as for a misdemeanour to close confinement for not more than one year.

If the offence was committed for profit, the offender shall be sentenced as for a crime to imprisonment for from one to five years.

§ 2. The offence contemplated in § 1, first paragraph, shall constitute a crime punishable with penal servitude for from five to ten years :

- (1) If the victim of the offence is under the age of 21 years ;
- (2) If she is the wife or child or collateral relative in the second degree of the offender ;
- (3) If the offender was responsible for the guardianship, upbringing or education of the victim of the offence ;
- (4) If the victim was under the orders or control of the offender ;
- (5) If the offender habitually commits the offence ;
- (6) If the offender employed violence, threats or false pretences or took advantage of the ignorance or financial or other embarrassment of the victim ;
- (7) If, in committing the offence, the offender abused his authority or professional status.

§ 3. Any persons who, in committing the offence referred to in § 1, incites another person to leave the territory of the State or abducts another person from the said territory shall be sentenced as for a misdemeanour to close confinement for not more than three years.

If the offence was committed for profit, the offender shall be sentenced as for a crime to penal servitude for from five to ten years.

If the offence was committed in the circumstances specified in § 2, the offender shall be sentenced as for a crime to penal servitude for from five to fifteen years.

Persons convicted of offences covered by the present Section may be expelled from their place of residence. Aliens may in such case be expelled from the territory of the State (§ 25 of the Penal Code).

§ 4. Any person preventing another person habitually engaged in prostitution from abandoning that trade when she desires to do so shall be sentenced as for a misdemeanour to close confinement for not more than one year.

If the offence was committed for profit, the offender shall be sentenced as for a crime to imprisonment for from one to five years.

The offence contemplated in paragraph 1 shall constitute a crime punishable with penal servitude for from five to ten years if committed in the circumstances specified in § 2.

§ 5. Any person habitually procuring persons of the female sex to become professional prostitutes in disorderly houses shall be sentenced as for a crime to imprisonment for from six months to one year, or, if there are aggravating circumstances, to imprisonment for from one to five years.

The last paragraph of § 3 shall apply in the circumstances described in this section.

§ 6. Any person inciting another person to leave the territory of the State or abducting another person from the said territory in order that she may become a professional prostitute abroad shall be sentenced as for a misdemeanour to close confinement for not more than one year.

If the offence was committed for profit, the offender shall be sentenced as for a crime to imprisonment for from one to five years.

The offence contemplated in paragraph 1 shall constitute a crime punishable with penal servitude for from five to ten years if committed in the circumstances specified in § 2.

The last paragraph of § 3 shall apply in the circumstances described in this section.

§ 7. Any person convicted of offences covered by §§ 1-5 and by § 182, IV, of the Penal Code may be sentenced to a fine of from one hundred and fifty to fifty thousand zlotys in addition to imprisonment.

Further, persons sentenced to more than six months' imprisonment for any of the offences contemplated by the present law may be placed under police supervision, in accordance with the law of May 10th, 1873 (*Austrian Legal Gazette*, No. 108).

Note. — Chapters 2 and 3 of this Decree modify along the same lines. The Penal Codes of 1871 and 1908 are still in force in other parts of Poland.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE POLISH GOVERNMENT.

We are greatly pleased to learn of the new modification of the Penal Code regarding the combating of traffic in women and children adopted by Poland and have incorporated the text of the Decree. Mention has been made of arrangements for the formation of a women's police force.

A paragraph has been inserted calling attention to the importance of these measures in their effect on international as well as on national traffic. Other changes calculated to prevent misinterpretations of our references to Poland have been made.

Reply from Roumania.

[*Translation.*]

September 27th, 1927.

In accordance with the Council resolution of June 16th last, I have the honour to communicate to you the observations of my Government on Part II of the Report of the Special Body of Experts on the Traffic in Women and Children.

Without wishing to revert to what I had the honour of stating on this subject before the Traffic in Women and Children Committee at the meeting on April 25th, 1927 (page 10 of the Minutes, document C. 338. M. 113. 1927. IV), I should like to make the following observations :

The statements attributed to the Director of the Sureté and to the Chief of Police at Bucharest were, in many cases, misunderstood or misinterpreted by the investigation experts.

The Chief of Police at Bucharest summarised the situation as follows (page 189 of the report) :

The law regulating prostitution is based upon a regulation for the town of Bucharest dating back to 1898. This regulation gives proof of a strong desire to place as many obstacles as possible in the way of prostitutes, and its social importance is therefore undeniable.

The Chief of Police at Bucharest, who entirely disagrees with those who maintain that prostitution is a necessary evil, has tried during the last few years, both personally and by the means at his disposal, and also by encouraging the private efforts of the various associations for the protection of morals, to divert as many victims as possible from this unfortunate profession and bring them back to the right road—and these victims have often subsequently proved useful members of society.

The application of the law regulating prostitution has two aims : (1) as far as possible to prevent venereal diseases, by the appointment of permanent doctors responsible for inspecting prostitutes in licensed houses of prostitution ; (2) to compel the prostitute to save 50 per cent of her pay in order that she may accumulate a fund which will allow her to abandon her profession.

Prostitutes are at their request struck off the registers when they abandon their profession, marry, etc.

The Chief of Police of Bucharest denies all the statements attributed to him by the experts with regard to women in good society who are said to frequent houses of assignation and also with regard to the control of such houses.

These houses are dealt with in the same way as licensed houses and do not benefit by any special treatment, the regulations making no distinction between the one kind and the other.

The statements of the investigators call for the following further observations.

The minimum age of inscription of prostitutes in Roumania is eighteen years ; it very rarely happens that girls under eighteen practise clandestine prostitution. These young girls, as the result of advice and assistance given them by the authorities, have most of them

given up this profession, going into various businesses or trades where they gain an honest living. The same procedure is adopted with young girls who leave the country to find work in the towns. Contrary to what is said in the Experts' Report, these young girls come with the honest intention to obtain work, which is made easy for them by the authorities or by the different employment bureaux.

It is also untrue that girls of fifteen practise clandestine prostitution and easily obtain a passport. Passports are issued in Roumania with all respect for the legal formalities, which are particularly strict.

Minors of both sexes under 21 can only obtain passports with the authorisation of their parents or guardians. It cannot possibly, therefore, be the latter who apply to the authorities in order that the children in their care may be handed over to prostitution.

With regard to the statements of the person referred to in the Report as 99-P., and who appears to be a chauffeur named, a person without a domicile and, rather unfortunately, impossible to identify, according to which the young girls of the town are ready to go with anybody in exchange for a dress, these statements are so grossly offensive that it is not only regrettable but incomprehensible that serious expert investigators should have considered it necessary to place them on record. Equally false is another statement by this same person, according to which the Tea-room (he means Café the) is a rendezvous of prostitutes; it would have been easy for the investigators to have seen for themselves that the *Confiserie* is the best recommended tea-shop in the town and that, as for the café, no woman has ever set foot in it, this quiet resort being frequented only by men.

With regard to foreign artistes who come to Roumania to appear at cabarets or music-halls, it is true that a number of those practise prostitution.

For this reason, they are compelled to undergo medical inspection and they are frequently expelled as undesirables. Thus, among 12,507 prostitutes registered on January 16th, 1927, there were 670 former artistes.

With reference to the export traffic, such cases are very rare. The authorities exercise the strictest supervision, particularly in issuing passports applied for by women. Moreover, native Roumanians are not in the habit of leaving their country to practise prostitution abroad, and the victims of such traffic as does exist are recruited for the most part from the Hungarian and Jewish minorities.

There are not many *souteneurs*, the authorities being very strict about them. Foreign *souteneurs*, both those who have been sentenced by the courts and served their time, as well as those who, although there is insufficient evidence to bring them before the courts, are nevertheless known to be practising this calling, are generally expelled as undesirables.

In communicating to you the foregoing observations, on behalf of my Government, I venture to hope that account will be taken of them at the meeting of experts arranged for next November.

May I also be allowed to express the regrets of my Government at being compelled to furnish those observations, which it might have been spared if the enquiry had been conducted with all the prudence and tact required in such a delicate matter and, more particularly, if sufficient trouble had been taken in checking the statements of persons so ill qualified to inspire confidence as procurers and *souteneurs*.

(Signed) N. P. COMNÈNE.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE ROUMANIAN GOVERNMENT.

We have given careful attention to the reply from the Roumanian Government and have revised our Report as far as possible to meet the requests made.

It is evident that a number of serious misunderstandings of the facts which we presented occurred in reading the Report. We have endeavoured to meet the situation by re-stating certain of these facts in order to remove misapprehensions. As to the suggestions that our investigators did not consult the authorities, we would point out that our procedure was the same in Roumania as in all countries, with the exception that a greater proportion of the time spent in Roumania was taken up in consultation with the officials than in most of the countries visited. This was because the Roumanian Government kindly assigned important officials to advise our agents. Some of these officials were present at all interviews and further explained and amplified the information thus obtained. In order to ensure accuracy, a written questionnaire was translated into the Roumanian language and handed to each official by the agent at the time of the interview.

As to the information secured from *souteneurs* and other characters of the underworld, none of this information which was not corroborated by the investigators has been used.

In other respects, the procedure in all countries has been to consider the replies to the questionnaire sent in accordance with the original instructions of the Council; to ask each Government's assurance of co-operation; to send out our agents with letters of introduction to be presented to the competent officials in each country where enquiries on the spot were to be conducted; and, finally, to follow up such measures by subsequent visits and investigation of individual cases of traffic as might be deemed necessary. In many instances, including that of Roumania, the Chairman also went to the country to confer with officials and representatives of voluntary agencies for the protection of women and girls.

Reply from Switzerland.

[*Translation.*]

Berne, October 8rd, 1927.

With reference to page 150 (English text), we should be grateful if you would inform the Special Body of Experts that, while Switzerland has ratified the Agreement of 1904 and the Convention of 1921 for the Suppression of Traffic in Women and Children, she has also adhered to the Convention of 1910.

As regards the remarks in the Report on "internal conditions in relation to traffic", we should be glad if the Special Body of Experts would delete the second half of the first sentence in the paragraph concerning Lausanne, which reads: "but prostitutes are registered and obliged to submit to weekly medical examination". The wording of the next sentence in the same paragraph should also be changed, the words "that it is quite impossible for a house to open without the police finding it" being replaced by the words "that it would be quite impossible for a house to open . . ."

With reference to the sentence in the fourth paragraph of this section, beginning, "In some of these places, there is an hotel operated in connection with the bar", etc., we desire that the whole sentence, ending "may get accommodation", be deleted.

The statements in the Report concerning the police registration of prostitutes at Lausanne, the weekly medical examination, and the alleged connection between certain bars and certain hotels, are not in agreement with the facts.

As regards the City of Geneva (page 152), the Federal Department of Public Prosecutions has had occasion, in connection with the contract for the engagement of a dancing girl, to call the attention of the Department of Justice and Police of the Canton of Geneva to the resolution passed by the Advisory Committee on the Traffic in Women and Children at its first session, held at Geneva from June 28th to July 1st, 1922 (see document A. 9 (1). 1922. IV, resolution No. 7, employment of women in theatres, music-halls, etc., abroad).

The Department of Justice and Police of the Canton of Geneva has assured the Federal Department of Public Prosecutions that it will make representations to the party who imposed this contract.

(Signed) MOTTA.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE SWISS GOVERNMENT.

We have corrected our text in such a way as to avoid giving any impression that prostitution is regulated in the Canton of Vaud or that prostitutes in that Canton are subjected to periodical medical inspection.

We have made all the alterations in the text which were asked for by the Federal Government, in addition to other amendments designed to give greater clearness to this portion of our report.

Reply from the United States of America.

Washington, September 2nd, 1927.

The Secretary of State of the United States of America has received, with appreciation, the note of the Acting Secretary-General of the League of Nations, dated July 15th, 1927, in which he was good enough to inform the Government of the United States of certain decisions of the Council of the League at its meeting on June 16th, 1927. In reply, the Secretary of State has the honour to inform the Secretary-General that the competent authorities of this Government have no observations to advance with regard to Part II of the Report of the Special Body of Experts.

COMMENTS OF THE BODY OF EXPERTS ON THE REPLY OF THE UNITED STATES OF AMERICA.

We have noted the fact that the United States competent authorities have no observations to advance with regard to Part II of our Report.

Information transmitted to the Committee of Experts concerning Uruguay.

[*Translation.*]

Montevideo, October 1927.

During the present year, important legislative and administrative changes have been made at Montevideo as regards the traffic in women and prostitution which affect the whole of the Uruguayan Republic. These recent facts are not and could not have been included in the Report of the Special Body of Experts as the enquiry was carried out during June 1924. They are, however, so important that I consider it necessary to inform you of them and to have them inserted in the final text of the Report.

You will perhaps remember that, at the meeting of experts in May 1925, I had the honour to submit the text of a Bill drawn up by the Uruguayan Government with a view to the suppression of procuration.

This Bill, slightly modified, became law by a Decree of March 27th, 1927. A copy of the Law is attached to this letter.

I would draw your attention specially to Article 1, the application of which has resulted in the closing of the licensed houses in Montevideo. The details of what has been done are given in the attached memorandum by the Secretary of the Police at Montevideo. It was decided to close the licensed houses by an Order of the Montevidean Police dated October 17th last. These facts are, as you see, quite recent.

Further, all foreign procurers, *souteneurs*, etc., have been expelled.

By Article 2 of the Law, a little progress has been made with regard to the age of consent, by raising the limit from 12 to 14 years.

Article 9, by giving direct authority to the President of the Republic, and through him to the Minister of the Interior, to expel procurers and undesirable characters, allows the police to take immediate proceedings without awaiting — as the previous law required — the decision of the tribunals, to which expelled persons have, however, the right to appeal.

The regulations for the application of the law are at present being drafted by the Ministry of the Interior. At the same time, the police are examining the position of prostitutes who were living in the licensed houses closed on October 17th last.

When I came away from Montevideo, a certain number of these women were leaving for Buenos Aires.

The above facts are of such importance with regard to the question of prostitution and traffic in women that you will, I hope, insert them in the final Report of our Committee.

I attach herewith :

(1) The text of the new law for the suppression of procuration, published in the *Official Journal* (Annex I) ;

(2) The text of the memorandum by the Secretary-General of the Police at Montevideo (Annex II).

The facts are so recent that it has been impossible to inform you of them earlier.

(Signed) Dr. Paulina LUISI.

Annex I.

COPY OF LAW AGAINST PROCURATION.

[Translation.]

March 27th, 1927.

The Senate and Chamber of Representatives of the Eastern Republic of Uruguay, in General Assembly met together, hereby decree :

Article 1. — Any person of either sex exploiting the prostitution of another or in any way concerned in procuring for purposes of gain, even with the consent of the victim, shall be punished by imprisonment for from two to eight years. In the case of a repetition of the offence, the maximum legal penalty shall be applied.

Article 2. — The minimum penalty shall be four years' imprisonment if the victim is less than fourteen years of age or the offender a police officer, or if the act is committed through deceit, violence, threat of grave injury, abuse of authority, or other means of intimidation or coercion, or if the offender is a relative in the ascending line, husband or brother, tutor or guardian of the victim, or if they are living together as man and wife.

Article 3. — Should the police obtain knowledge of the prostitution of minors in the guardianship of some other person, they must notify the latter of this fact in writing, informing him that he must take steps to prevent the continuance of the prostitution or give information to the official guardian of minors (*Juez de Menores*), in order that he may take the necessary measures. Failure on the part of the guardian to comply with this obligation shall be punished with from two to four years' imprisonment.

Article 4. — Any clause in entertainers' contracts involving obligations in regard to the public, other than those strictly connected with stage performances shall be null and void. Proof of the existence of additional contracts violating this prohibition shall be regarded as presumptive evidence of trafficking, and the director or impresario must answer the charge.

Article 5. — Employment agencies are obliged to inform the police, under penalty of their premises being closed — even if the omission does not assist in establishing the fact that they are engaged in trafficking — of the destinations of the women and girls for whom they obtain employment, and investigations shall be made by the police.

Article 6. — Any woman or minor entering the country unaccompanied by her parents, guardian or person legally responsible for her must inform the immigration authorities of the purpose for which she has entered the country, and shall remain under observation until she is informed by the police of the results of their investigations. In the case of girls under age, the authorities shall order their repatriation if the information obtained is unsatisfactory, unless the person in charge undertakes to find other employment for them.

Procedure in regard to the Preceding Articles.

Article 7. — Offences punishable under Articles 1 to 5 of the present Law shall be tried by the Police Courts in the Capital and the Departmental Courts in other parts of the Republic.

Article 8. — The provisions of the Code of Criminal Procedure and supplementary laws shall be applicable in such cases, but the judges, when passing sentence, shall have full liberty to sum up the evidence in accordance with the moral conviction they have formed on the matter.

The Exclusion or Deportation of Foreign Traffickers.

Article 9. — The President of the Republic shall order any foreigner of either sex who, either within the country or abroad, engages in the activities defined by and punishable under Article 1 of the present law to be excluded or deported.

Article 10. — If, when the exclusion or deportation order is given to the person concerned in the presence of two responsible witnesses, he should refuse to obey it, he shall be allowed to disembark or to remain in the territory, being detained at such domicile as he may select, in which case he must lodge an appeal against exclusion or deportation with any magistrate in the Capital or with the department judge in the other Departments. The appeal, which must be made within three days of the order, must plead the incorrectness of the facts upon which the order has been founded, and may be made in writing on plain paper or verbally, when it will be registered by the clerk of the Court. The judge shall notify the police of the appeal and, after hearing within ten days the statements of their representatives and of the appellant or his lawyer, he shall decide the matter, according to the moral conviction which he had formed. If necessary, he may order previous enquiries to be made, but the decision may in no case be delayed for more than ten days after the case has been heard.

Article 11. — If the decision is not accepted by the police or by the appellant, they must so state when they are notified thereof, and the Court shall, within 24 hours, send the dossier of the case to the Higher Court, which shall pass judgment without receiving pleas or evidence, and shall either confirm or annul the decision within three days of the receipt of the dossier.

Article 12. — Should the appeal be rejected, or should the person whose deportation is ordered fail to comply with the instructions given him in the matter, or to appeal against the deportation, the police shall embark the said person at his own expense, if he has means, or, if not, at State expense, in which case the police authorities shall specify the destination of the person thus expelled or deported, preference being given to his country of origin. Embarkation shall not take place without a certificate issued by the Registry of the Court competent to hear appeals of the kind mentioned in Article 10, testifying that no such appeal has been presented or that it has been rejected by decision of the Court.

Article 13. — Traffickers who return to the country after being excluded or deported are liable to the provisions contained in Articles 1 to 8.

Penalties incurred by Officials.

Article 14. — Officials whose duty it is to assist in carrying out the present Law, and who, by their acts or omissions, hamper its operation shall be dismissed unless the offence is more serious.

Article 15. — Without prejudice to their general responsibility, judicial officers who fail to take action within the time-limits allowed by the present Law shall be liable to a fine of from 100 to 300 pesos, to be imposed by the High Court of Justice, which shall instruct the Accountant-General's Department to deduct this sum from their salaries.

General Provisions.

Article 16. — Article 18 of the Penal Code shall not apply to these offences.

Article 17. — The provisions contained in Articles 284, paragraph 8, and 285, paragraph 5, of the Civil Code shall apply to persons convicted of the offences referred to in the present Law.

Article 18. — The Laws of July 19th, 1912, and January 30th, 1918, shall not apply to the offences mentioned in the present Law.

Temporary Provisions.

Article 19. — The police shall notify all foreigners of either sex engaged in the activities defined by and punishable under the Law of October 20th, 1916, that they are to leave the country within a maximum period of ten days.

Article 20. — The provisions contained in Articles 9 to 13 shall be applicable to the case mentioned in the previous article.

Article 21. — To be communicated, etc. The Hall of the Senate, Montevideo, May 19th, 1927.

Annex II.

MEMORANDUM BY THE SECRETARY OF POLICE AT MONTEVIDEO.

To Dr. Paulina Luisi.

[*Translation.*]

October 18th, 1927.

No executive regulations have yet been issued in regard to the law on this subject. No rules yet exist, therefore, for giving effect to certain measures and for ensuring the results which the law had in view. Nevertheless, the police have taken steps to put into force without further delay the essential principles adopted, and it may be said that positive results of the greatest importance have already been achieved.

1. In the first place, all aliens residing in the country and believed to be procurers have been expelled. This measure was carried out without great difficulty, which shows that in every case the police took action against persons who were engaged in exploiting women and on whom the penalties hitherto in force had already been imposed but who had served their sentences, or on whom it had been impossible to impose these penalties for lack of direct proof of the offence. Only one person, a naturalised Uruguayan, made use of the right of appeal provided for in Article 11 of the Law. The principle of expulsion or rejection has therefore received immediate application in virtue of the law, and it may be said that all foreigners whose record showed them to have engaged in procuring have left the country.

2. The police, taking the view that the persons exploiting prostitution referred to in Article 1 of the Law included the proprietresses or manageresses of brothels, so-called "artistes' pensions", and similar houses, immediately proceeded to close all these houses, thus preventing the continuance of prostitution therein. The police are now considering the position of the prostitutes who resided in these houses, most, if not all, of whom have stated that they will continue to engage in prostitution whatever system or mode of tolerance is adopted.

As you will see, the situation has greatly changed, and will continue to do so the longer the law remains in force, particularly when the executive regulations to which I have referred are introduced.

(Signed) Carlos FERRANDO,
Chief of the Police.

COMMENTS OF THE BODY OF EXPERTS
ON THE INFORMATION TRANSMITTED CONCERNING URUGUAY.

We have read with great interest the law of March 27th, 1927, which has been passed since our enquiry was made in Uruguay. This law appears greatly to strengthen the hands of the authorities in their fight against traffic in women and children. We are glad to learn from the memorandum furnished by the Secretary of the Chief of Police that certain steps have already been taken under this law for the closing of licensed houses, for the expulsion of traffickers and that other steps are in contemplation.

We congratulate the Government of Uruguay on the progress thus realised.

(Signed) Rachel E. CROWDY,
Secretary

(Signed)
William F. SNOW,
Chairman of the Special Body of Experts.

Bascombe JOHNSON,
Director of Investigations.
